

APPENDIX A

Adopted Housing Element

Introduction

The Housing Element is subject to specific state statutory requirements for periodic updates. To meet mandated State timelines, the Housing Element was published in September 2002, with a final amendment adopted on November 25, 2003. To maintain consistency with the rest of the new General Plan, the goals, policies and program actions contained in the adopted Housing Element were included in the new General Plan. The adopted Housing Element also contained supporting information on existing conditions. To provide users with complete information on housing, the entire adopted Housing Element is included in this appendix.

Please see the next page.

City of Lincoln



Housing Element

**Prepared for the City of Lincoln by
Parsons
September 2002
Amended November 25, 2003
City Council Resolution No. 2003-231**

**NOVEMBER 25, 2003, AMENDMENT
TO ADOPTED 2002 HOUSING ELEMENT**

Revisions to the adopted Housing Element incorporate changes in response to the California Department of Housing and Community Development's (HCD) comment letter of January 2, 2003. These revisions are generally summarized as follows:

- Clarification describing the City's permit processing procedures for variances and encroachment permits in accommodating and meeting the needs of disabled persons or households.
- Clarification of Policy 1, Action 1, that the 50 acres to be rezoned R-PD 20 and or multiple Family Residential will allow multi-family residential uses by right.
- Clarification of the Conditional Use Permit process that specifically addresses how the City's requirements facilitate and encourage the development of emergency shelters and transitional housing.



Lincoln City Council

Primo Santini, Mayor
Spencer Short
Ray Sprague
Tom Cosgrove
Kent Nakata

Lincoln Planning Commission

Michael Roberts, Chairman
Dan Cross
Richard Wyatt
Allen Cuenca
James Webb
Eva Lena Durnell
Dennis Olsen

City Staff

Gerald F. Johnson, City Manager
Rodney Campbell, Community Development Director
George Dellwo AICP, Assistant Community Development Director

Prepared By

Parsons
Cotton/Bridges/Associates

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1. INTRODUCTION

The Housing Element of the General Plan is a comprehensive statement by the City of Lincoln of its current and future housing needs and proposed actions to facilitate the provision of housing to meet those needs at all income levels. The purpose of the Housing Element is to establish specific goals, policies and objectives relative to the provision of housing, and to adopt an action plan to accomplish these intentions. In addition, the Element identifies and analyzes housing needs, and resources and constraints to meeting these needs.

California state law (Government Code Sections 65580 through 65589) mandates the contents of the housing element. By law, the housing element must contain:

- an assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs;
- a statement of the community's goals, quantified objectives, and policies relevant to the maintenance, improvement and development of housing; and
- a program that sets forth a five-year schedule of actions that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element.

The housing element must also:

- be consistent with other general plan elements;
- provide clear policy and direction for making decisions pertaining to zoning, subdivision approval, housing allocations, and capital improvements;
- identify adequate residential sites available for a variety of housing types for all income levels;
- assist in developing adequate housing to meet the needs of very low-, low- and moderate-income households;
- address governmental constraints to housing maintenance, improvement, and development;
- conserve and improve the condition of the existing affordable housing stock; and
- promote housing opportunities for all persons.

BASIS FOR THE CITY'S HOUSING GOALS

The 2002 Housing Element update reflects an evaluation of changes in community conditions in Lincoln since the current Element was adopted in 1996, and recommends modifications to programs contained in the Element because of that evaluation. Information on community conditions and characteristics were collected and analyzed as

part of the Housing Needs Assessment Report (Appendix A). This report contains an analysis of population and housing characteristics, identifies special housing needs for certain population groups, evaluates housing conditions, analyzes employment trends, and provides other important information to guide the goals, policies, and program actions of this Element.

The City's 2002 Housing Element is based on five goals that provide direction and guidance for meeting the City's housing needs over the next five years through 2007.

1. Accommodate new housing to meet the needs of present and future Lincoln residents at all income levels.
2. Conserve and improve the existing housing stock and residential neighborhoods.
3. Address special housing needs in Lincoln.
4. Promote equal housing opportunity.
5. Evaluate the progress in implementing the City's housing programs.

The findings listed below are based on information collected for the Housing Needs Assessment Report (Appendix A). These findings have been used by the City of Lincoln to modify policies and programs in the 1996 Housing Element.

- Between 2000 and 2010, Sacramento Area Council of Governments (SACOG) projects Lincoln will experience a 240 percent growth rate.
- The median family income in Lincoln is roughly 79 percent of the countywide median income.
- Persons age 65 and over represent 11 percent of Lincoln's total population. This demographic experienced a 63 percent increase in population between 1990 and 2000.
- Large family households represent approximately 13 percent of all households in Lincoln. One-third of these large family households are renters who have the highest rates of overcrowding (defined by the U.S. Census as having more than one person per room, excluding inhabitable spaces such as bathrooms, hallways, and closets) and overpayment (spending more than 30 percent of a household's total income on housing).
- Approximately 71 percent of very low-income households and 29 percent of low-income households in Lincoln spend over 30 percent of their income on housing.
- A housing conditions survey conducted for the City concluded that six percent of the housing stock in Lincoln is substandard and in need of rehabilitation.
- Less than one percent of existing homes sold in Lincoln during 2001 were affordable to very low-income households, while six percent were affordable to low-income households.

2. EVALUATION OF THE 1996 HOUSING ELEMENT

An important aspect of the Housing Element is an evaluation of achievements under the policies and implementation programs included in the previously adopted Housing Element. The evaluation provides valuable information on the extent to which programs have been successful in achieving stated objectives and addressing local needs, and to which these programs continue to be relevant to addressing current and future housing needs in Lincoln. The evaluation provides the basis for recommended modifications to policies and programs and the establishment of new objectives in the Housing Element.

The following is a summary of several of the City's achievements under the 1996 Housing Element. A full analysis and evaluation of the City's 1996 policies, program actions, and objectives is included in Appendix B.

- Lincoln accommodated over 100 percent of the City's 1990-1996 SACOG regional allocation; including 130 percent of the very low-income allocation, 270 percent of the low-income allocation, 268 percent of the moderate-income, and 76 percent of the above-moderate income allocation. The approval and construction of three subsidized rental housing projects between 1994 and 2000 enabled the City to exceed the very low- and low-income allocations.
- Since 1998, the City's Housing Rehabilitation Program funded 16 housing rehabilitation projects, with an additional five applications in process. Fourteen of the 16 funded projects were financed with a combination of Community Development Block Grant (CDBG) funds and Redevelopment Agency housing set-aside funds in a targeted area of the City. Two other projects and the five applications in process were funded, or will be funded, through a combination of Home Investment Partnership Program (HOME) and Redevelopment Agency funds. Of the 16 funded loans, nine participants were very low-income households, five were over age 60, and six were disabled.
- A housing conditions survey was conducted in the fall of 2001, funded by a CDBG Planning and Technical Assistance grant of approximately \$18,500.
- The City adopted a density bonus ordinance to facilitate the development of affordable housing to very low- and low-income households. To-date, the City has not received any project applications that would bump up against the maximum allowable density to qualify for a density bonus. The City encourages, however, the use of density bonuses for the development of affordable housing through providing interested parties with information and including a description of the process and requirements in the general development application packet.
- The City has supported the development of six affordable multi-family rental housing projects funded through tax credits, rural development units, Farmer's Home Section 515, and/or Housing and Urban Development (HUD) Section 8 certificates.

3. GOALS, POLICIES, AND PROGRAM ACTIONS

GOAL 1.

Accommodate new housing to meet the needs of present and future Lincoln residents at all income levels.

Policy 1.

Provide sufficient land zoned for a variety of housing types to accommodate the City's regional housing needs allocation under the 2000-2007 Sacramento Area Council of Governments Regional Housing Needs Plan.

Action 1:

Rezone a minimum of 50 acres of vacant land to R-PD-20 (i.e. density equivalent to 20 dwelling units per acre) to accommodate the City's regional housing allocation for low- and very low-income housing. The City of Lincoln has identified rezonings, totaling 38.78 acres, that been completed or are in process. These include:

1. Foskett Ranch – 8 acres (completed)
2. Lincoln Crossing - 2.11 acres (proposed additional acreage)
3. Gladding McBean property - 10 acres (proposed)
4. Aitken Ranch – 5.09 acres (proposed)
5. Lakeside Six - 12.95 acres (proposed)

The City also will ensure that 12 or more additional acres are rezoned to R-PD-20 in one or more of the following three areas:

1. 290-acre Foskett Ranch,
2. 156.46-acre Aitken Ranch,
3. 49.5-acre Gladding-McBean/East Avenue parcel

The R-PD-20 district is associated with planned unit developments and is substantially similar to achievable densities, height standards, parking, and setback requirements as in the City's Multiple Residential (R-3) District. Multifamily housing is allowed by right in any PD combining district with the R-PD-20 designation. (See Appendix A, page A-56 for an explanation of a Planned Development and the R-PD-20 zoning requirements and development standards).

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources:	General Fund.
Proposed Timing:	December 2004. The General Plan Update is currently underway and is anticipated to take up to 24 months to complete. This action will occur subsequent to the General Plan Update to be consistent with General Plan land use designations. <i>(Note: eight acres have been rezoned to R-PD-20 in the Foskett Ranch Specific Plan area.)</i>
<u>Action 2:</u>	Review the need to annex land outside the City limits after June 2007. If it is determined that additional land is needed to accommodate new growth beyond 2007, consult with the County and neighboring communities to discuss the possibilities. After consulting with the County and neighboring communities, initiate the annexation process and proceedings.
Responsible Agency:	Community Development Department, Planning Commission, and City Council.
Potential Funding Sources:	General Fund.
Proposed Timing:	2004 – Review the need for annexations. 2005 – Consult with the County and surrounding communities. 2006 – Start the annexation process.

Policy 2.

Facilitate the construction of a variety of housing types affordable to all income levels.

<u>Action 1:</u>	Continue to permit Planned Unit Development (PUD) zoning that promotes a variety of housing types in the City through the utilization of innovative development techniques and flexible standards, such as: zero lot lines, clustering of development, narrower streets, density bonuses, and fewer dedication requirements.
Responsible Agency:	Community Development Department.
Potential Funding Sources:	General Fund (for planning actions).
Proposed Timing:	2002-2007.
<u>Action 2:</u>	Continue bi-annual review of the building code, zoning ordinance, subdivision ordinance, and processing procedures to

identify and modify process requirements, approval of criteria, and/or fees that could create an impediment to the cost of housing.

Responsible Agency: Community Development Department and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: Every two years – 2002-2007.

Action 3: Amend Title 18 (Zoning) of the Lincoln Municipal Code to establish standards for the development of second dwelling units in all low-density residential districts in accordance with Section 65852.2 of the California Government Code.

The City publicizes second units to developers and/or other interested parties by providing information concerning second units in the City's general development application packet, at the Community Development Department's counter, the City's website (www.ci.lincoln.ca.us), and on the local community access television channel.

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: December 2003.

Action 4: Continue to allow manufactured housing units on permanent foundations on single-family lots in accordance with state law (Government Code Section 65852.7).

Responsible Agency: Community Development Department.

Potential Funding Sources: General Fund.

Proposed Timing: 2002-2007.

Action 5: Amend Title 18 (Zoning), to delete Chapter 18.60 (Mobile Home Certificates of Compatibility) of the Lincoln Municipal Code. Through this action, the City will comply with the state requirements by allowing manufactured homes in all single-family districts.

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: December 2003.

Action 6:

- A. Amend Title 18 (Zoning), Sections 18.14.010 and 18.16.010 of the City's Municipal Code to allow mobile home parks as a permitted use in the City's Duplex Residential (R-2) and Multiple Residential (R-3) Districts.
- B. The City will contact the owner of the existing mobile home park in the City, which is currently zoned Neighborhood Commercial (NC), to determine the most appropriate residential zoning district to rezone the property (R-2 or R-3). Once a determination has been made the City will rezone the property accordingly as part of the comprehensive rezoning process in December 2003.

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: December 2003.

Action 7:

Facilitate the development of market rate rental housing through the following:

- use of housing set-aside funds for mixed income housing projects that include units affordable to very low- and low-income households;
- regulatory incentives, such as expediting permit processing, deferred fees, and/or parking requirements based on the bedroom mix of the project; and
- provide a 25 percent density bonus when at least 20 percent of the units are affordable to low-income households or 10 percent of the units are affordable to very low-income households.

The City publicizes the above incentives for market rate housing to developers and/or other interest parties by providing informational fliers at the Community Development Department's counter and in the general development

	application packet.
Responsible Agency:	Community Development Department.
Potential Funding Sources:	Redevelopment Agency set-aside funds for mixed income projects.
Proposed Timing:	2002-2007.
New Construction Quantified Objective:	100 Low-Income Units, 200 Moderate-Income Units, and 200 Above Moderate-Income Units.

Policy 3.

New residential developments will include housing affordable to low- and moderate-income households.

Action: Adopt an affordable housing policy as part of the General Plan update, and amend Title 18 (Zoning) of the Lincoln Municipal Code to add an ordinance that implements the affordable housing policy. This policy will be applied to all new planned unit developments and specific plans. The ordinance will specify a percentage of housing units, up to 10 percent, and the proportion of low- and moderate-income units required in each new planned development or specific plan project area.

The specific affordable housing requirements will be negotiated for each residential development through a development agreement. The City will consider one or more of the following options to implement the affordable housing policy:

1. Each development will provide the specified percentage of housing units affordable to low- and moderate-income households without subsidies or regulatory incentives; or
2. The City will provide financial and/or regulatory incentives to increase the feasibility of producing the low- and/or moderate-income housing, consistent with state density bonus law; or
3. City will consider alternatives to providing affordable housing, such as donation of land and/or the payment of an in-lieu fee that would result in an equivalent number of low- and/or moderate-income units constructed.

The City will advertise the affordable housing policy to developers and/or other interested parties through published information available at the Community Development Department's counter, the City's website (www.ci.lincoln.ca.us), and on the local community access

television channel.

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources: General Fund, CDBG, and Planning and Technical Assistance (PTA) Grant.

Proposed Timing: December 2003.

Policy 4.

Require that new residential developments meet local and state requirements for energy efficiency and mitigate adverse environmental impacts.

Action 1: Continue to require environmental reviews on residential development proposals to assess potential impacts as a result of future development.

Responsible Agency: Community Development Department.

Potential Funding Sources: Application and Permit Fees.

Proposed Timing: 2002-2007.

Action 2: Continue to enforce the energy conservation requirements of the state building code standards (Title 24 of the California Code of Regulations), and continue to require fifteen-gallon shade trees in all new residential developments (Subdivision Ordinance, Section 17.40.070 (F)).

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources: Application and Permit Fees.

Proposed Timing: 2002-2007.

GOAL 2.

Conserve and improve the existing housing stock and residential neighborhoods.

Policy 5.

Assist in the rehabilitation of substandard housing.

Action 1:

Continue to implement the Redevelopment Agency's Owner-Occupied Housing Rehabilitation Program. This program is currently available citywide for owner-occupied households whose cumulative gross annual income(s) does not exceed 80 percent of the Placer County median income as published annually by HUD. Assistance is provided through HOME loans and can be financed one of three ways:

1. three percent interest amortized loan to the extent that an amortized loan payment will not cause housing costs to exceed 30 percent of annual income;
2. three percent simple interest with payments deferred for up to 15 years in the event a household cannot afford a fully amortized payment; or
3. two percent interest deferred payment loan for those who are elderly (65+) or are permanently disabled.

Eligible repairs include (listed by priority): health and safety repairs, energy conservation, repairs that extend the useful life of the property, and converting to current Uniform Building Code standards.

The City publicizes the Redevelopment Agency's Owner-Occupied Housing Rehabilitation Program with the help of the program's contractor. Interested homeowners and other applicable parties can acquire information about this program through fliers at the Community Development Department's counter, the City's website (www.ci.lincoln.ca.us), and on the local community access television channel.

Responsible Agency: CDBG/HOME Program Contractor, Redevelopment Agency, and Community Development Department.

Funding Source: HOME Grant and CDBG.

Housing Rehabilitation: 5 Very Low-Income Units and 15 Low-Income Units.

Quantified Objective:

Proposed Timing: 2002-2007.

Action 2:

Continue to apply annually for HOME and CDBG grant monies to rehabilitate both owner- and renter-occupied housing. These grants would potentially be available for very low- and low-income owner households and rental property owners with very low- and low-income tenants.

Information on the most current programs available funded through HOME and CDBG grant monies can be obtained at the Community Development Department, through advertisements on the local community access television channel, or on the City's website (www.ci.lincoln.ca.us).

Responsible Agency: Redevelopment Agency and Community Development Department.

Potential Funding Sources: HOME Program Grant and CDBG.

Housing Rehabilitation Quantified Objective: 20 Very Low-Income Units and 15 Low-Income Units.

Proposed Timing:

Annually 2002-2007.

Action 3:

Refer Lincoln residents to agencies that provide home repair services and/or energy retrofit programs in Placer County, such as Project Go, Inc.

Informational fliers on agencies that provide home repairs and/or energy retrofit programs can be obtained at the Community Development Department.

Responsible Agency: Community Development Department.

Potential Funding Sources: General Fund.

Housing Rehabilitation Quantified Objective: 20 Very Low-Income Units and 15 Low-Income Units.

Proposed Timing:

2002-2007.

Policy 6.

Assist in the conservation and improvement of residential neighborhoods.

<u>Action:</u>	Continue the City's building code enforcement program for residential housing units. The City's full-time Code Enforcement Officer manages code enforcement activities on a case-by-case complaint basis.
Responsible Agency:	Building Department, Community Development Department, and City Council.
Potential Funding Sources:	General Fund, Development Services Fund, and Redevelopment Agency.
Proposed Timing:	2002-2007.

Policy 7.

Ensure that neighborhoods have adequate public services and facilities that comply with City standards.

<u>Action:</u>	Continue to require the payment of impact fees and/or other mitigation standards as required by state law from the construction of new developments for needed facilities, services, utilities, and infrastructure improvements, such as water/sewer, roads, solid waste, and schools. The City will review the amount of impact fees annually and make recommendations to the City Council when changes are needed.
Responsible Agency:	Community Development Department, City Council, Western Placer Unified School District.
Potential Funding Sources:	Application and Permit Fees.
Proposed Timing:	Annually 2002-2007.

Policy 8.

Preserve the affordability of subsidized rental housing to very low- and low-income households.

<u>Action:</u>	Annually monitor Golden Village apartments (50 units) for Section 8 status, and prepare a plan for the preservation of these units as affordable rental housing. The plan will state the City's proposed actions for assisting the current property owner in preserving these affordable units, or assisting in the acquisition of Golden Village by a non-profit entity dedicated to permanently preserving the affordability of these rental units.
Responsible Agency:	Community Development Department and City Council.

Potential Funding Sources:	Redevelopment Agency set-aside funds (for monitoring). Financial assistance for preservation: California Multifamily Housing Program and HUD's Office of Multifamily Housing Restructuring (assists in identifying and coordination programs from federal agencies for the preservation of at-risk housing), CDBG, and PTA Grant.
Proposed Timing:	Annually review the California Housing Partnership list of units potentially at-risk, and contact the property owner of the specific rental housing project(s) at-risk to determine status. Prepare action plan by December 2003.

GOAL 3.

Address special housing needs in Lincoln.

Policy 9.

Address the physical, financial, and lifestyle needs of older adults in the City.

Action 1: Facilitate the construction of affordable rental housing for very low- and low-income seniors. The following types of senior housing are needed in Lincoln.

1. Rental housing affordable to persons earning between 50 and 80 percent of Placer County's median income.
2. "Continuum of care" housing that provides a range of on-site services including independent living, assisted living, and institutional care.
3. Market rate senior rental housing.

The City will provide assistance through the following financial and regulatory incentives:

- use of housing set-aside funds for mixed income housing projects that include units affordable to very low- and low-income households;
- regulatory incentives, such as expediting permit processing, deferred fees, and/or parking requirements based on the bedroom mix of the project;
- a 25 percent density bonus when at least 20 percent of the units are affordable to low-income households or 10 percent of the units are affordable to very low-income households; and

- assistance in accessing state and/or federal subsidies or tax credit programs for new construction.

Responsible Agency: Community Development Department.

Potential Funding Sources: Redevelopment Agency set-aside funds, state and federal tax credits, CDBG, and CDBG via Community Housing Development Organization (CHDOs).

New Construction Quantified Objective: 130 Very Low-Income Units and 70 Low-Income Units.

Proposed Timing: 2002-2007.

Action 2: Assist elderly homeowners in rehabilitating their homes to address health and safety repairs, accessibility needs, and energy efficiency improvements.
Refer to Policy 5 Action 1 for financial assistance programs.

Responsible Agency: Community Development Department and Redevelopment Agency.

Potential Funding Sources: HOME Program, CDBG, and Redevelopment Agency set-aside funds.

Housing Rehabilitation Quantified Objective: 6 Very Low-Income Units and 4 Low-Income Units.

Proposed Timing: 2002-2007.

Policy 10.

Address the physical, financial, and supportive service housing needs of persons with disabilities.

Action 1: Facilitate the construction of subsidized rental housing affordable to very low- and low-income persons that meets the physical and supportive service needs of persons with disabilities such as:

- handicapped accessibility;
- on-site supportive services and/or daily living assistance; and
- transportation.

The City publicizes financial and regulatory incentive opportunities to developers and/or other parties interested in the construction of subsidized rental housing that meets the needs of persons with disabilities by providing informational fliers at the Community Development Department and in all general development application packets.

Refer to Policy 9 Action 1 for City assistance with financial and regulatory incentives.

Responsible Agency: Community Development Department.
Potential Funding Sources: Redevelopment Agency set-aside funds and state and federal tax credits.
New Construction Quantified Objective: 10 Very Low-Income Units and 5 Low-Income Units
Proposed Timing: 2002-2007.

Action 2: Assist disabled homeowners in making modifications for improved accessibility.

Refer to Policy 5 Action 1 for financial assistance programs.

Responsible Agency: Community Development Department and Redevelopment Agency.
Potential Funding Sources: HOME Program, CDBG, and Redevelopment Agency set-aside funds.
Housing Rehabilitation Quantified Objective: 7 Very Low-Income Units and 5 Low-Income Units.
Proposed Timing: 2002-2007.

Action 3: Continue to allow dwelling groups (i.e. group homes) and

boardinghouses as a conditional use in the City's R-3 District under Section 18.16.020 of the Lincoln Municipal Code. Conditional use permits may be granted subject to the following findings by the Planning Commission:

1. the use is substantially similar in characteristic to a use or uses currently within the district;
2. the use would be appropriate in the district applicable to the property as a permitted or conditional use; and
3. the use, with the appropriate conditions, will not be detrimental to the health, safety, peace and morals, comfort and general welfare of persons residing or working in the neighborhood or be injurious to property and improvements in the neighborhood or to the general welfare of the City (Section 18.56.020 of the Lincoln Municipal Code).

Group homes and boardinghouses will not be subject to additional requirements or conditions beyond what is set forth in Section 18.56.020 of the Lincoln Municipal Code.

Responsible Agency: Community Development Department.

Potential Funding Sources: General Fund.

Proposed Timing: 2002-2007.

Action 4: Amend Title 18 (Zoning) to allow group homes/residential facilities of six or fewer persons as a permitted use by right in all districts in which single-family homes are allowed. Subject to the provisions of the Lincoln Municipal Code, group homes/residential facilities will be held to the same standards and permit processing as single-family homes.

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: December 2003.

Policy 11.

Address the special housing needs of large families to alleviate overcrowding in the City.

Action 1: Facilitate the construction of housing that includes three- and four-bedroom units affordable to very low- and low-income families.

The City publicizes financial and regulatory incentive opportunities to developers and/or other parties interested in the construction of housing that includes three- and four- bedroom affordable units by providing informational fliers at the Community Development Department and in all general development application packets.

Refer to Policy 9 Action 1 for City assistance with financial and regulatory incentives.

Responsible Agency: Community Development Department.

Potential Funding Sources: Redevelopment Agency set-aside funds, state and federal tax credits, CDBG, and CHDOs.

New Construction Quantified Objective: 260 Very Low-Income Units and 425 Low-Income Units.

Proposed Timing: 2002-2007.

Action 2: Continue to allow bedroom and bathroom additions under the City's Housing Rehabilitation Program.

Refer to Policy 9 Action 1 for City assistance with financial and regulatory incentives.

Responsible Agency: Redevelopment Agency and Community Development Department.

Potential Funding Sources: HOME Program, CDBG Housing Rehabilitation.

Housing Rehabilitation Quantified Objective: 2 Very Low-Income Units and 2 Low-Income Units.

Proposed Timing: 2002-2007.

Policy 12.

Address the financial, physical, and supportive service needs of female-headed households in the City.

Action: Amend the Lincoln Municipal Code Section 18.34 (Special Uses) to establish standards and permitting procedures for child day care facilities. The following table describes the recommended permit requirements to be included in the zoning ordinance amendment.

Child Day Care Facility	Residential Districts ¹					Commercial Districts		Industrial Districts ²	Public/Quasi-Public District	Open Space District ³
	R-1	R-2	R-3	RPD 1-5	R-E	BP	C			
Small Family Day Care Home	P	P	P	P	P	N	N	N	N	N
Large Family Day Care Home	CUP	CUP	CUP	CUP	CUP	N	N	N	N	N
Day Care Center	CUP	CUP	CUP	CUP	CUP	-- ⁴	-- ⁴	CUP	CUP	CUP
Employer-sponsored Child Care Center	N	N	N	N	N	-- ⁴	-- ⁴	CUP	CUP	CUP

¹Single-family residential dwellings in the Agricultural (A-D)

Zoning District shall have the same permit requirements as the R-1 District.

²Permit requirements apply to all industrial zoning districts, with the exception of the Industrial (I) Zoning District, where child day care facilities are not permitted.

³Permit requirements apply to all open space zoning districts, with the exception of the Open Space Conservation (OS-C) Zoning District, where child day care facilities are not permitted.

⁴New child day care uses in an existing structure require Administrative Review and new day care facility structures require Design Review.

Permit Legend:

N: Use not permitted

P: Use permitted by right

AR: Use permitted with Administrative review (Planning Staff and Community Development Department

review for use to ensure compliance with applicable provisions of Chapter 18.34)

DR: Use permitted with Design review

CUP: Use permitted with conditional Use Permit

Development and operational standards are recommended as follows:

1. Small Family Day Care Homes

- Operate under the standards of state law that constitute an accessory use of a residentially zoned and occupied property.
- Require a current license from the state.
- Home must contain a fire extinguisher and smoke detector.
- Operate in compliance with City's Noise Ordinance.
- No signs for the day care use are permitted.

2. Large Family Day Care Homes

- Obtain a business license from the City and current license from the state.
- Day care use is secondary to the primary use of the property as a residence.
- Not to be located within 200 feet from an existing state licensed large family day care home or employer-sponsored childcare center.
- Provide the equivalent of two loading/unloading parking spaces and one additional off-street parking space for each employee that does not reside at the home.
- Day care home will comply with applicable City Noise Ordinances.
- No signs will be allowed in conjunction with the day care facility.

Responsible Agency: Community Development Department and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: December 2003

Policy 13.

Assist in the financial needs of low-income first-time homebuyers.

Action: Continue to implement the City’s First-Time Homebuyer Assistance Program. This program is designed to provide second mortgages that act as “gap” financing, meaning the second mortgage is making up the cost difference between what the buyer can afford for a first mortgage and the price of a home. The second mortgage is a “silent” second (i.e. payments are deferred with a low interest rate until an agreed upon time period ends or the home is sold).

Eligible participants must have an annual gross income at or below 80 percent of the Placer County median income, adjusted for family size, as defined by the Department of Housing and Urban Development. This program is available citywide and properties eligible include newly constructed or existing single-family detached housing, condominiums, and mobile homes placed on permanent foundations.

The City has established three main avenues for advertising the First-Time Homebuyer Program under an affirmative fair housing marketing plan.

1. Publish ads in the home or real estate sections of the City’s newspaper offering free homebuyers seminars.
2. Distribute Spanish and English language flyers to local community resource agencies and community groups working with minority and low-income households.
3. Educate local real estate agents and lenders about the program and provide first-time homebuyers seminars for those who qualify through the Sacramento Home Loan Counseling Center (SHLCC).

Responsible Agency: Community Development Department, Redevelopment Agency, and Mercy Housing California.

Potential Funding Sources: CDBG, HOME Grant, and MCCs.

First-Time Homebuyer Quantified Objective: 25 Low-Income Units.

Proposed Timing: 2002-2007.

Policy 14.

Permit transitional housing and emergency shelters in appropriate locations in the City.

Action 1: Amend the Lincoln Municipal Code (Section 18.16.020) to allow transitional housing through a conditional use permit process in the City's Multiple Residential District (R-3). Conditional use permits may be granted subject to the following findings by the Planning Commission:

1. the use is substantially similar in characteristic to a use or uses currently within the district;
2. the use would be appropriate in the district applicable to the property as a permitted or conditional use; and
3. the use, with the appropriate conditions, will not be detrimental to the health, safety, peace and morals, comfort and general welfare of persons residing or working in the neighborhood or be injurious to property and improvements in the neighborhood or to the general welfare of the City (Section 18.56.020 of the Lincoln Municipal Code).

Transitional housing will not be subject to additional development standards or conditions beyond those set forth in Chapter 18.16 for the R-3 zone and Section 18.56.020 of the Lincoln Municipal Code. The conditional use permit process acts to facilitate and encourage the development of transitional housing through clear and unambiguous standards of the steps in the application review process, basis for approval (criteria), and terms and conditions. (See the Housing Needs Assessment Report, page A-63 for more information on the conditional use permit process).

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: December 2003.

Action 2: Amend the Lincoln Municipal Code (Section 18.22.030) to allow emergency shelters through a conditional use permit process in the City's Commercial (C) District. Conditional use permits may be granted subject to the following findings by the

Planning Commission:

1. the use is substantially similar in characteristic to a use or uses currently within the district;
2. the use would be appropriate in the district applicable to the property as a permitted or conditional use; and
3. the use, with the appropriate conditions, will not be detrimental to the health, safety, peace and morals, comfort and general welfare of persons residing or working in the neighborhood or be injurious to property and improvements in the neighborhood or to the general welfare of the City (Section 18.56.020 of the Lincoln Municipal Code).

Emergency shelters will not be subject to additional development standards or conditions beyond those set forth in Chapter 18.22 for the C District and Section 18.56.020 of the Lincoln Municipal Code. The conditional use permit process acts to facilitate and encourage the development of emergency shelters through clear and unambiguous standards of the steps in the application review process, basis for approval (criteria), and terms and conditions. (See the Housing Needs Assessment Report, page A-63 for more information on the conditional use permit process).

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: December 2003.

Action 3: Amend Chapter 18.56 of the Zoning Ordinance, Conditional Use Permits, to include specific criteria for the approval of use permits for transitional housing and emergency shelters. In addition to compliance with zoning and parking standards, such criteria will address:

- hours of operation;
- external lighting and noise;
- provision of security measures for the proper operation and management of a proposed facility;
- measures to avoid queues of individuals outside proposed facilities;
- compliance with county and state health and safety

requirements for food, medical, and other supportive services provided on-site;

- maintenance in good standing of county and/or state licenses, if required by these agencies for the owner(s), operator(s), and/or staff of a proposed facility; and
- similar operations and management issues.

Responsible Agency: Community Development Department, Planning Commission, and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: December 2003.

GOAL 4.

Promote Equal Housing Opportunity.

Policy 15.

Support equal housing opportunities for all City residents.

Action 1: Continue to make available public information provided by other public agencies and non-profit organizations on equal housing opportunity, and make referrals to the District Office of Fair Employment Housing and/or Northern California Legal Services when individuals have further questions or complaints.

The City will specifically support and promote equal housing opportunity through the following:

- provide informational fliers and signage at the Community Development Department's counter and a point-of-contact person for all equal housing opportunity inquiries;
- post equal housing opportunity information of the City's website (www.ci.lincoln.ca.us);
- annually distribute equal housing opportunity information in City resident's utility bill; and
- advertise the resources available to Lincoln residents concerning equal housing opportunity on the local community access television channel.

Responsible Agency: Community Development Department.

Potential Funding Sources: General Fund.

Proposed Timing: 2002-2007.

Action 2: Collect and review local financial lender's Community Reinvestment Act (CRA) reports to determine their activities within Lincoln and their corresponding rating from the federal government. The City will use this information as one of the criteria in the selection process when determining the use of an outside financial institution to handle City business. If it is determined that a specific lender did not receive a satisfactory rating from the government, the City will weigh this to the lenders disadvantage in the selection process.

Responsible Agency: Community Development Department.

Potential Funding Sources: General Fund.

Proposed Timing: Annually 2002-2007.

GOAL 5.

Evaluate the progress in implementing the City's housing programs.

Policy 16.

Annually document the achievements and evaluate the effectiveness of the City's housing programs.

Action: Monitor and evaluate the performance of the City in implementing the housing programs, and prepare a report to the City Council. The report to the City Council will include:

1. documented achievements of the implementation of goals, policies, and actions within the Housing Element;
2. an evaluation of the City's performance in relation to the quantified objectives within the Housing Element; and
3. if needed, recommendations for appropriate refinement or revision as a result of the documented achievements and evaluation.

Per the City Council's direction, the City will make the appropriate modifications to the housing programs. Changes because of this assessment do not necessarily have to be amendments to the City's Housing Element.

Responsible Agency: Community Development Department and City Council.

Potential Funding Sources: General Fund.

Proposed Timing: Annually 2002-2007.

4. CITY AND COUNTY HOUSING PROGRAMS

LINCOLN HOUSING PROGRAMS

The City of Lincoln's housing programs are targeted towards housing rehabilitation and first-time homebuyer assistance and are administered by Mercy Housing California through an agreement with the City. Funding for these programs are provided through sources that include, but are not limited to: CDBG monies, HOME funds, and Redevelopment Agency housing set-aside funds. As of June 30, 2001, the Redevelopment Agency's housing set-aside fund balance was \$658,959. The City officially updates this balance annually in June; however, the City estimated, as of January 31, 2002, the housing set-aside balance was \$543,959.

The City's Redevelopment Agency is projected to accrue approximately \$942,800 within the 20 percent set-aside for housing during the planning period (2002 through 2007). It is anticipated that the funding will generally be utilized in the following programs to assist in development low and moderate housing over the planning period:

- CDBG Housing Rehabilitation Programs: \$280,000; providing matching funds for CDBG grants
- First-Time Homebuyer Programs: \$210,000; providing matching funds for grants
- Agency assistance towards construction of units affordable to low and moderate income households: \$452,800

Housing Rehabilitation Programs

CDBG Housing Rehabilitation Program was started in March 1999 to offer eligible households low-interest loans with flexible financing terms to make the necessary repairs to their homes. To be eligible the property to be improved must be within the City's designated target area, and the gross household income must be at or below 80 percent of the countywide median. Eligible repairs include roof repair or replacement, electrical or plumbing work, kitchen and bathroom repairs, energy conservation measures, heating and cooling system installation, water, sewer and electrical connections, bedroom additions to relieve overcrowding, and any other Code related improvements. Total CDBG funding equaled \$375,668 with program administration costs. This program was closed in December 2000, and the City has disencumbered \$35,000 from the program with approximately \$30,000 in program income as of December 2001.

According to the City, during the life of this program Mercy Housing received numerous calls from interested residents who lived within the City limits but not within the CDBG target areas. For this reason the City chose to begin to apply for HOME funds so low-

income residents throughout the City could make necessary health and safety repairs to their homes.

HOME 2000 Owner-Occupied Housing Rehabilitation Program offers affordable home repair loans to achieve cost-effective repairs for low-income owner-occupied households. Total 2000 HOME funds have been granted in the amount of \$278,000, and the City has been funded for an additional \$278,000 for the City's HOME 2001 Rehabilitation Program.

The HOME 2000 Rehabilitation Program is available citywide for owner-occupied households whose cumulative gross annual income(s) does not exceed 80 percent of the Placer County median income as published annually by HUD. Assistance is provided through HOME loans and can be financed one of three ways:

1. three percent interest amortized loan to the extent that an amortized loan payment will not cause housing costs to exceed 30 percent of annual income;
2. three percent simple interest with payments deferred for up to 15 years in the event a household cannot afford a fully amortized payment; or
3. two percent interest deferred payment loan for those who are elderly (65+) or are permanently disabled.

Eligible properties must consist of one- to four-unit housing, which includes the following: traditional single-family housing, condominiums, and modular units placed on permanent foundations.

Eligible repairs include (listed by priority):

1. health and safety repairs (e.g. correcting plumbing, electrical, structural, mechanical, roof deficiencies, lead hazard evaluation and removal, and room additions to resolve overcrowding);
2. energy conservation (e.g. insulation, window/door replacement, weather-stripping and caulking, and replacing inefficient water heaters, ovens, furnaces, and air conditioning appliances);
3. repairs that extend the useful life of the property (e.g. repairing siding and sheetrock, interior and exterior painting, replacing worn flooring, cabinets, interior doors, gutters, foundation upgrades, and retaining walls); and
4. converting to current Uniform Building Code standards (e.g. moving bathroom access to hallways or off of kitchen, and stairs and porch upgrades).

The City, to the extent feasible, continues to foresee applying for HOME funds through 2007.

First-Time Homebuyer Program

2001 CDBG Grant has been funded in the amount of \$250,000 for the purpose of establishing a First-Time Homebuyer Program in the City of Lincoln. This grant provides \$212,705 in loan pool funds for homebuyer financing, \$18,705 in funds for

general administration and \$18,500 in funds for activity delivery. Loan pool funds will be used to provide approximately eight second mortgages with average loan amounts of \$30,000 each. Eligibility requirements for participants include:

- annual household income at or below 80 percent of the Placer County median income, adjusted for family size;
- must be a homebuyer who will occupy the property as their primary residence; and
- families are to be pre-qualified through local lenders.

Any home within the incorporated limits of Lincoln will be considered. Properties eligible for this program include: single-family detached housing, condominiums, or the replacement of an existing mobile home not on a permanent single-family lot foundation with a new factory built home placed on a permanent foundation.

Using CDBG funds at the initial acquisition stage, this program enables families to pay for purchasing and closing costs when buying a new home. It is anticipated that this program will be market driven with local real estate agencies and lenders assisting in selling eligible homes to qualified buyers.

The City has established three main avenues for advertising the First-Time Homebuyer Program under an affirmative fair housing marketing plan.

1. publish ads in the home or real estate sections of the City's newspaper offering free homebuyers seminars.
2. Distribute Spanish and English language flyers to local community resource agencies and community groups working with minority and low-income households.
3. Educate local real estate agents and lenders about the program and provide first-time homebuyers seminars for those who qualify through the Sacramento Home Loan Counseling Center (SHLCC).

PLACER COUNTY HOUSING PROGRAMS

Placer County's housing programs are not available to residents in incorporated areas (i.e. City residents); however, Lincoln residents are eligible for the following two housing programs as residents of Placer County.

United States Department of Agriculture (USDA) Rural Development Loans and Grants are made possible to Placer County residents through the USDA Rural Development Department (RDD). Loans and grants are available for home rehabilitation and repairs to persons who own the home they live in and are low-income. Qualified persons can receive a loan of up to \$20,000, at 1 percent interest, to make needed improvements. In addition, homeowners who are 62 years old or older may qualify for a once in a lifetime grant of up to \$7,500 to remove health or safety hazards from their homes. Contact RDD for an application and more information about this program.

Placer County Mortgage Credit Certificate (MCC) Program offers financial help to homebuyers wanting to purchase a new or existing home in Placer County. Mortgage Credit Certificates reduce the amount of federal income tax one pays, thus allowing more available income to qualify for a mortgage loan and to make monthly mortgage payments. Eligible applicants must be a first-time homebuyer, occupy a home, and not exceed the income and purchase price limitations. Applications for the MCC Program are accepted through any of the participating lenders. For Lincoln residents the closest lenders are located in the City of Roseville.

5. QUANTIFIED OBJECTIVES

One of the requirements of state law (California Government Code, Section 65583[b]) is that the Housing Element contains quantified objectives for the maintenance, preservation, improvement, and development of housing. State law recognizes that the total housing needs identified by a community may exceed available resources and the community's ability to satisfy this need. Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shall; however, establish the maximum number of housing units by income category that can be constructed, rehabilitated, and conserved over a five-year period. Because the SACOG Regional Housing Needs Assessment Plan covers a 7½-year period, the objectives for designating sites for new construction cover the period January 1, 2000 to June 30, 2007 (Table 1). The objectives for preservation and conservation cover the period July 1, 2002 to June 30, 2007.

Table 1

Quantified Objectives (January 1, 2000 – June 30, 2007)

	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Total
2000-2007 Regional Housing Needs Allocation					
	1,800	1,232	1,475	3,296	7,803
Units Constructed Between January 1, 2000 and February 22, 2002					
	0	164	1,646	1,398	3,208
Remaining Housing Needs Allocation to be Constructed by June 30, 2007					
	1,800	1,068	0	1,398	4,595
Quantified Objectives					
	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Total
New Construction Total	400 ¹	600 ¹	3,500	3,500	8,000
Housing Rehabilitation	20 ²	15 ²	-- ³	-- ³	35
Preservation of At-Risk Rental Housing	50 ⁴	0	0	0	50
First-Time Homebuyer	0	25 ⁵	0	0	25

Source: City of Lincoln and Parsons, February 2002.

¹Based on affordable units built in the City over a 10-year period (1990-2000) figuring an annual rate and projecting that rate over the 7 ½ year planning period.

²Based on the City's rehabilitation need and past rehabilitation activities funded through the 1998 CDBG grant and 2000 HOME grant.

³The City's residential rehabilitation program targets only homeowners whose incomes are below 80 percent of the area median income level, based on family size.

⁴Represents one affordable rental Complex (Golden Village) with Section 8 contracts.

⁵Based on current funding and past activities of the City's First-Time Homebuyer Assistance Program.

Table 2

Summary of Quantified Objectives by Policy/Action Statement

Policy/Action	Income Affordability Categories			
	Very Low	Low	Moderate	Above Moderate
New Construction¹				
Policy 1 – Action 7	N/A	100 Units	200 Units	200 Units
Policy 9 – Action 1	130 Units	70 Units	N/A	N/A
Policy 10 – Action 1	10 Units	5 Units	N/A	N/A
Policy 11 – Action 1	260 Units	425 Units	N/A	N/A
Total New Construction Quantified Objective	400 Units	600 Units	3,500 Units	3,500 Units
Housing Rehabilitation²				
Policy 5 – Action 1	5 Units	15 Units	N/A	N/A
Policy 5 – Action 2	20 Units	15 Units	N/A	N/A
Policy 5 – Action 3	20 Units	15 Units	N/A	N/A
Policy 9 – Action 2	6 Units	4 Units	N/A	N/A
Policy 10 – Action 2	7 Units	5 Units	N/A	N/A
Policy 11 – Action 2	1 Unit	1 Unit	N/A	N/A
Total Housing Rehabilitation Quantified Objective	20 Units	15 Units	N/A	N/A
First-Time Homebuyer³				
Policy 13	N/A	25 Units	N/A	N/A
Total First-Time Homebuyer Quantified Objective	N/A	25 Units	N/A	N/A

Source: City of Lincoln and Parsons, August 2002.

¹The new construction quantified objectives do not fully account for the total quantified objective unit count in the moderate- and above moderate-income categories because market conditions will facilitate the construction of these units in Lincoln.

²The housing rehabilitation quantified objectives are not cumulative based on the potential for significant overlapping of housing programs by one beneficiary. For example, an elderly homeowner may choose to rehabilitate their home for energy efficiency improvements (Policy 9 – Action 2), while also making modifications for improved accessibility (Policy 10 – Action 2) through using the Redevelopment Agency’s Owner-Occupied Housing Rehabilitation Program (Policy 5 – Action 1).

³The first-time homebuyer quantified objective assumes over the next 5 years a \$2,000,000 pool of money (\$1,000,000 CDBG and HOME and \$1,000,000 MCC’s) will be available to fund 25 units at an average of \$80,000 each.

6. PUBLIC PARTICIPATION

State law requires cities and counties to make a “diligent effort” to achieve participation by all segments of the community in preparing a housing element (Section 65583[c][6] of the California Government Code). This diligent effort translates into local jurisdictions doing more than issue the customary public notices and conduct standard public hearings prior to adopting a housing element. State law requires cities and counties to take active steps to inform, involve, and solicit input from the public, particularly low-income and minority households that might otherwise not participate in the process. Active involvement of all segments of the community can include one or more of the following:

- outreach to community organizations serving low-income, special needs, and underserved populations;
- special workshops, meetings, or study sessions that include participation by these groups;
- establishment of an advisory committee with representatives of various housing interests; and
- public information materials translated into languages other than English if a significant percentage of the population is not English proficient.

To meet the requirements of state law in the preparation of the Lincoln Housing Element, the City encouraged public participation from all segments of the community by conducting a public workshop on November 6, 2001 at the McBean Park Pavilion. This workshop was conducted early in the housing element process to discuss preliminary findings and key community issues examined in the Housing Needs Assessment Report (Appendix A). Despite the City’s outreach efforts to invite approximately 17 businesses and community organizations known to the City to have an interest in affordable housing issues and notify the public – only one person attended this workshop. The businesses and organizations invited by the City included public service providers, churches, developers, apartment managers, and non-profit housing advocates (Appendix C). These groups were notified to attend the workshop through a direct mailing. The public was notified of the workshops through the publication of a notice in the Press Tribune. The public workshop notice was also posted at City Hall one week prior to the workshop.

All public proceedings were conducted at the McBean Park Pavilion, which is accessible to individuals with mobility impairments.

Specific public events related to the Housing Element included:

1. Citywide public workshop to discuss findings and key issues, conducted at the McBean Park Pavilion on November 6, 2001.
2. Planning Commission hearing to recommend the adoption of the Draft Housing Element and Certification of the Negative Declaration, conducted at the Lincoln City Annex building on August 14, 2002.
3. City Council hearing to adopt the Draft Housing Element and Certification of the Negative Declaration, conducted at the McBean Park Pavilion on September 10, 2002.

7. INTERNAL CONSISTENCY OF GENERAL PLAN

State Law requires that the housing element contain a statement of “the means by which consistency will be achieved with other general plan elements and community goals” (California Government Code, Section 65583[c][6][B]). There are two aspects of this analysis: 1) an identification of other general plan goals, policies, and programs that could affect implementation of the Housing Element or that could be affected by the implementation of the Housing Element, and 2) an identification of actions to ensure consistency between the Housing Element and affected parts of other General Plan elements. The 1988 Lincoln General Plan contains several elements the policies of which relate to housing. These policies, and the method by which the City will achieve consistency among them, are described below.

Land Use Element

The Land Use Element contains policies to enhance the quality of existing neighborhoods through housing rehabilitation, code enforcement, neighborhood rehabilitation, and re-use of historic structures. These policies complement Housing Element policies for neighborhood preservation and housing rehabilitation.

Policies for new residential development include the promotion of a variety of residential land use designations to meet future City needs; flexible approaches to development, such as specific plans and planned unit developments; and joint planning for areas contiguous to residential neighborhoods. The Land Use Element provides for residential densities of up to 20 dwelling units per acre. Density ranges for specific plan areas are provided by the residential development standards included in those plans, but densities designated for specific plan areas are consistent with the density ranges of the General Plan. The City believes that the densities provided under the Land Use Element, and the amount of land designated for various residential land uses, are sufficient to achieve residential development objectives contained in the Housing Element, with one exception described below.

The City has identified a potential shortfall in the amount of land designated for high-density residential use (up to 20 units per acre). Implementation of the Housing Element will involve the rezoning of land for high-density residential use. The City of Lincoln has identified potential sites for such a change in land use:

1. 290-acre Foskett Ranch located west of downtown Lincoln and north of Nicolaus Road;
2. 156.46-acre Aitken Ranch located south of the Auburn Ravine, west of Highway 65, and adjacent to the Lincoln Crossing Specific Plan area;

3. 49.5-acre Gladding-McBean/East Avenue parcel located on the northwest corner of East Avenue and 9th Street; and

The potential partial redesignation of the City-owned property and the Gladding-McBean/East Avenue sites will require a change to the General Plan Land Use Map, while the potential partial redesignation of the Foskett Ranch property will require a General Development Plan amendment and an approval of an amendment of the General Plan. The Aitken Ranch property is in the tentative map stage with the City's Community Development Department where potential zoning designations can be modified.

The City is in the process of updating its General Plan. The potential partial land use changes for the City-owned property and the Gladding-McBean/East Avenue parcel will occur subsequent to the General Plan Update to be consistent with General Plan land use designations. The updated General Plan is expected to be adopted by June 2004, allowing the City to complete a potential partial rezone of the City-owned property and the Gladding-McBean/East Avenue parcel by December 2004.

Open Space, Conservation, and Recreation Element

This element of the City's General Plan contains policies to protect natural resource areas, prime agricultural lands, and heritage oaks; manage drainage areas and floodplains; encourage energy conservation; and require dedication of parkland in new residential developments.

The City has determined that these policies are consistent with the Housing Element because lands designated for residential development, particularly higher density residential use, generally avoid these environmentally sensitive areas. To the extent that environmentally sensitive areas occur on lands designated for residential use, the City does not anticipate that they will impede the City's ability to accommodate its regional housing allocation.

The Housing Element promotes energy conservation through enforcement of state building standards and the provision of financial assistance to homeowners unable to afford energy efficiency improvements.

The policy of parkland dedication could increase the cost of developing affordable housing by increasing land costs for development-ready sites. The Housing Element includes policies to mitigate this potential impact through financial assistance for affordable housing projects and/or fee reductions.

Circulation and Transit Element

Policies in the Circulation and Transit Element require safe streets constructed to City standards based on traffic impact studies, to maintain a minimum level of service "C" for City streets, and to promote alternative forms of transit (including pedestrian and public transit). These policies are consistent with the Housing Element because the City has designated residential land uses in a manner to provide opportunities for alternative forms

of transportation. The Housing Element includes policies that allow the City to approve alternative street standards and other means of mitigating the cost of complying with street improvement standards.

Community Safety Element

The Community Safety Element includes policies to protect residents and property from natural and human-related dangers related to flooding, unstable soils, wildfire, natural disasters, toxic materials, and the Lincoln Municipal Airport. The City has designated the location and density of residential land uses, and requires compliance with development standards, to avoid these hazards. The City does not believe that potential safety risks will present significant impediments to the City's achievements of its Housing Element objectives.

Noise Element

Noise Element policies seek to protect residential development from traffic-related noise. These policies will help the City achieve Housing Element policies for safe and sound housing for all current and future Lincoln residents.

Redevelopment Element

The Redevelopment Element includes a policy for replacement housing when residential displacement occurs. This will support achievement of Housing Element policies to preserve and maintain the stock of affordable housing.

Public Services and Facilities Element

The Public Services and Facilities Element contains policies to ensure that public services and facilities are in place to meet the needs of new residential development and to require residential development to pay the cost of providing services and facilities, including school facilities. These policies support the Housing Element's objectives for accommodating the City's regional housing allocation by ensuring that land designated for residential development has necessary services and facilities in place during the period covered by the Sacramento Area Council of Government's Regional Housing Needs Plan.

The policy that new residential developments provide, or pay the cost of, services and facilities may impact housing costs and the feasibility of affordable housing. To address this impact, the Housing Element contains policies allowing the City to provide financial assistance, or reduce or defer residential development impact fees, when necessary and warranted to achieve the City's housing objectives.

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INTRODUCTION

The Housing Needs Assessment analyzes population and housing characteristics, identifies special housing needs among certain population groups, evaluates housing conditions, and provides other important information to support the goals, policies, and programs to meet the needs of current and future Lincoln residents.

The United States Census, completed every ten years, is an important source of information for the Housing Needs Assessment. Results from the 2000 Census are being released over a two-year period starting in the summer of 2002. At the time this document was prepared, however, only general population and housing unit information was available. For this reason, many of the citations for Census information are from 1990. The order of magnitude of the current housing needs in relation to those of a decade ago may become more apparent, however, when income, poverty, housing cost, and other information is made available relating to current unmet housing needs (such as overcrowding and overpayment). The data presented in the Housing Needs Assessment will not only guide the development of housing goals and policies, but will also be integrated into the body of the Housing Element to present the current status of housing and housing related issues in the City of Lincoln.

The needs assessment is organized into four data sections. The first section focuses on demographic information, such as population trends, ethnicity, age, household composition, income, employment, housing characteristics, general housing needs by income, and housing needs for special segments of the population. This first section outlines the characteristics of the community, and identifies those characteristics that may have significant impacts on housing needs in the community.

The second section identifies the City's resources, and the historic development patterns and housing opportunities in the community. It also discusses the City's existing housing stock and the potential areas for future housing development.

The next section discusses the governmental and non-governmental constraints to housing development in Lincoln. The City has planning, zoning, and building standards that guide and affect residential development patterns and that influence housing availability and affordability. There are also environmental and housing market conditions that affect the location, availability, affordability, and type of housing that is constructed in Lincoln. The "non-governmental" influences include such factors as the availability and cost of financing, land, and materials for building homes; natural conditions that affect the cost of preparing and developing land for housing; and the business decisions of individuals and organizations in home building, finance, real estate, and rental housing that impact housing cost and availability.

The final section of the Needs Assessment discusses opportunities for energy conservation, which can reduce costs to homeowners and infrastructure costs to the City. With a reduction in basic living costs through energy savings, more households will be better able to afford adequate housing.

Summary Findings

The following is a summary of findings from the Housing Needs Assessment Report.

Population Trends

- Lincoln's population is expected to grow steadily over the next 20 years, continuing the demand for a variety of housing types and costs. Sacramento Area Council of Governments (SACOG) projects that the City of Lincoln will experience a 240 percent growth rate between 2000 and 2010. By comparison, the growth rate in Lincoln between 1990 and 2000 was 54 percent.
- Lincoln's ethnic composition in 2000 was primarily Non-Hispanic White (70 percent) and Hispanic or Latino (26 percent). Between 1990 and 2000 the percentage of Non-Hispanic Whites decreased by 3 percent, while the percentage of Hispanics or Latinos increased by 1 percent.
- The City of Lincoln has a slightly higher percentage of persons under 18 and a slightly lower percentage of persons 65 years and over than the countywide and statewide averages. Family households represented 78 percent of all households in Lincoln in 2000, compared to 73 percent countywide. The majority of the City's family households have children.

Income and Poverty

- Residents of Lincoln, and Placer County, have differing income characteristics. The median family income in Lincoln is roughly 79 percent of the countywide median income. According to the 1990 Census, 33 percent of countywide households earn \$50,000 or more compared to 19 percent of all households in Lincoln.
- The poverty rate in Lincoln was 9 percent in 1990, above the countywide poverty rate of 7 percent. Native American residents and female-headed households with children in Lincoln had the highest poverty rates at 23 percent and 25 percent respectively. Residents 65 years of age or older had relatively lower poverty rates at 10 percent.

Employment Trends

- Employment data from the U.S. Census and the California Employment Development Department (EDD) suggest that the majority of Lincoln residents are employed in occupations related to retail, services, general office personnel, and technical fields.
- Over the next five years, new employment is forecasted to be concentrated in retail and services industries, light manufacturing, distribution, and technology related fields. Many of these jobs will pay wages or salaries in the low- to moderate-income level for single-wage earner households. This employment growth will contribute to a continuing need for additional affordable housing for such income groups.

Special Needs

- As the current population ages, Lincoln will experience an increase in the number of older adults with special housing needs over the next 20 years. Persons age 65 and over represent 11 percent of Lincoln's total population, and experienced a 63 percent increase in population between 1990 and 2000. The housing needs among older adults in Lincoln are: 1) financial support for low-income seniors who do not own their homes, 2) financial assistance for home maintenance and repairs among low-income senior homeowners, 3) assisted care living facilities for those who have self-care and mobility limitations, 4) affordable independent living rental housing, and 5) financial assistance for home modifications for those with minor self-care or mobility concerns.
- Non-elderly individuals with disabilities also have financial and physical needs. Although the number of such individuals represents a small percentage of all residents, their needs frequently remain unmet by the private market.
- Female-headed households represent 12 percent of all households in Lincoln, and of these households 329, or 64 percent, were female-headed households with minor children. Poverty rates among female-headed households are generally higher than the general population, and female-headed households with minor children in Lincoln have the highest poverty rate of any population group (25 percent). Many female-headed householders have extremely low incomes and they will continue to require significant financial assistance or subsidized rental housing. Single mothers with minor children face additional challenges in finding affordable family housing of suitable size.
- Large family households in Lincoln represent approximately 13 percent of all households. One-third of these large family households are renters and have the greatest unmet housing needs due to high rates of overcrowding and overpayment.
- According to available information and contacts with service providers, the level of, and need for, homelessness services in the City is low.

Housing Characteristics

- The majority of the City's housing stock consists of single-family detached homes (75 percent). According to the 2000 Census, the percentage of homeowners among Lincoln households (67 percent) falls below that of households countywide (73 percent).
- Homeownership in the City is highest among persons age 55-64 at 82 percent. In 1990, persons of Hispanic origin comprised 25 percent of the population and represented 22 percent of homeowners.
- Most of Lincoln's housing stock—just over 85 percent—is less than 30 years old. Well over half of the City's housing was constructed since the 1990s. According to the City of Lincoln, between 1990 and 2001, 4,771 new units were added to the City's housing stock, more than doubling the number of housing units.
- According to the 2001 Housing Conditions Survey, 6 percent of the housing stock in Lincoln is considered substandard and in need of rehabilitation.

- Of the City's occupied housing units approximately 7 percent were overcrowded, compared to 3 percent countywide. This represents a higher rate of overcrowding in the City of Lincoln than in the county. Overcrowding occurred more often in rental housing (10 percent) than owner-occupied housing (7 percent).

Housing Costs and Affordability

- In 1990, 33 percent of all rental housing in Lincoln was affordable to very low-income households, and 73 percent were affordable to low-income households. Currently, six out of the seven apartment complexes in the City have some type of rental subsidy. Of the approximate 810 units citywide this equates to roughly 70 percent, or 570 units, having rent restrictions affordable to very low- and low-income households.
- The majority of rental units in Lincoln are two- and three-bedroom units.
- Approximately 71 percent of very low-income households and 29 percent of low-income households spend over 30 percent of their income on housing in Lincoln.
- In 2001, the median price for resale homes in Lincoln was between \$25,000 and \$90,000 lower than the surrounding communities of Rocklin, Roseville, Wheatland, and Loomis.
- New tract home sale prices in Lincoln range from the upper \$100,000s to the mid- to upper \$200,000s. Homes for sale in Sun City Lincoln Hills, an age-restricted community, range from the upper \$100,000 to the mid- to upper \$300,000s.
- Even with Lincoln's relatively lower housing prices in the region, few very low- or low-income households can afford to own a home in the City without financial assistance. Based on the total resale homes in 2001, less than 1 percent of the homes were affordable to very low-income households, while 6 percent were affordable to low-income households. Generally, only households with incomes above the countywide median can afford to purchase a new home in Lincoln.

Opportunities and Constraints

- SACOG has determined that Lincoln has a housing construction need of 7,803 units for the planning period 2000-2007. Of the total 7,803 units, 23 percent should be affordable to very low-income households, 16 percent to low-income households, 19 percent to moderate-income households, and 42 percent to above moderate-income households. Very low- and low-income housing needs represent 3,032 housing units of the City's total housing allocation.
- The City's vacant land within residential districts can accommodate up to 2,189 new dwelling units at densities potentially affordable to low- or very low-income households.
- A gap of 843 units remains in the City's ability to accommodate 100 percent of its very low- and low-income housing need based on the availability of multi-family zoned land. The City of Lincoln has identified four parcels as having more than sufficient vacant land available to accommodate the rezoning of a total of 50 acres to R-PD-20, at an average construction density of 18 units per acre.
- Lincoln's zoning regulations and development permit processes do not create unreasonable restrictions to the City's ability to accommodate affordable housing, as

illustrated by affordable housing constructed over the past several years. The City permits a range of residential densities that, with lower land and development costs than many other Placer County communities, should be sufficient to accommodate all income groups.

- The time required in the City of Lincoln for development approval is not generally a constraint or substantial cost to housing developers.

HOUSING NEEDS AND OPPORTUNITIES

DEVELOPMENT HISTORY

The City of Lincoln, one of six cities in Placer County, is located in the Sacramento Valley, 25 miles north of Sacramento. Originally laid out in 1859 by Theodore Judah, a pioneer in California who was a major advocate for a trans-continental railroad, Lincoln was named for Charles Lincoln Wilson. Mr. Wilson was instrumental in the construction of the California Central Railroad, which ran from Folsom to Roseville Junction and then on to Lincoln. By 1950, the number of people living in Lincoln was 2,410. During the 1950s, 60s and 70s the population growth remained relatively constant, however, by 1980 the City of Lincoln's population had doubled in size.

Although Lincoln grew only moderately for many years, it now appears that Lincoln is in a growth phase. Growth and development in Lincoln is expected to increase dramatically over the next 10 to 20 years. This expansion is primarily due to Lincoln's location within the rapidly growing South Placer County area. With several planned developments and specific plan projects approved in Lincoln, the City anticipates additional development proposals for single- and multi-family projects. Improvement of roadways within the past five years has also increased the accessibility of Lincoln to surrounding communities. Lincoln is now becoming an attractive community for workers who commute to nearby cities because of the expansion of roadway infrastructure. Industries and business owners have also relocated to Lincoln because of the roadway improvements and its location along a transportation corridor.

POPULATION CHARACTERISTICS

Population Trends

Between 1990 and 2000 Lincoln experienced a 54 percent rate of growth, which was moderately higher than Placer County's growth rate of 43 percent (Table A-1). Much of the population growth experienced by Lincoln during the past ten years is a result of a number of factors. Among these are: 1) increased awareness of Lincoln's resources by businesses and developers, 2) a progressive city council and professional city management, 3) the attractiveness of a small town atmosphere, the expansion of new industry, 4) the modernization of the Lincoln Airport, and 5) new housing developments. Future projections of population trends in Lincoln indicate a rapidly growing community.

Table A-1

Lincoln Population Growth

	1990	2000	Percent Change
City	7,248	11,205	54%
County	172,796	248,399	43%

Source: 1990 and 2000 Census.

Table A-2 includes the Sacramento Area Council of Governments (SACOG) projections for the City and County through 2020. For the City of Lincoln, SACOG has projected a 240 percent growth rate between 2000 and 2010 and a 48 percent increase between 2010 and 2020. In Placer County, SACOG has projected a 35 percent growth rate increase between 2000 and 2010 and an 18 percent growth rate increase between 2010 and 2020. According to SACOG projections, the City of Lincoln is expected to reach a population of over 56,000 by 2020.

Between 1990 and 2000, the number of households increased from 2,514 to 3,874 (54 percent) in Lincoln. SACOG projects a dramatic increase in the number of households by 2010 (15,351 households or a 400 percent increase) and 21,699 in 2020 (41 percent increase).

Between 1990 and 2000, the number of persons per household is projected to increase slightly in Lincoln, from 2.85 to 2.86. By comparison, the number of persons per household in Placer County is projected to decrease slightly from 2.66 to 2.63.

By 2010, however, the average household size in Lincoln is projected to decrease to 2.49, but then rebound to 2.58 by 2020. As a whole, SACOG projects that Placer County will experience a similar increase in the average household size, from 2.63 in 2000 to 2.69 in 2010.

Table A-2

Lincoln and Placer County Population Growth 1990-2020

	1990 ¹	2000 ¹	2010 ²	2020 ²
Population				
Lincoln	7,248	11,205	38,350	56,575
Placer County	172,796	248,399	336,805	396,785
Households				
Lincoln	2,514	3,874	15,351	21,699
Placer County	64,101	93,382	87,234	100,785
Persons per Household				
Lincoln	2.85	2.86	2.49	2.58
Placer County	2.66	2.63	2.69	2.69

Source: 1990 and 2000 Census and SACOG Projections 2001.

¹ 1990 and 2000 Census Data.

² SACOG Projections 2001.

Ethnicity

An analysis of Lincoln's population between 1990 and 2000 shows the percentage of Non-Hispanic Whites decreased by 3 percent, while the percentage of Hispanics or Latinos increased by 1 percent (Table A-3). All other racial and ethnic groups remained a small part of the City's population. Comparably in 2000, Placer County had a larger percentage of Non-Hispanic Whites (83 percent) than Lincoln (70 percent), and a significantly smaller percentage of Hispanic or Latino (10 percent) than Lincoln (26 percent).

Table A-3

Comparison of Race by City, County, and State Population

Race	Lincoln 1990	Lincoln 2000	Placer County 2000	California 2000
Non-Hispanic White	73%	70%	83%	47%
Black	<1%	<1%	<1%	6%
Native American	<1%	<1%	<1%	1%
Asian/Pacific Islander	<1%	1%	3%	11%
Other Race	<1%	<1%	<1%	<1%
Two or More Races ¹	-	2%	2%	3%
Hispanic or Latino	25%	26%	10%	32%

Source: 1990 and 2000 Census.

¹This is a 2000 Census category only.

Age of Population

A comparison of the ages among the City, County, and State populations shows general similarities (Table A-4). Overall, the City of Lincoln has a younger population, with a median age of 32 compared to 38 for all of Placer County and 33 for all of California. Individuals under 20 years of age comprised 33 percent of the City's population in 2000, compared to roughly 30 percent county and statewide. Conversely, 11 percent of Lincoln's residents were over 65 in 2000, compared to 13 percent countywide. The larger percentage of minors in Lincoln is consistent with the higher percentage of families with children (see Table A-6, page A-9).

Table A-4

Age Distribution (2000)

Age	Lincoln 2000	Placer County 2000	California 2000
Under 5 years	8%	7%	7%
5 to 19 years	25%	22%	23%
20 to 34 years	21%	16%	22%
35 to 54 years	26%	33%	29%
55 to 64 years	9%	9%	8%
65 and over	11%	13%	11%
Median age	32	38	33

Source: 2000 Census.

Household Type and Composition

Further insight into the characteristics of the City’s population can be gained by examining household composition, such as the proportion of families with children, single adults, and single parents.

Lincoln’s population increased slightly faster than the number of households during the 1990s due to increasing household sizes. While the population increased by 55 percent, so too did the number of households, by 54 percent, from 2,514 to 3,874. Of the 2,514 households in 1990, Table A-5 shows that the highest percentage consisted of one-and two-person households (20 and 31 percent respectively). The next largest percentage was three-person households (19 percent). The highest percentage of households in Placer County consisted of two-person households (36 percent) followed by one-person households (19 percent). The City of Lincoln also had a higher percentage of households with four to six persons (28 percent) than the County (26 percent).

Table A-5

Number of Persons per Household (1990)¹

	Lincoln 1990	Placer County 1990
1 Person	20%	19%
2 Persons	31%	36%
3 Persons	19%	18%
4 Persons	17%	17%
5 Persons	8%	7%
6 Persons	3%	2%
7+ Persons	2%	1%

Source: 1990 Census.

¹2000 Census information was not available as of April 2002.

In addition to household size, household composition provides important indicators of population characteristics and trends (Table A-6). The 2000 Census reported that 78 percent of all households in Lincoln were family households and of that 76 percent were married-couple households. Compared to the countywide population, Lincoln has a slightly higher percentage of family households and families with children. Although most people lived in family households, 22 percent of households in Lincoln were non-family households, primarily single adults (including seniors), but also other unrelated individuals. By comparison, the 2000 Census reported that 73 percent of all households in Placer County were family households, and of these households, an overwhelming 82 percent were married-couple households.

The 2000 Census records persons living within group quarters separately and considers them to be non-family households. The City of Lincoln had a reported 114 persons living within group quarters, all of whom being institutionalized.

Table A-6

Household Composition by Type (2000)

Household Type	Number of Households		Percent of Households	
	City	County	City	County
Total Households	3,874	93,382	-	-
Family Households	3,033	67,742	78%	73%
Married Couple Family Households	2,306	55,494	76%	82%
With Children	1,119	25,392		
Without Children	1,187	30,102		
Other Family Households	727	12,248	24%	18%
With Children	329	5,333		
Without Children	398	6,915		
Non-family Households	841	25,640	22%	27%
Living Alone	666	19,860	79%	77%
Householders 65 and over	263	7,588		
Householders under 65	403	12,272		
Others	175	5,780	21%	23%
Group Quarters (Non-Family Households)				
Institutionalized persons	114	1,819	100%	63%
Other persons in group quarters	-	1,069	-	37%
Total	114	2,888	100%	100%

Source: 2000 Census.

INCOME CHARACTERISTICS

According to the 1990 Census, the median household income in the City of Lincoln was \$29,517, while the median family income was \$33,776 (Table A-7). In comparison, the median household income in Placer County was \$37,601 and the median family income was \$42,805. This indicates that incomes in Lincoln were roughly 80 to 90 percent of the countywide income. In 1990, 4 percent of Lincoln households had incomes above \$75,000, compared to 14 percent countywide. A greater number (41 percent) of Lincoln households had incomes below \$25,000 in 1990, compared to households countywide (32 percent).

Table A-7

Median Incomes in Lincoln and Placer County (1990)

	Lincoln	Placer County	Lincoln as a Percent of County
Median Household Income	\$29,517	\$37,601	79%
Median Family Income	\$33,776	\$42,805	79%
Median Non-Family Income	\$18,309	\$20,313	91%

Source: 1990 Census.

Table A-8 shows the distribution of incomes in 1990 for the City of Lincoln and Placer County. Roughly one-third of the households in the County were earning incomes over \$50,000, compared to 19 percent of households in Lincoln.

Table A-8

Household Income (1990)

Income	1990 Percent of Total Households in Lincoln	1990 Percent of Total Households in Placer County
Under \$5,000	3%	3%
\$5,000 to \$14,999	18%	14%
\$15,000 to \$24,999	20%	15%
\$25,000 to \$34,999	16%	15%
\$35,000 to \$49,999	24%	20%
\$50,000 to \$54,999	5%	5%
\$55,000 to \$59,999	3%	4%
\$60,000 – \$74,999	7%	10%
\$75,000 – \$99,999	3%	8%
\$100,000 – \$124,999	1%	3%
\$125,000 - \$149,999	--	1%
\$150,000 or more	--	2%

Source: 1990 Census.

Although 2000 Census data is not yet available for income, residential development trends and housing prices in Lincoln compared to other growing communities in Placer County suggests that the median income in Lincoln is probably still below the countywide median, and the percentage of low-income households is above the countywide level.

Four income categories are typically used for comparative purposes that are based on a percentage of the county median income and adjusted for household size. These categories are referred to as “very low-income,” “low-income,” “moderate-income,” and “above moderate-income.”

The median income on which these four categories are based represents the mid-point at which half of the households earn more and half earn less. In a normally distributed population (that is, one not skewed to either end of the income scale), approximately 40 percent of the population will have income within the very low- and low-income ranges, about 20 percent within the moderate-income range, and about 40 percent in the above moderate-income range.

The standard definition used by the Federal Department of Housing and Urban Development (HUD) of income categories are as follows: households earning 50 percent of the median household income or less are classified as very low-income; households earning 51-80 percent of the median household income are classified as low-income; households earning 81-120 percent

of the median household income are moderate-income; and households earning greater than 120 percent of the median household income are above moderate (Table A-9).

Table A-9

Definitions Used for Comparing Income Levels

Income Definitions	
Very Low-Income	50 percent or less of the Placer County Median Income
Low-Income	51 to 80 percent of the Placer County Median Income
Moderate-Income	81 to 120 percent of the Placer County Median Income
Above Moderate-Income	121 percent or greater of the Placer County Median Income

Source: HUD Income Limits, 2001.

Table A-10 provides the percentages of Placer County and Lincoln residents that are within these income ranges. Placer County is closer to a normally distributed population than Lincoln because of its much larger population—about 38 percent of the population countywide is within the very low- and low-income ranges, 22 percent within the moderate-income range, and 40 percent in the above moderate-income range. Lincoln’s population is weighted toward the lower end of the income scale, with the very low- and low-income populations comprising 51 percent of all households and an above-moderate income population comprising only 26 percent of all households.

Table A-10

**1990 City of Lincoln and Placer County
Household Income Range by Income Category**

Income Category	1990 Income Range	Lincoln Percent of Households in 1990 (approximately)	Placer County Percent of Households in 1990 (approximately)
Very Low Income	\$0 - \$18,800	25%	20%
Low Income	\$18,801 - \$30,080	26%	18%
Moderate Income	\$30,081 - \$45,120	23%	22%
Above Moderate Income	\$45,121 and over	26%	40%
1990 Lincoln City Median Income: \$29,517 ¹		1990 Placer County Median Income: \$37,601 ¹	
2000 Lincoln City Median Income:-- ²		2001 Placer County Median Income: \$56,300 ³	

Source: 1990 and 2000 Census and 2001 HUD Income Limits.

¹1990 Census Median Income.

²2000 Census Median Income was not available as of March 2002.

³2001 HUD Income Limits.

Another measure of changes in estimated income is the annual release of income limits prepared by HUD and adopted by the State of California for determining eligibility for various housing

programs. These limits define the dollar amount of each of the four income levels discussed previously (very low, low, moderate, and above moderate) based on a percentage of the estimated median income for the county in which the jurisdiction is located. Although these income limits are not based on actual surveys of local incomes, the annual changes can show trends in estimated changes among different regions of the State. Table A-11 provides limits for Placer County for 2001. According to HUD, the estimated 2001 median income for a family of four in Placer County is \$56,300.

Table A-11

Placer County Income Limits (2001)

Household Size	Very Low-Income (50% of Median)	Low-Income (80% of Median)
1 Person	\$19,700	\$31,550
2 Persons	\$22,500	\$36,050
3 Persons	\$25,350	\$40,550
4 Persons	\$28,150	\$45,050
5 Persons	\$30,400	\$48,650
6 Persons	\$32,650	\$52,250
7 Persons	\$34,900	\$55,850
8 Persons	\$37,150	\$59,450

Source: HUD, 2001.

Poverty

The poverty level of income is a federally defined measure of the minimum income needed for subsistence living. The poverty level is an important indicator of severe financial distress, and the rate of poverty in a community (proportion of the population with poverty level incomes or less) provides important information about individuals and families in greatest financial need. The dollar threshold for poverty is adjusted each year by the federal government for household size and composition. Table A-12 provides year 2000 poverty thresholds for several types of households.

Table A-12

Poverty Thresholds (2000)

Single Person 65+	\$8,259	Two Adults, One Child	\$13,861
Single Person Under 65	\$8,959	One Adult, Three Children	\$17,524
Two Persons 65+	\$10,409	Two Adults, Two Children	\$17,463
Two Persons Under 65	\$11,531	One Adult, Four Children	\$20,236
One Adult, Two Children	\$13,874	Two Adults, Three Children	\$20,550

Source: 2000 Census.

According to the 1990 Census, approximately 9 percent of the City’s population was below the poverty level, compared to 7 percent countywide (Table A-13). Of individuals in households with income below the poverty level, persons age 65 and over had a poverty rate of 10 percent, under 65, 9 percent, 18 and under 11 percent, and female-headed households with children (primarily mothers with no spouse present) 25 percent. In most communities, seniors typically have below-average rates of poverty compared to the population as a whole, and female-headed households with children typically have the highest rate of poverty. Other groups with significantly higher poverty rates included individuals of Hispanic origin and Native Americans (who comprise a very small percentage of the total population in Lincoln).

Table A-13

Lincoln 1990 Poverty Rates

Group	Above Poverty Level		Below Poverty Level		Poverty Rate	
	Lincoln	Placer County	Lincoln	Placer County	Lincoln	Placer County
65 and Over	537	18,150	61	1,351	10%	7%
Under 65	5,945	140,003	569	10,766	9%	7%
Under 18	1,991	40,438	248	4,064	11%	9%
18-64	3,954	99,565	321	6,702	8%	6%
Female Headed Households with Children	163	4,329	54	1,127	25%	20%
Married Couple Families	1,650	39,689	84	1,305	5%	3%
Black	13	815	0	44	-	5%
Asian/Pacific Islander	61	3,502	0	332	-	9%
Hispanic	1,608	11,736	174	1,401	10%	11%
Native American	49	1,835	15	299	23%	14%
White	5,670	148,421	615	11,007	10%	7%
Other	689	3,610	0	435	-	11%
Total Population¹	6,482	158,183	630	12,117	9%	7%

Source: 1990 Census.

¹Total population is the household population only, excludes residents living in group quarters.

EMPLOYMENT TRENDS

Most of the employment in Lincoln is related to either manufacturing or retail industries. Many Lincoln residents who have managerial and professional jobs commute to Roseville or Sacramento for work. According to the 1990 Census, the City of Lincoln had 3,124 persons 16 years and older in the labor force. Of the total labor force population, approximately 25 percent were employed as operators, fabricators, and laborers, while another 25 percent were employed in technical, sales, and administrative support occupations. Other common occupations were service occupations (10 percent) and precision production, craft and repair occupations (20 percent).

Table A-14 lists major employers throughout the City of Lincoln. Most of the top employers are manufacturers, retail/service establishments, or distribution companies.

Table A-14

Major Employers in the City of Lincoln

Company	Product/Service	Employees
Artisan Solutions	Computer Assembly	1,400
Western Placer School District	Education	400
Sierra Pacific Industries	Lumber Manufacturer	350
Del Webb/Sun City	Residential Developer	325
Gladding McBean	Ceramics Manufacturer	240
BZ Plumbing	Plumbing Contractor	140
Safeway	Super Market	103
Placer Holdings	Residential/Commercial Developer	98
City of Lincoln	Government	96
Robbjack	Industrial Drill-Bit Manufacturer	95
Longs Drugs	Retail Store	45

Source: City of Lincoln, 2001.

Area Employment Profile

The California Employment Development Department (EDD) produces an Occupational Employment and Wage Data spreadsheet by metropolitan statistical area (MSA) yearly. For the year 2000 a sample of jobs and salaries was taken relating to projected job growth in the City of Lincoln. Table A-15 lists the mean annual wage, and the 25th and 75th percentile annual wage of the working force for each job category. Occupations listed are in the areas of retail sales, service, technical fields, laborers, and general office personnel. Roughly one-half of the occupations listed have mean annual wages in the very low- and low-income ranges as defined in Table A-10 (page A-11) by the 2001 Placer County median income.

Table A-15

Occupational Employment (1999) and Wage Data (2000)¹

Occupational Title	Employment Estimates	Mean Annual Wage	25 th Percentile Annual Wage	75 th Percentile Annual Wage
General and Operations Managers	10,290	\$69,828	\$46,342	\$86,299
Computer Programmers	4,190	\$54,684	\$42,161	\$67,849
Computer Software Engineers	-- ²	\$74,589	\$58,531	\$93,912
Computer Support Specialists	1,390	\$37,502	\$26,728	\$45,115
Electrical and Electronic Engineers	800	\$63,859	\$52,041	\$74,609
Elementary School Teachers, Except Special Education	1,500	\$46,541	n/a ³	n/a ³
Middle School Teachers, Except Special Education	7,780	\$46,067	n/a ³	n/a ³
Secondary School Teachers, Except Special Education	-- ²	\$47,825	n/a ³	n/a ³
Registered Nurses	11,910	\$57,427	\$47,964	\$70,262
Groundskeeping Workers	530	\$34,826	\$25,272	\$43,742
Waiters and Waitresses	16,360	\$14,173	\$13,644	\$43,742
Cashiers	18,500	\$19,617	\$14,227	\$23,046
Retail Salespersons	18,800	\$21,628	\$14,518	\$23,358
Receptionists and Information Clerks	6,830	\$22,749	\$17,784	\$26,436
General Office Clerks	15,950	\$24,668	\$19,385	\$30,284
Carpenters	7,620	\$37,290	\$29,307	\$44,491

Source: EDD, 2000.

¹Sacramento County Metropolitan Statistical Area; includes El Dorado, Placer, and Sacramento counties

²An estimate of employment could not be provided.

³For some occupations, workers may not work full-time year round. For these occupations it is not feasible to calculate an hourly wage.

Table A-16 shows employment projections from 1997 to 2004, as related to job growth for the area the Golden Sierra Consortium oversees, which includes Placer, Alpine, El Dorado, Nevada, and Sierra counties. The Golden Sierra Consortium is an agency that coordinates employment and training programs for displaced workers and the economically disadvantaged. The occupations listed in Table A-16 have the greatest absolute job growth potential, as determined by EDD. Over the next five years, the City of Lincoln expects new employment to be concentrated in retail and service industries, light manufacturing, distribution, and technology related fields. Many of these jobs will pay wages in the low- and moderate-income ranges as defined in Table A-10 (page A-11) by the 2001 Placer County median income.

Table A-16

Employment Projections as Related to Job Growth (1997 – 2004)¹

Occupation	Annual Averages		Absolute Change (Number of Jobs)	Percent Change
	1997	2004		
Retail Salesperson	5,240	7,310	2,070	40%
Cashiers	5,120	6,670	1,550	30%
General Office Clerks	3,630	4,910	1,280	35%
General Managers, Top Executives	3,590	4,790	1,200	33%
Computer Support Specialists	550	1,490	940	170%
Systems Analysts – Electronic Data Processing	580	1,410	830	143%
Waiters and Waitresses	3,620	4,440	820	22%
Computer Engineers	380	1,070	690	181%
General Secretaries	2,480	3,150	670	27%
Computer Programmers	640	1,300	660	103%
Carpenters	2,270	2,290	650	29%
Electrical and Electronic Engineers	730	1,340	610	84%
Janitors, Cleaners	2,080	2,650	570	27%
Laborers, Landscaping	1,870	2,420	550	29%
Bookkeeping, Accounting Clerks	2,290	2,810	520	22%
Teachers Aides, Professional	1,820	2,320	500	28%
Receptionists, Information Clerks	1,490	1,980	490	33%
Registered Nurses	2,040	2,490	450	22%
Sales Representatives	1,100	1,510	410	37%

Source: EDD, 2000.

¹Golden Sierra Consortium; includes Placer, Alpine, El Dorado, Nevada, and Sierra counties.

SPECIAL NEEDS

Housing needs are a reflection of the special characteristics of the residents. The elderly, persons with disabilities, female heads of households, large families, farmworkers, and the homeless are examples of those who may have particular difficulty locating housing that meets their special needs.

Elderly

Persons over the age of 65 face special housing challenges related to physical and financial conditions. Often times, older adults face declining mobility and self-care capabilities that create

special housing needs and challenges for them. Many older adults, even those owning their own homes, face financial challenges due to limited incomes from Social Security and other retirement benefits. Data on the incomes and housing expenses of householders 65 and older indicate that a substantial number (although by no means the majority) of these older adults may need assistance related to:

- repair and maintenance of owned dwellings units;
- modifications to existing homes to better meet mobility and self-care limitations;
- financial assistance to meet rising rental housing costs for those who do not own; and
- supportive services to meet daily needs, such as those provided at assisted care residences.

Table A-17 compares the number of older adults in 1990 to 2000. The population age 65 and over in the City of Lincoln has increased more rapidly than the total population, as has the population 55 years of age or more. In 2000, the population represented by persons 55 years of age or more was 14 percent of the total population, while persons 65 years of age or more represented 8 percent. Between 1990 and 2000, Lincoln experienced a 58 percent increase in the population 55 years of age or more, and a 47 percent increase in the population 65 years of age or more. As the total number of older adults in Lincoln continues to increase it can be determined that the housing needs of seniors will continue to be a significant aspect of total housing needs in the City.

Table A-17

Pattern of Aging of the Lincoln Population

	1990	2000	Percent Change
Total Population	7,248	11,205	54%
Population 55+	1,239	2,235	64%
Population 65+	750	1,262	63%

Source: 1990 and 2000 Census.

In 1990, the incidence of poverty among the population in Lincoln over 65 years of age was slightly greater than for persons age 18 to 64 (10 and 8 percent respectively). The poverty rate among persons age 65 and over countywide was less than Lincoln's (7 percent). These percentages show that, as a group, persons age 65 and over in Lincoln are to some extent adversely affected by poverty more than the population aged 18 to 64. However, it is not unusual for seniors to have higher poverty rates, even with Social Security and other retirement benefits that provide a guaranteed minimum income, a large percentage may be low-income.

Tenure is also important when analyzing the needs of seniors. Older adults typically have the highest rates of homeownership of any age group, and Lincoln's senior homeowner population is no exception. Compared to the population as a whole, Lincoln's homeownership rate among persons age 65 and over is greater. In Lincoln, the proportion of seniors living in owner-occupied housing was 65 percent in 1990, compared to 62 percent for the total population (see Table A-23, page A-26). Although seniors represent about 10 percent of the population, they comprise 21 percent of all homeowners.

Many households in Lincoln have occupied the same unit for more than 30 years. In 1990, 7 percent of the total occupied housing units were occupied by the same householder that lived in the unit prior to 1960, and of these units, none were renter-occupied households. Substantial proportions of owner-occupied housing units in Lincoln carry no mortgage (408 units or 28 percent). Although there is no direct data available, it seems reasonable to conclude that many of the elderly residents in Lincoln have occupied their homes for many years and have long since paid off their mortgage. This suggests the potential use of a reverse annuity program for some elderly residents having difficulty meeting other rising costs of living.

The large number of elderly individuals living alone also suggests that there may be some opportunity to make more effective use of the existing housing stock, as well as provide companionship for the elderly, by matching those in need of housing with those who have excess space in large houses. A program of moderate rehabilitation could compliment such a matching program by providing more habitable space in older deteriorating units.

One common special need for a growing portion of the population age 65 and over is for assisted living facilities that combine meal, medical, and daily living assistance in a residential environment. One State Department of Social Services licensed care facility was identified as providing services in Lincoln to residents age 65 and over (Table A-18). Villa Del Rey Manor offers assisted living services in a residential home setting and has 52 units that can accommodate up to 99 beds. According to contacts with Villa Del Rey Manor, there are approximately 45 beds occupied representing roughly half capacity (October 2001). With just over half of the beds available at Villa Del Rey Manor some of the elderly who are living alone in single-family dwellings could possibly occupy these spaces, thereby making more effective use of the existing housing stock.

Table A-18

State Department of Social Services Licensed Elderly Care Facilities

Name	Address	License Status	Number of Beds
Villa Del Rey Manor	1660 Third Street	Licensed	99

Source: State of California Care Network, 2001.

The number of assisted living facilities in Lincoln may be insufficient to meet future needs for seniors who have mobility and self-care limitations. As current seniors and near-seniors living in Lincoln age, their physical needs and capacities will change, and the need for daily living assistance will increase.

Villa Del Rey Manor is primarily an institutional care facility. Many of the seniors who might consider selling their homes are younger, active seniors who do not yet require institutional, nursing care. There is a need in the community to provide high-quality, independent living, senior housing that provides on-site nursing care and individual living units. Because many seniors desire to “downsize” when they move, these senior housing developments will necessarily be higher density projects with on-site supportive services. An increase in this type of available housing for seniors makes it possible for them to sell their homes and remain in the community.

The City of Lincoln has received an application from Eskaton, a non-profit corporation servicing seniors, to construct a two-story 230 unit senior housing project. The Eskaton project has approval of a Specific Development Plan/Permit. It is anticipated that 90 of the units will be devoted to independent living, 120 units to be assisted living, and 20 units will be devoted to special care. Construction for these units is set to begin when the Del Webb development, Sun City Lincoln Hills, constructs its 3,000th unit. Sun City Lincoln Hills is a Master Planned residential community designed for active adults within the Twelve Bridges Specific Plan Area. As of November 1, 2001, Del Webb has constructed 1,859 units in Sun City Lincoln Hills, with an additional 585 permits issued.

As an active adult community, Sun City is age-restricted to require that at least one residents of each dwelling unit be 55 years of age or older and that no one under 45 years of age may be a resident in any dwelling unit. The Sun City development currently has 3,343 residents. It is projected that by the time Sun City reaches build-out there will be approximately 12,240 residents. As mentioned above, 1,859 units have been constructed as of November 1, 2001, with an average of 1.8 persons per household. The average age of a Sun City resident is 63 years old and roughly 20 percent of the residents work full- or part-time. Sun City Lincoln Hills offers one-, two-, and three-bedroom units. Homes “for sale” surveyed in Sun City Lincoln Hills ranged in price from \$195,000 to \$405,000. According to contacts with Del Webb, 5 percent of the homes sold and built to-date are one-bedroom units, 80 percent are two-bedroom, and 15 percent are three-bedroom.

Mobility and Self-Care Limitations

Less than 1 percent of the City’s non-institutionalized residents have physical conditions that affect their abilities to live independently in conventional residential settings according to the Census Bureau. These individuals have mobility impairments, self-care limitations, or other conditions that may require special housing accommodations or financial assistance.

Such individuals can have a number of special needs that distinguish them from the population at large.

- Individuals with mobility difficulties (such as those confined to wheelchairs) may require special accommodations or modifications to their homes to allow for continued independent living. Such modifications are often called “handicapped access.”
- Individuals with self-care limitations (which can include persons with mobility difficulties) may require residential environments that include in-home or on-site support services, ranging from congregate to convalescent care. Support services can include medical therapy, daily living assistance, congregate dining, and related services.
- Individuals with developmental disabilities and other physical and mental conditions that prevent them from functioning independently may require assisted care or group home environments.

- Individuals with disabilities may require financial assistance to meet their housing needs because typically a higher percentage are low-income than the population at large and their special housing needs are often more costly than conventional housing.

Some people with mobility and/or self-care limitations are able to live with their families, who can assist in meeting housing and daily living needs. A segment of the disabled population, particularly low-income and retired individuals, may not have the financial capacity to pay for needed accommodations or modifications to their homes. Even those able to pay for special housing accommodations may find them unavailable in the City.

Disabled persons often require special housing features to accommodate physical limitations. Some disabled persons may experience financial difficulty in locating suitable housing due to the cost of modifications to meet their daily living needs, or may have difficulty in finding appropriate housing near places of employment. Although the California Administrative Code (Title 24) requires that all public buildings 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. There are also other types of physical and design modifications that may be necessary to accommodate various types of disabilities.

Information on handicapped individuals is generally sketchy at best. This is due in part to the fact that a disability can take many forms that may or may not be pertinent to an analysis of housing needs. According to 1990 Census data, there were approximately 211 non-institutionalized persons over age 16 in Lincoln with mobility and/or self-care limitations. This number represents about 3 percent of the population as a whole in Lincoln that might require special housing accommodations and supportive services. It is difficult to determine how many of these cases may directly pose special needs in housing. Special needs relate primarily to access and safety considerations; but given the limited income potential for many disabled persons, housing affordability is also a concern.

As a result of the 1988 Federal Fair Housing Law, newly constructed multi-family units are to be built to accommodate the disabled population of the community. Some apartments and condominiums are now required to be equipped with special features such as ramps, oversized halls, entryways and bathrooms to increase accessibility for disabled persons. The American Disabilities Act requires physically disabled access in all public buildings, including residential complexes. The City's Building Department reviews building plans for compliance with these and similar statutes. With the implementation of accessibility laws, the housing needs of this group are largely financial. Through its implementation of the housing policies and programs outlined in this element, the City will seek to provide affordable housing to this special needs group.

Families with Female Heads of Households

Most female-headed households are either single, women over the age of 65, or single females with minor children (mothers or other female relatives). Traditionally, these three groups have been considered special needs groups because their incomes tend to be lower, making it difficult to obtain affordable housing, or because they have specific physical needs related to housing (such as child care or assisted living support for older adults). Single mothers, in particular, tend

to have difficulty in obtaining suitable, affordable housing. Such households also have a greater need for housing with convenient access to child-care facilities, public transportation, and other public facilities and services.

Of the 3,874 households in the City in 2000, 517 were female-headed households, or 12 percent of the total households in Lincoln. Of these households 329, or 64 percent, were female-headed households with minor children. The 2000 Census does not have information available for the number of female-headed households that are classified as living below the poverty level. However, the 1990 Census states that there were 54 female householders below the poverty level; of these households, all included children less than 18 years of age. It may be assumed that most of these households are overpaying for housing (i.e. more than 30 percent of their income), or are experiencing other unmet housing needs. As a result of poverty, female heads of households often spend more on immediate needs such as food, clothing, transportation, and medical care, than on home maintenance, which results in living units falling into disrepair.

Large Families

Large families (defined by HUD as family households with five or more persons) can have difficulty securing adequate housing due to the need for a larger number of bedrooms (three or more) to avoid overcrowding. Overcrowding is defined by the U.S. Census as having more than one person per room, excluding inhabitable spaces such as bathrooms, hallways, and closets. The 1990 Census indicates that conventional single-family dwellings were the primary housing type in Lincoln. The average number of rooms per unit was 4.9, while the average number of persons per unit was 2.85.

Low-income large families typically need financial assistance in Placer County to secure affordable housing that meets their space needs. It becomes even more difficult when large families try to find adequate rentals within their budget, because rentals typically have fewer bedrooms than ownership housing. As a result, large families tend to have higher rates of overcrowding and overpaying for housing (housing costs that exceed 30 percent of a household's income). Many large families are composed of immigrants and/or minorities who may face additional housing challenges due to discrimination and/or limited language proficiency. In the City of Lincoln, there were 338 households of five or more persons in 1990, about 13 percent of all households, slightly higher than the proportion of large family households countywide (10 percent). Of the total large family households, roughly two-thirds were owner-occupied households, while one-third were renter-occupied households. It is likely that the large family renter households have the greatest needs related to housing availability and affordability.

Farmworkers

Farmworkers tend to have low incomes due to the lower-paying nature of their work. Farmworkers who are permanent residents, particularly those who are part of large family households, face many of the same difficulties in obtaining suitable, affordable housing as other low-income families. Therefore, finding sound, affordable housing of sufficient size to accommodate their families is a high priority need among farmworkers.

The Lincoln area does not support agricultural production that requires a seasonal labor force. The 1990 Census reported only 4 percent (115 employed persons 16 years and older) of workers in the City of Lincoln were engaged in the occupations of farming, forestry, and fishing. Because there is no manual labor crop harvested in the south Placer County and Lincoln areas that utilizes migrant workers, the City has no plans for providing labor camps to house migrant farmworkers.

Homeless

Homelessness is a housing issue that has become a significant social concern in recent years. The number of homeless persons has increased dramatically in the last decade for a number of reasons. These include the decrease in federal housing funds, the high cost of available housing, the increasing number of mentally ill individuals living on their own, persons with substance abuse problems, women and children fleeing family violence, and the lack of family support networks in today's fast paced society.

Information available from the 1990 Census indicated no homeless individuals were visible in Lincoln during the census count. Contacts with local organizations involved in the distribution of food and clothing to low-income individuals indicated that on occasion they have been contacted by individuals who were looking for housing for short periods of time. Unfortunately, no formal records were maintained by these organizations regarding contacts or where individuals from Lincoln were relocating. Based on information provided by the City there is presently little need for transitional housing and/or emergency shelters in Lincoln; however, the City recognizes there may be a future need for this type of land use and is thereby proposing to amend the Municipal Code to specify where transitional housing and emergency shelters are permitted.

Agencies Offering Public Assistance to Homeless and Other Special Needs Groups

The City of Lincoln currently does not have transitional housing facilities for those who need emergency shelter, however there are three public service organizations and agencies in the City of Lincoln that offer referrals to shelter, food assistance, transportation, counseling, and/or other services for the homeless, elderly, and the mentally disabled. These organizations include, as described below, The Salt Mine, St. Joseph Catholic Church, and Heritage Church. There is little information available relating to agencies offering assistance outside of Lincoln, however, Peace For Families (located in Roseville) was identified as an agency offering assistance to Lincoln residents. Senior First and Senior Link also provide informational assistance and referral services to Placer County residents.

The Salt Mine works as an agent of the Salvation Army. They provide a food closet for people in need of supplemental food assistance in Lincoln. According to The Salt Mine, approximately 150 families per month are provided with food assistance, many of whom are repeat families. The Salt Mine also refers and transports persons needing emergency housing to Salvation Army shelters in Sacramento. It is estimated that The Salt Mine receives 25 requests per month for persons needing emergency housing.

St. Joseph's Catholic Church provides food assistance on an as-needed basis for persons in the community of Lincoln. The majority of those in need that request food are families and single-mothers with children.

Heritage Church provides food and financial assistance through set-aside funds generated by donations specifically for those in need. When funds are available, Heritage Church can assist with monthly rent payments, utilities, and food donations. Heritage Church also acts as a referral service to persons in need of emergency housing.

Peace For Families (formerly Placer Women's Center) is a non-profit organization that provides services to victims of domestic violence and/or sexual assault. Some of the services they provide include: counseling, legal services, vouchers for clothing, domestic violence drop-in groups, self-defense and prevention programs, and assistance with housing. Peace For Families has a nine-bedroom shelter that can accommodate up to three persons per bedroom with a kitchen, laundry, and office space. Homeless domestic violence victims can stay in the shelter for up to 60 days with Peace For Families providing housing establishment when victims are ready to leave. According to contacts with Peace For Families the vacancy rate at the shelter fluctuates, however, generally few beds are available as many of their clients are families. For the year 2000 Peace For Families offered assistance to 140 domestic violence victims from the City of Lincoln: 120 were females, 12 males, and eight children under the age of 18. In the year 2001 (excluding October, November, and December), they assisted 87 cases of domestic violence from residents of Lincoln: 76 females, six males, and five children under the age of 18.

Senior First/Senior Link is a joint informational resource and referral service organization that primarily provides seniors with information concerning programs and services in Placer County, such as Meals on Wheels, RIDES volunteers, Friendly Visitors, and health and home safety repairs. Senior First/Senior Link also provides information and referrals on a variety of topics such as legal issues, support groups, education, housing, transportation, repair and maintenance services, and governmental services. These services and programs can be provided to persons of all ages. Senior First and Senior Link can be contacted at (530) 889-3500, for further information and referrals.

Options available to address emergency housing include:

- The City of Lincoln will continue to work with the City of Roseville, Placer County and other surrounding communities to further address the homeless issues.
- The City of Lincoln will refer and/or transport short-term homeless individuals needing emergency transitional housing to The Salt Mine, 590 "G" Street, Lincoln, California, c/o Glen Vance, (916) 645-3778.
- The City of Lincoln and the City of Lincoln Police Department will refer and/or transport short-term homeless women and their children victimized by domestic violence to Peace For Families, 801 Riverside Avenue #105, Roseville, California, (530) 885-0443.

- The City of Lincoln Municipal Code Section 18.44.040 allows 72-hour (emergency) habitation (within a period of 30 days), of a mobile home or trailer located in the rear yard of a single-family home, subject to the permission of the property owner.
- In cases of natural disaster, emergency shelters with kitchen facilities can be set-up at the Lincoln High School Gymnasium, the Lincoln Community Center, the Lincoln Civic Center, and the Lincoln Veterans Hall.

HOUSING CHARACTERISTICS

Housing Composition

Tables A-19 and A-20 show annual changes in the housing stock for the City of Lincoln and Placer County (January 1990 through January 2000), as determined by the California Department of Finance. Table A-19 shows that in 2000 the overwhelming majority of dwelling units in Lincoln (75 percent) were single-family detached homes. Sixteen percent were multi-family dwellings in structures of five or more units, 4 percent were multi-family units in structures of two to four units, 2 percent were mobile homes, and 3 percent were single-family attached housing.

Table A-19

Housing Estimates for the City of Lincoln (1990 through 2001)

Year	Total Units	Single		Multiple		Mobile Homes	Occupied Units	Persons Per Household
		Detached	Attached	2 to 4	5 Plus			
1990	2,602	1,824	128	168	414	68	2,514	2.8
1991	2,700	1,922	128	168	414	68	2,609	2.8
1992	2,844	2,052	128	168	414	82	2,748	2.7
1993	2,878	2,086	128	168	414	82	2,781	2.7
1994	2,889	2,097	128	168	414	82	2,791	2.7
1995	2,948	2,156	128	168	414	82	2,848	2.7
1996	2,998	2,206	128	168	414	82	2,896	2.7
1997	3,094	2,214	128	168	502	82	2,989	2.7
1998	3,128	2,248	128	168	502	82	3,022	2.7
1999	3,359	2,359	128	168	622	82	3,245	2.7
2000	3,830	2,830	128	168	622	82	3,700	2.6
2001 ¹	5,184	-	-	-	-	-	4,844	-

Source: California Department of Finance, 1990-2001 City/County Population and Housing Estimates.

¹Some housing estimates for 2001 were not available as of December 30, 2001.

Note: Estimates from the California Department of Finance are calculated with an independent methodology and are different than what the U.S. Census reports.

By comparison, Table A-20 shows that in 2000, the composition of the housing stock in Placer County was also 75 percent single-family detached homes. Multi-family dwellings in structures of five or more units totaled 11 percent, 4 percent were multi-family units in structures of two to four units, 5 percent were mobile homes, and 5 percent of the housing stock countywide was single-family attached housing.

Table A-20

Housing Estimates for Placer County (1990 through 2001)

Year	Housing Units							Persons Per Household
	Total Units	Single		Multiple		Mobile Homes	Occupied Units	
		Detached	Attached	2 to 4	5 Plus			
1990	77,879	56,647	4,835	4,538	6,917	4,942	64,101	2.6
1991	80,865	58,771	4,837	4,596	7,666	4,995	66,752	2.6
1992	83,651	60,751	4,837	4,626	8,344	5,093	69,186	2.6
1993	85,890	62,273	4,844	4,645	8,977	5,151	71,136	2.6
1994	87,767	64,020	4,857	4,649	9,038	5,203	72,773	2.6
1995	90,157	66,288	4,858	4,655	9,126	5,230	74,880	2.6
1996	92,649	68,534	4,858	4,738	9,289	5,230	77,114	2.6
1997	95,374	71,095	4,860	4,738	9,429	5,252	79,562	2.6
1998	98,804	74,412	4,860	4,747	9,508	5,277	82,552	2.6
1999	102,344	77,170	4,860	4,751	10,276	5,287	85,866	2.6
2000	107,564	80,995	4,860	4,765	11,646	5,298	90,605	2.5
2001 ¹	111,075	-	-	-	-	-	96,846	-

Source: California Department of Finance, 1990-2001 City/County Population and Housing Estimates.

¹Some housing estimates for 2001 were not available as of December 30, 2001.

Note: Estimates from the California Department of Finance are calculated with an independent methodology and are different than what the U.S. Census reports.

Housing Occupancy

Vacancy

According to the 2000 Census, of the 4,146 year-round dwelling units reported, 3,874 units (94 percent) were occupied and 272 units (6 percent) were vacant (Table A-21). By comparison, the percent of vacant housing units countywide was twice that of the City. Only 87 percent of the dwelling units countywide were occupied, while 13 percent were vacant. Table A-21 also shows that Lincoln's homeownership vacancy rate of 3 percent was just two percentage points higher than the countywide rate of 1 percent; however Lincoln had a rental vacancy rate of 3 percent while Placer County had a rental vacancy rate of 6 percent.

Table A-21

Housing Occupancy (2000)

	City	County	City Percent	County Percent
Occupied housing units	3,874	93,382	94%	87%
Vacant housing units	272	13,920	6%	13%
For seasonal, recreational, or occasional use	37	9,905	1%	9%
Total housing units	4,146	107,302	100%	100%
Homeowner vacancy rate			3%	1%
Rental vacancy rate			3%	6%

Source: 2000 Census.

Homeownership

In 1990 and 2000, homeownership among Lincoln households was below that of households countywide. The homeownership rate for the City in 1990 was 62 percent, while countywide homeowners represented 71 percent of all households. By comparison, homeownership rates from the 2000 Census reported increases in the City's homeownership (67 percent), although still below the countywide rate (73 percent). In 2000, homeowners in Lincoln represented roughly two-thirds of the households, while renters represented one-third (67 percent and 33 percent respectively).

Table A-22 breaks down homeownership rates among the different ethnic groups as identified by the U.S. Census in 1990. Ownership rates reveal that there were more owners in all ethnic groups than renters, except for Native Americans and Blacks (U.S. Census terms), who make up a small percentage of the Lincoln population. As a percent of the total population, persons of Hispanic origin make up 25 percent of the population and have an ownership rate of 66 percent. This ownership rate for persons of Hispanic origin is approximately 4 percent greater than the ownership rate for the population as a whole. Rental rates among the different ethnic groups are comparable to the rental rates overall for the entire population, with the exception again of Native Americans and Blacks.

Table A-22

Homeownership Rates (1990)

Race	Percent of Total Population	Owners	Renters	Ownership Rate	Rental Rate
Non-Hispanic White	73%	1,198	756	61%	39%
Black	<1%	1	2	33%	67%
Native American	<1%	9	12	43%	57%
Asian/Pacific Islander	<1%	15	5	75%	25%
Hispanic Origin	25%	342	174	66%	34%
Other	<1%	0	0	--	--
Total	100%	1,565	949	62%	38%

Source: 1990 Census.

An analysis of homeownership rates by age reveals that persons age 55-64 have the highest ownership rates in the City (Table A-23). The majority of the age groups in Table A-22 have homeownership rates equal to or above the ownership rate for Lincoln's population as a whole (62 percent), exceptions being the very young. Persons age 15-24 have a much higher rental rate (six times) than ownership rate. This is to be expected as persons of this age are living with their parents or just becoming established and generally do not have the means necessary to purchase their own home. On the other end of the spectrum, persons age 75 and older also have homeownership rates just slightly higher than Lincoln's population as a whole. This is evidence to persons in Lincoln of this age still living in their own homes and not in elderly care facilities.

Table A-23

Homeownership Rates by Age (1990)

Age	Owners	Renters	Ownership Rate	Rental Rate
15 to 24	24	144	14%	86%
25 to 34	379	319	54%	46%
35 to 44	395	178	69%	31%
45 to 54	222	101	69%	31%
55 to 64	224	52	82%	18%
65 to 74	187	76	71%	29%
75 and over	134	79	63%	37%
Total	1,565	949	62%	38%

Source: 1990 Census Data.

Tenure

Analysis of tenure by race and Hispanic origin for 1990 (2000 tenure by ethnicity is not yet available) reveals that the majority of homeowners and renters in Lincoln are White, however minority homeowners made up approximately one-fourth of owner occupied units and one-fifth of renter occupied units (Table A-24). This disparity of White homeowners and renters is largely a function of population distribution; Whites comprise the largest percent of the population. By examining the owner-occupied units in Lincoln it is revealed that persons of Hispanic origin make up 25 percent of the population and represent 22 percent of the owner-occupied units and 18 percent of the renter-occupied units.

Table A-24

Tenure by Race and Hispanic Origin¹ (1990)

Race	Percent of Total Population	Lincoln	Percent	Placer County	Percent
Owner Occupied Units					
Non-Hispanic White	73%	1,198	76%	43,183	90%
Black	<1%	1	<1%	222	<1
Native American	<1%	9	<1%	337	<1
Asian/Pacific Islander	<1%	15	<1%	916	2%
Others	<1%	0	--	661	1%
Hispanic Origin	25%	342	22%	2,375	5%
Total	100%	1,565	100%	47,694	100%
Renter Occupied Units					
Non-Hispanic White	73%	756	80%	17,600	87%
Black	<1%	2	<1%	117	<1%
Native American	<1%	12	<1%	269	1%
Asian/Pacific Islander	<1%	5	<1%	238	1%
Others	<1%	70	--	558	3%
Hispanic Origin	25%	174	18%	1,461	7%
Total	100%	949	100%	20,243	100%

Source: 1990 Census.

¹Persons of Hispanic Origin can be of any race.

Age and Condition of Housing Stock

The age and condition of the housing stock provides additional measures of housing adequacy and availability in many communities. Although age does not always correlate with substandard housing conditions, neighborhoods with a preponderance of homes more than 30 years old are more likely than newer neighborhoods to have a concentration of housing in need of deferred maintenance, updating of utilities or interior amenities, rehabilitation, or replacement. Homes with deferred maintenance usually exhibit signs of aging, such as peeling or faded paint, cracked siding, or missing or broken shingles or shakes that suggest a need for repair or replacement of

those components in the near future. Homes in need of rehabilitation require immediate repair or replacement of components in disrepair to avoid health and safety problems. Homes in need of replacement require repair or replacement of so many components that it may be more cost effective to completely reconstruct the home or demolish the home and construct a new dwelling.

The vast majority of Lincoln’s housing stock—just over 85 percent—is less than 30 years old (Table A-25). Well over half of the City’s housing was constructed since the 1990s. Based on the age of the housing stock, the City estimates that less than 10 percent of the housing units in Lincoln need deferred maintenance or rehabilitation.

Table A-25

Age of Housing Units

	Number of Units	Percentage
1969 or earlier	1,068	14%
1970 to 1979	481	6%
1980 to 1989	1,278	17%
1990 to 1999	1,904	25%
2000	1,456	19%
2001	1,411	19%
Total	7,598	100%

Source: City of Lincoln Housing Inventory Annual Report, 2001.

City inspectors conducted a survey of housing conditions in June of 1995. The exterior housing condition of each unit was evaluated based upon State Housing and Community Development (HCD) adopted criteria (Appendix D) that rates the condition of the elements of a dwelling: foundation, roofing, siding, windows and doors. The units were identified and rated with a numbered assessment for each of the five elements, the total of which comprises the final rating for each unit.

Mercy Housing conducted an update of the 1995 survey in December 2001. The results of the two surveys are compared in Table A-26. In 1995, City surveyors determined that 20 percent of the City’s housing units (635) were in need of rehabilitation (mostly moderate rehabilitation) and 2 percent (49 units) were in need of replacement. The 2001 survey determined that 6 percent (408 units) of the City’s housing stock is in need of rehabilitation with less than 1 percent (42 units) considered in substantial need or dilapidated. The City has determined that the majority of structures needing repairs are single-family dwellings. Most of the multi-family units have been constructed over the past 15 years and are in good condition.

The Hoitt Addition subdivision contained the highest concentration of substandard housing found in the City in the 1995 survey. The 2001 survey determined that this area still contains many of the homes in need of repair. The occupants of these units are assumed to be those with acute housing needs, particularly the elderly, disabled, the unemployed, and those in the lower

income levels who are unable to financially make the needed repairs to their dwelling units. This area is also characterized as having less than adequate infrastructure. In order to assist in resolving such problems the City has included the Hoitt Addition area in its redevelopment project area and is one of the target areas for residential infrastructure improvements and rehabilitation.

In both surveys, the condition of housing units was evaluated from the outside only by examining several components (roofs, foundations, walls, doors, windows, and electrical systems). This survey technique cannot identify the extent of interior housing problems, such as plumbing needs or interior electrical systems, or the extent of functional obsolescence of older homes. There is, however, a correlation between exterior conditions and overall habitability of a dwelling unit.

Table A-26

City Wide Housing Condition Survey Comparison

Condition	1995 SURVEY		2001 SURVEY	
	Number of Units	Percent of Total	Number of Units	Percent of Total
Standard	2,416	78%	5,964	94%
Minor	139	4%	212	3%
Moderate	447	14%	154	2%
Substantial	49	2%	29	<1%
Dilapidated	49	2%	13	<1%
Total	3,100	100%	6,372	100%

Source: City of Lincoln and Mercy Housing California, 2001

Other indicators of housing conditions are code enforcement activities. Table A-27 shows the total number of housing-related code violations in the City of Lincoln from December 1999 to September 2001. Although the City's code violation records do not allow the City to directly estimate housing conditions, they do provide insight into the types of housing problems frequently encountered in Lincoln. The types of code violations reported were generally related to the need for housing repairs and substandard conditions.

Table A-27

Housing Related Code Violations

Violation	Number
Substandard Building	4
Building Without Permits	2
General Repairs Needed	2
Cantilevered Awning	1
Illegal Garage Conversion	1
No Utilities	1
Total	11

Source: City of Lincoln, December 1999 to September 2001.

Overcrowding

In general, overcrowding is a measure of the ability of existing housing to adequately accommodate residents. Too many individuals living in housing with inadequate space and number of rooms can result in deterioration of the quality of life within a community. The U.S. Census defines overcrowding as more than one person per room, excluding uninhabitable space such as bathrooms, hallways, and closets. Extreme overcrowding is often defined as more than 1.5 persons per room. Overcrowding results when either: 1) the costs of available housing with a sufficient number of bedrooms for larger families exceeds the family's ability to afford such housing, or 2) unrelated individuals (such as students or low-wage single adult workers) share dwelling units due to high housing costs. This can lead to overcrowded situations if the housing unit is not large enough to accommodate all of the people effectively.

Tables A-28 and A-29 summarize the incidence of overcrowding for both the City and County. Table A-28 shows approximately 7 percent of the City's occupied housing units were overcrowded, compared to a little over 3 percent of the County's occupied housing units.

Table A-28

Persons Per Room in All Occupied Housing Units (1990)

Persons	City	Percent	County	Percent
0.50 or less	1,291	52%	42,255	66%
0.51 to 1.00	1,024	41%	19,324	30%
1.01 to 1.50	126	5%	1,566	2%
1.51 to 2.00	59	2%	702	1%
2.01 or more	14	<1%	254	<1%

Source: 1990 Census Data.

Table A-29 shows that in 1990, 10 percent of the renter-occupied and 7 percent of the owner-occupied units in the City were defined as overcrowded. In contrast, figures for overcrowding for the County were 8 percent renter-occupied and 2 percent owner-occupied. Comparably, there is a slightly higher rate of overcrowding in the City of Lincoln than with the housing market countywide.

Of the overcrowded units in the City of Lincoln the majority were owner occupied (54 percent). The problem of overcrowding appears to be related more to the affordability of units relative to incomes rather than the inadequacy of the units themselves. Because the majority of overcrowding occurs in ownership units, expansion of these units could prove to be an effective means of reducing problems.

Table A-29

Overcrowded Housing (1990)

Number of Persons per Room	Rental Units	Percent of Total Occupied Rental Units	Owner Units	Percent of Total Occupied Owner Units
City				
1.01 to 1.50	55	6%	71	4%
1.51 or more	37	4%	36	2%
Total	92	10%	107	7%
County				
1.01 to 1.50	849	5%	717	1%
1.51 or more	643	3%	313	<1%
Total	1,492	8%	1,030	2%

Source: 1990 Census Data.

Housing Costs

Rental Apartments

Table A-30 shows apartment rental price ranges in Lincoln and surrounding cities for October 2001. Searches for the City of Lincoln found rental apartments in the one-, two-, three-, and four-bedroom categories. The median rental price in the City of Lincoln for a one-bedroom apartment was \$560, while a two-bedroom was \$675. Three-bedrooms had a median rental price of \$775, and four-bedrooms were \$850. By comparison, the nearby City of Loomis had lower rents than Lincoln for two-bedrooms, while the communities of Rocklin and Roseville had rents well above that of Lincoln and above fair market rents for existing housing in Placer County.

Lincoln's rental prices were, on average, the lowest of the communities surveyed (Loomis being the exception) and within or below the range of fair market rents for existing housing in Placer County. The primary reason that rents in Lincoln are affordable to very low- and low-income persons is that six out of the seven apartment complexes in the City are assisted through some type of subsidy. This equates to approximately 570 units in the City having some type of rent restriction (out of approximately 810 total units citywide).

Table A-30

Rental Rates for Apartments in Lincoln and Surrounding Cities (October 2001)

City	1 Bedroom		2 Bedrooms		3 Bedrooms		4 Bedrooms	
	Price Range	Median Price	Price Range	Median Price	Price Range	Median Price	Price Range	Median Price
Loomis	-	-	\$545-\$600	\$570	-	-	-	-
Lincoln	\$520-\$598	\$560	\$625-\$775	\$675	\$750-\$825	\$775	\$795-\$913	\$850
Rocklin	\$500-\$852	\$695	\$600-\$1,050	\$825	\$775-\$1,250	\$1,090	-	-
Roseville	\$750-\$975	\$840	\$900-\$1,205	\$995	\$1,100-\$1,370	\$1,270	\$1,295-\$1,425	\$1,350

Source: apartments.com and homestore.com, October 30, 2001.

The Placer County area 50th percentile fair market rents are listed between \$503 and \$1,159 for fiscal year 2001 (Table A-31).

Table A-31

2001 Fair Market Rents for Existing Housing in Placer County¹

Studio	1 Bedroom	2 Bedrooms	3 Bedrooms	4 Bedrooms
\$503	\$566	\$709	\$983	\$1,159

Source: Federal Register HUD, 2001.

¹50th percentile fair market rents.

Mobile Home Parks

Sunset Villa Mobile Home Park is the only mobile home park within the City of Lincoln. Sunset Villa has 58 mobile home spaces and 12 recreational vehicle (RV) spaces, for a total of 70 spaces. As of October 2001, all mobile home spaces at Sunset Villa were occupied, while the RV spaces had only three rental vacancies. According to Sunset Villa the occupancy for RV spaces fluctuates, however, persons staying in RVs at Sunset Villa are under contract for seven months.

Home Prices

Table A-32 lists prices of single-family resale homes that were for-sale as of September 2001. The highest percentage of homes for-sale in Lincoln were three-bedroom homes with well over half of the total (63 percent), followed by two-bedroom homes (17 percent), and four-bedrooms homes (13 percent).

Table A-32

Resale Home Prices in Lincoln (September 2001)

	Bedrooms	Units for Sale	Median	Average	City Range	Percent of Total
Single-Family Homes						
	1	3	\$125,500	\$145,000	\$95,000-\$195,450	3%
	2	16	\$190,350	\$200,500	\$120,000-\$249,999	17%
	3	61	\$215,500	\$244,399	\$162,500-\$295,000	63%
	4	12	\$276,500	\$284,000	\$215,750-\$337,600	13%
	5+	4	\$304,225	\$325,550	\$249,000-\$399,550	4%
Total		96	-	-	\$95,000-\$399,000	100%

Source: Realty Executives/Summit Properties, September 2001.

Of new homes for sale in Lincoln in December 2001, the majority were priced in the low- to mid-\$200,000s range, although there were homes available in the mid to high-\$100,000s range as well. Home sizes ranged from two-bedroom, two-bathroom homes of approximately 1,300 square feet to five-bedroom, three-bathroom homes of 2,800 square feet. Accounting for the range in home sizes, new home prices in Lincoln are below that of surrounding cities. New homes in Rocklin, Roseville, and Loomis typically sell within the high-\$200,000s to mid-\$300,000s range. Within the Sun City Lincoln Hills community (age restricted) new home sale prices ranged from the high-\$100,000s for a one-bedroom, one-bathroom home of approximately 1,100 square feet to the mid- and high-\$300,000s for a two- or three-bedroom home of approximately 2,600 to 2,800 square feet.

Table A-33

New Home Sale Prices (December 2001)¹

Name of Development	Price Range	Square Feet	Bedrooms/Bathrooms
Lakeside 5, Phase 1 Premier Homes	Mid \$100,000s to Low \$200,000s	1,300 to 1,600	2/2 and 3/2
Teal Hollow Myers Homes	High \$100,000s to Low \$200,000s	1,500 to 2,300	3/2 and 4/3
Teal Hollow Centex Homes	High \$100,000s to Mid \$200,000s	1,500 to 2,500	3/2 and 4/2
Seasons Dunmore Homes	Low \$200,000s to High \$200,000s	1,700 to 2,500	3/2 and 4/3
Glenmoor Woodside Homes	Low, Mid, and High \$200,000s	1,700 to 3,000	3/2 and 4/2.5
Brookview Arnaiz Development	High \$100,000s to Mid \$200,000s	1,600 to 2,800	3/2, 4/2, and 5/3
Name of Development	Price Range	Square Feet	Bedrooms/Bathrooms
Sun City Lincoln Hills Del Webb	High \$100,000s	1,100	1/1
	Low \$200,000s	1,600	2/2
	Mid \$200,000s	1,800	2/2
	High \$200,000s	2,000	2/2
	Low \$300,000s	2,200	3/2
	Mid \$300,000s	2,600	2/2 and 3/2
	High \$300,000s	2,800	2/2 and 3/2.5

Source: Premier Homes and newhomenetwork.com, December 2001.

¹A sampling of new single-family developments. Not intended to be a representation of all existing new developments in Lincoln.

Surrounding Area Home Prices

Table A-34 is a list of median and average resale home prices throughout the City of Lincoln and the surrounding area for November 2001 (the data was not reported by size and number of bedrooms). The median home price in the City of Lincoln was the lowest of the communities surveyed (\$182,000). By comparison, the cities of Roseville and Wheatland had median home prices ranging \$20,000 to \$60,000 greater than Lincoln's, while Rocklin and Loomis had median home prices \$70,000 to \$90,000 greater.

Table A-34

Median Home Prices for Lincoln and Surrounding Areas (November 2001)

Jurisdiction	Median Home Price	Average Home Price	Number of Units For Sale
Lincoln	\$182,000	\$224,278	97
Wheatland	\$205,000	\$217,504	13
Roseville	\$239,950	\$256,237	338
Rocklin	\$250,000	\$274,656	218
Loomis	\$273,875	\$371,125	53

Source: Placer County Association of Realtors Multiple Listing Service, November 2001.

Lower Income Households Overpaying

As stated previously, there are four income categories typically used for comparative purposes based on the median countywide income: very low-income (0-50 percent of median income), low-income (51-80 percent of median income), moderate-income (81-120 percent of median income) and above moderate-income (greater than 120 percent of median income). One method of analyzing housing affordability to each income group is to compare the number and/or percent of housing units by cost to the number and/or percent of households by comparable income levels.

A standard measure of housing affordability is that average housing expenses should not exceed 30 percent of a household's income. Those who pay 30 percent or more of their income on housing may experience difficulty in affording other basic necessities. However, individual circumstances that can affect the ability to afford housing vary, such as other long-term debt payments, the number of household members, and other large ongoing expenses (such as medical bills). Since it is impossible to consider each household's individual circumstances, the 30 percent rule provides a general measure of housing affordability for the average household.

Table A-35 shows the number of households paying over 30 percent of their income on housing. In 1990, of the total 2,514 households in Lincoln, 732 (29 percent) lower income households spent over 30 percent of their income on housing. Of the total very low- and low-income households, 71 percent of the very low-income households and 29 percent of low-income households spend over 30 percent of their income on housing. Some households choose to pay over 30 percent of their income for various reasons, such as location, aesthetics, or other factors. Other households choose to pay larger percentages of their income because they may receive tax advantages or are investing with the knowledge that their income will increase so that they pay a lower percentage of their income on a long-term basis. In contrast, very low- and low-income households are forced to pay a large percentage of their income because they cannot afford higher rents, and they are limited to certain costs due to a lack of available low-cost housing options.

Table A-35

Number of Households Paying Over 30 Percent of Income on Housing

Income	Owners		Renters		Total Households
	Households	Percent	Households	Percent	
Very Low-Income	189	36%	331	64%	520
Low-Income	126	59%	86	41%	212
Total	315	42%	417	57%	732

Source: 1990 Census Data.

Note: Income ranges in this table (very-low income and low-income) correspond to dollar categories as reported by the 1990 Census.

Further analysis of housing expenditures as a percent of income shows that most homeowners and renters with incomes of \$35,000 (1990) and above paid less than 30 percent of their income for housing (Table A-36). Renters with incomes below \$20,000 paid the highest percentages of income for housing.

Table A-36

Lincoln Housing Expenditure Rate per Income Group (1990)

Income	<\$10,000	\$10,000-\$19,999	\$20,000-\$34,999	\$35,000-\$49,999	\$50,000+	Total Households
Renters						
Under 30%	15%	34%	69%	100%	100%	515
30-34%	8%	22%	14%	--	--	92
35%+	77%	44%	17%	--	--	325
Total Households	283	138	277	158	76	932
Owners						
Under 30%	16%	50%	67%	88%	98%	1,084
30-34%	13%	--	9%	6%	2%	78
35%+	71%	50%	23%	6%	--	291
Total Households	100	209	386	388	370	1,453

Source: 1990 Census.

Affordability Trends

Housing affordability refers to the relationship between total household income and total household expenditure for housing, including: mortgage, taxes, insurance, and utilities. This relationship is typically expressed as the percentage of total household income allocated to housing expenditures. The actual percentage will, of course, vary from household to household reflecting individual choices regarding the allocation of income.

Notwithstanding the fact that individual households may choose to spend more or less for their housing needs, it is necessary to have some guidelines as to what a household should expect to spend on housing in relation to other expenditures. This is particularly necessary for households in lower income categories where the expenditure for housing is likely to directly affect the amount of money available for other basic needs.

For many years the standard guideline for determining whether a housing unit was “affordable” to a prospective renter or purchaser was that the total housing cost should not exceed 25 percent of the household's gross income. In 1990, this guideline was raised to 30 percent (Health and Safety Code Section 50052.5 and 50053). This standard is applied to most federal and state housing programs; however, the use of higher ratios of income to monthly payments, as much as 40 percent, has become standard in the industry.

According to the 1990 Census, the median gross rent was \$488 in the City and \$575 in Placer County (this data was not available for 2000). People with very low-incomes had a variety of affordable housing options, as just over half or, 52 percent; of the apartment units in the City had rental rates below 30 percent of the income for a very low-income household. People with low-incomes had more options than those with very low-incomes, as there were a sufficient number of lower-cost units available to these households. Local rents were primarily within the range of affordability of households in the upper end of the low-income range (70-80 percent of median income) and moderate-income households.

Table A-37 provides an estimate of the number of affordable rental units at each income level. The percentage of apartments affordable within the very low-, low- and moderate-income groups is cumulative and includes the percentage from the previous income group. The majority of Lincoln’s rental apartments are assisted with subsidies and this is reflected in the percent of Lincoln’s rentals that are affordable to very-low and low-income households. However, the existence of lower-cost units does not mean that such units are actually available to lower-income households. Although 2000 Census data is not yet available on income and housing payments, it is likely that the affordability of rental housing has declined since 1990 because historically rental rates rise faster than household incomes.

Table A-37

Affordability of Rental Housing in Relation to Income 1990

Income Group	Affordable Rent Limit	Percent of Lincoln Rentals	Percent of County Rentals
Very Low	\$470	52%	33%
Low	\$752	92%	73%
Moderate	\$1,128	99%	90%

A household can typically qualify to purchase a home that is two and one-half to three times its annual income, depending on the down payment, the level of other long-term obligations (such as a car loan), and interest rates. In practice, the interaction of these factors allows some households to qualify for homes priced at more than three times their annual income, while other

households may be limited to purchasing homes no more than two times their annual income. Based on active properties and homes sold in the last year, Table A-38 shows that there was only 1 home affordable to persons within the very low-income group. While 6 percent of the active properties and homes sold in 2001 were affordable to persons within the low-income group, 47 percent were affordable to persons in the moderate-income group. Homebuyer assistance programs that provide down payment assistance and/or below market-rate interest rates often allow homebuyers to qualify for houses that are up to four times their incomes.

Table A-38

Sold Units Affordable to Lower-Income Households (2001)¹

Income Group	Affordability Level²	Homes For Sale in 2001³	Percent of All Houses For Sale
Very Low-Income	\$84,450	1	<1%
Low-Income	\$135,120	17	6%
Moderate-Income	\$202,680	131	47%

Source: HUD 2001 Income Limits and Realty Executives/Summit Properties, 2001.

¹Units include single-family homes.

²The affordability level is based on the Placer County median income of \$56,300 for 2001 (HUD 2001 Income Limits).

³Homes for sale were taken from active and sold properties 2001, Realty Executives/Summit Properties.

ASSISTED HOUSING PROJECTS

In 1989, the California Government Code was amended to include a requirement that localities identify and develop a program in their housing elements for the preservation of assisted, affordable multi-family units. Subsequent amendments have clarified the scope of the analysis to also include units developed pursuant to inclusionary housing and density bonus programs. In the preservation analysis, localities are required to provide an inventory of assisted, affordable units that are eligible to convert within ten years. As part of the analysis, an estimation of the cost of preserving versus replacing the units is to be included, as well as programs designed to preserve the affordable units.

Assisted Rental Housing Eligible for Conversion

Over the past several decades, hundreds of thousands of affordable rental housing units have been constructed in California with the assistance of federal, state, and local funding (loans or grants) that restricted rents and occupancy of units to low-income households for specified periods of time. The City of Lincoln contains one such assisted rental housing development. Once the period of rent/occupancy expires, a property owner may charge market rents. Low-income occupants are often displaced when rents rise to market levels. The Housing Element must identify any such publicly assisted rental units eligible for conversion, and include a program to address their preservation, if possible.

The inventory of assisted units includes a review of all multi-family rental units under federal, state and/or local programs, including HUD programs, state and local bond programs, redevelopment programs, and local in-lieu fees (inclusionary, density bonus, or direct assistance

programs). The inventory also covers all units that are eligible for change to non-low-income housing units because of termination of subsidy contract, mortgage prepayment, or expiring use restrictions.

The California Housing Partnership Corporation provides an inventory of federally subsidized rental units at risk of conversion. The 2001 update, which identifies units at risk through the year 2020, identified Golden Village as an at-risk assisted housing development with Section 8 contracts and 515 mortgages in the City of Lincoln. This complex has 49 Section 8 assisted units, all two-bedrooms. The original Section 8 expiration date of Golden Village was March 31, 2001. These units are at risk, as the Golden Village property owner has opted to renew the Section 8 contracts on a yearly basis. It has not been determined if the property owner is going to file an “opt-out.”

Table A-39 shows assisted rental units in the City of Lincoln and their funding status. The Valle Vista Apartment complex consists of 44 two-bedroom units available to very low-income and low-income households. These units are subsidized through Rural Development (RD) units and are affordability-restricted until 2018. The Lincoln Senior Citizen/Disabled/Handicapped Apartments is an independent living complex consisting of 69 one-and two-bedroom units. Residents here pay 30 percent of their income towards rent, and according to the apartment manager there is a two-year waiting list for an apartment. This project was funded with RD units and is affordability-restricted until 2028. Parkview Apartments, a family complex, has 78 total assisted units with one-, two-, and three-bedroom apartments. Parkview is subsidized through RD units and is affordability restricted until 2023. Parkway Village, with 120 assisted units, offers 16 one-, 48 two-, 40 three-, and 16 four-bedroom units. This complex is subsidized through tax credits and is affordability restricted until 2015. Oaks at Joiner Ranch is a two-site project that offers a total of 208 units with one-, two-, three-, and four-bedroom units. This complex is also subsidized through tax credits and is affordability-restricted until 2010.

No other assisted rental units funded through Community Development Block Grant (CDBG) monies; mortgage revenues bonds; Redevelopment Agency (RDA) funds; density bonus; or California Housing Finance Agency (CHFA) funds were found within the City of Lincoln.

The cost of conserving the assisted units is estimated to be significantly less than that required to replace the units through new construction. Conservation of assisted units generally requires subsidizing the difference between market-rate and assisted rents. Since land prices and land availability are generally the limiting factors to development of low-income housing, it is estimated that subsidizing rents to preserve assisted housing is more feasible and economical than new construction.

An analysis of a recent affordable multi-family property built in Lincoln revealed that total land costs and site improvements were approximately \$11,760 per dwelling unit, total construction cost were \$55.00 per square foot, and development impact and permits fees were \$17,407 per unit. This equates to a total project cost of \$114,847 per unit. At this price range, acquisition of 50 multi-family units would cost approximately \$5.7 million, excluding closing and property repair costs that may be necessary.

Table A-39

Assisted Rental Units and Section 8 Units

Assisted Rental Units							
Project Name	Address	Owner/Contact	Total Units	Total Assisted Units	Type	Expiration Date	Subsidy
Valle Vista Apartments	1651 First Street	CBM Property Management	44	44	Family	2018	RD Units ¹
Lincoln Senior Citizens Apartment	1655 Third Street	Kingbridge Real Estate Services	69	69	Senior	2028	RD Units ¹
Parkview Apartments I and II	1660 First Street	CBM Property Management	80	78	Family	2023	RD Units ¹
Parkway Village	455 Joiner Parkway	FPI Management	120	120	Family and Single	2015	Tax Credits
Oaks at Joiner Ranch Phase One and Two	1685 First Street/1750 First Street	FPI Management	Phase One - 88 Phase Two - 120	208	Family and Single	Phase One - 2011 Phase Two - 2013	Tax Credits
Section 8 Units Eligible for Conversion							
Project Name	Address	Owner/Contact	Owner Type	Total Units	Total Assisted Units	Section 8 Expiration Date	Assessment Risk
Golden Village	1650 First Street	CBM Property Management	LP	50	49	2002	At-Risk HUD Yearly Renewal

Source: CA Housing Partnership Corporation, April 2001.

¹Rural Development Units, Farmer's Home Section 515.

With regard to Section 8 projects, the property owner can opt to terminate the Section 8 contract (opt-out), renew the contract for another five years, or renew on an annual basis. The primary incentive for Section 8 property owners to opt-out is the higher rent that would be paid for these units at market value.

For the property owner to successfully opt-out of the Section 8 contract, the owner must satisfy certain procedural requirements. A Notice of Intent (NOI) must be filed with HUD one year before the termination date that indicates the owner's intent to convert the units to market rate. Failure to file an NOI within the specified timeframe, or follow the other procedures to opt-out of the Section 8 contract, results in an automatic contract rollover for five years.

Upon filing of an NOI, HUD may offer several incentives to property owners to remain in their contracts including re-financing the property mortgage, and establishing higher rents charged for the projects.

Pursuant to Section 65863.10 of the Government Code, the property owner of a Section 8 contract must also provide six months advanced notification to each tenant household if the property owner intends to terminate the Section 8 contract. The notice must indicate the anticipated date of conversion and the anticipated rent increase, the possibility of remaining subsidized, the owner's intentions, and the appropriate contacts for additional information. The property owner must also send a copy of the statement to the City or County where the property is located, to the appropriate local housing authority and to the Department of Housing and Community Development. The statement must indicate the number, age, and income of affected tenants, the type of assistance, and the owner's plans for the project.

There are several non-profit organizations active in the Placer County region that have the managerial capacity to own and manage, and have expressed an interest in being notified of the availability of assisted rental housing. Table A-40 lists these organizations.

Table A-40

Non-Profit Housing Organizations Interested in Acquiring At-Risk Rental Housing

ACLC Inc.	42 N. Sutter St. Suite 206	Stockton
Affordable Housing Foundation	PO Box 26516	San Francisco
Christian Church Homes of Northern CA, Inc.	303 Hegenberger Road, Suite 201	Oakland
Eskaton Properties, Inc.	5105 Manzanita Ave.	Carmichael
Mercy Housing California (Formerly Rural California Housing Corporation)	3120 Freeboard Drive, Suite 202	West Sacramento
Project Go, Inc.	3740 Rocklin Rd.	Sacramento

Source: HCD, August 2001.

Future Housing Needs

State law (California Government Code Section 65584) requires that each city and county plan to accommodate a fair share of the region's housing construction needs. In urban areas, state law provides for councils of governments to prepare regional housing allocation plans that assign a share of a region's housing construction need to each city and county. In the six-county greater Sacramento region (comprising the counties of Sacramento, Placer, El Dorado, Yolo, Sutter, and Yuba), the Sacramento Area Council of Governments (SACOG) is the entity authorized to determine the future housing needs for the region. SACOG adopted a regional housing allocation plan in September 2001, called the "Regional Housing Needs Plan" (RHNP). This plan covers a seven and one-half year period from January 1, 2000 through June 30, 2007.

Existing need is evaluated based on overpayment and overcrowding by lower-income households. The housing allocation also includes an "avoidance of impaction" adjustment to reduce the further concentration of low-income households in jurisdictions that have more than the regional average.

SACOG's methodology is based on regional population and housing forecasts developed for its transportation model. The numbers of housing units assigned in the plan to each jurisdiction are goals that are intended to address the minimum new housing construction need from anticipated population growth in the region.

The housing units allocated in the plan to each city and county are considered minimum needs. Most, if not all, jurisdictions have existing unmet housing needs (such as from overcrowding and overpayment) that should be considered during the preparation of a housing element, and which may result in housing construction objectives that exceed the regional allocation. The City must however use the numbers allocated under the RHNP to identify measures (policies and ordinances) that are consistent with these new construction goals. While the City must also show how it will provide adequate sites for construction of the required units, it is not obligated to build any of the units itself or finance their construction.

Under normal conditions, it is likely that Lincoln would continue to add housing units at a modest rate; however, because of recent annexations and specific plan areas i.e., South Lincoln Annexation and Twelve Bridges, there are indications that the City is on the threshold of significant growth. This growth is expected to accelerate beyond the historical pace of housing production. Based on Department of Finance population estimates and SACOG estimates of persons per household, the following projected housing needs were calculated.

According to the RHNP, the City of Lincoln has a total housing construction need of 7,803 units, which equates to an annual need of roughly 1,040 units. Table A-41 shows the City of Lincoln's 2000-2007 planning period allocation, as determined by SACOG.

Table A-41

Regional Housing Needs Plan (2000 – 2007)

Income Level	Dwelling Units	Percent of Total
Very Low-Income	1,800	23%
Low-Income	1,232	16%
Moderate-Income	1,475	19%
Above Moderate-Income	3,296	42%
Total	7,803	100%

Sources: SACOG 2000-2007 Regional Housing Needs Plan.

The amount of land required to accommodate the 7,803 new units projected through 2007 is dependent upon the density of the residential developments. Correlation of income ranges to development density is always risky and should be viewed only as a general guideline. There are many variables; however, that affect development costs and increasing density above certain levels may cause unit costs to rise. In order to estimate land area requirements it is necessary to assume a range of development densities, as indicated in Table A-42 below.

Table A-42

Residential Development Densities

Category	Density Range (Units/Acre)	Typical Density (Units/Acre)
Very Low	13-20	18
Low	6-12	10
Moderate	4-9	6
Above Moderate	0-5	3

Source: City of Lincoln Zoning Ordinance, 2001.

Based on these typical densities, it is possible to estimate the amount of land area required to accommodate the City's share of the regional need for all income levels. The land area required is set forth in Table A-43 below with an estimated range of 969 to 1,615 acres.

Table A-43

Residential Land Requirements¹

Category	Number of Units	Typical Density (Units/Acre)	Land Area Required (Acres)
Very Low	1,800	15 – 20	90 – 120
Low	1,232	12 – 20	62 – 102
Moderate	1,475	5 – 12	122 – 295
Above Moderate	3,296	3 – 5	695 – 1,098
Total	7,803	--	969 – 1,615

Source: City of Lincoln, December 2001.

¹Based on historic development patterns and densities in Lincoln in relation to the types of housing associated with various rent and price levels.

FUTURE DEVELOPMENT POTENTIAL

Areas with Potential for Residential Development

The City of Lincoln estimates that there are approximately 3,663 acres of undeveloped residentially zoned land available within the City that has the potential to accommodate 15,056 new units in various residential Zoning Ordinance and Specific Plan designations (Table A-44).

According to the City there are no significant environmental or infrastructure constraints on any of the undeveloped land shown in Table A-44 that would prevent these sites from being developed for residential use within the next five years. Water, sewer, and other necessary public facilities and services are either available, or can be readily expanded, to serve these underdeveloped sites. The City charges appropriate development impact fees to ensure water lines, sewer lines, roads and other necessary infrastructure to serve new residential development can be extended in a timely manner.

Historically, developers in the City of Lincoln have built at densities below what the City's Zoning Ordinance allows. Calculation of the potential number of new dwelling units within each residential district was based on the average densities of projects actually constructed over the past several years or presently under construction in the City. Through evaluating recent affordable higher-density residential developments it has been determined that these projects have ranged between 13 and 19 units per acre with an average density of approximately 18 units per acre (*note: Oak Creek Apartments Unit II and Unit IIA were constructed at lower densities than average due to environmental site constraints that significantly reduced the total number of developable acres).

Examples of such higher-density multi-family affordable housing projects constructed and/or approved within the RD-18 and RD-20 zoning districts include the following:

1. Oak Creek Apartments Unit I (1996)	88 assisted units	19 units/acre
2. Oak Creek Apartments Unit II (1998)	84 assisted units	13 units/acre*
3. Oak Creek Apartments Unit IIA (1998)	36 assisted units	14 units/acre*
4. Parkway Village Apartments (1999)	120 assisted units	18 units/acre
5. Lincoln Terrace Apartments (approved 2001)	80 assisted units	17 units/acre

The following is a description of the available vacant land in the City and the number of units that could potentially be accommodated in low-, medium-, and high-density districts.

- Lincoln has approximately 134 acres of land zoned for high-densities (13-20 units per acre) that could accommodate up to 2,189 new dwelling units. These high-density zoned lands are located in the City’s Zoning Ordinance designations R-3, R-PD, RD-20; and in the Lincoln Crossing (HDR), Del Webb (HD), and Twelve Bridges (HD) Specific Plan/Planned Development areas. The City has been able to accommodate housing affordable to low- and very low-income households at presently zoned densities in R-3 district, even at the typically lower densities at which housing has been constructed (13 to 19 units per acre).
- Lincoln has approximately 268 acres of land zoned for medium-densities (8-12.9 units per acre) that could accommodate up to 2,003 new dwelling units. These medium-density zoned lands are located in the City’s Zoning Ordinance designations RD-8, MDR, and R-2; and in the Lincoln Crossing (MDR), Del Webb (MD), Twelve Bridges (MD), Foskett Ranch (MDR), and Finegold Property (MD) Specific Plan/Planned Development areas.
- Lincoln has approximately 3,262 acres of land zoned for low-densities (0-5.9 units per acre) that could accommodate up to 10,864 new dwelling units. These low-density zoned lands are located in the City’s Zoning Ordinance designations R-1, RE, and LDR-5; and in the Lincoln Crossing (LDR), Del Webb (LD), Twelve Bridges (VLD and LD), Foskett Ranch (LDR), Three-D (Single-family), and Joiner Ranch (LDR) Specific Plan/Planned Development areas.

Vacant land zoned for low- and medium-densities can accommodate up to 12,897 new dwelling units. These potential new units are sufficient to accommodate the City’s regional allocation of 4,771 units for moderate- and above moderate-income households.

Vacant land zoned for high-density can accommodate up to 2,189 new dwelling units at densities potentially affordable to low- or very low-income households (See Table A-44 for individual high-density sites that can accommodate the City’s lower income housing need). The City’s regional allocation for very low- and low-income households is 3,032 dwelling units. The amount of vacant land zoned at higher densities results in a gap of 843 dwelling units.

To ensure that there is sufficient land to accommodate the City’s regional allocation for low- and very low-income households the City will rezone 50 acres of vacant land to R-PD-20 at an

average density of 18 units per acre (see Housing Element Policy 1, Action 1). The City of Lincoln has identified vacant parcels that have more than sufficient area available to accommodate the overall rezoning of 50 acres to R-PD-20. These sites are (see Appendix E for a location map of the sites):

- 290-acre Foskett Ranch
- 156.46-acre Aitken Ranch
- 49.5-acre Gladding-McBean/East Avenue parcel

Upon the rezoning of 50 acres among portions of the above four sites to R-PD-20 at an average density of 18 units per acre, the City will have more than sufficient high-density zoned vacant land to accommodate its regional allocation of 3,032 units affordable to very low- and low-income groups. With the potential of 900 high-density residential units distributed among the above four sites, the existing gap of 843 dwelling units below the City's regional allocation for very low- and low-income groups will be filled.

Of the 50 acres to be rezoned by the City, eight acres have been rezoned in Foskett Ranch to R-PD-20.

Table A-44

City of Lincoln Vacant Land Summary

City of Lincoln Zoning Ordinance or Specific Plan/Plan Unit Development Designation ¹	Density (Units/Acre)		Total Acres	Potential New Units
	Permitted By Zoning Ordinance or Specific Plan	Average Constructed Density		
LOW DENSITY				
LDR (Foskett Ranch)	4.0	4.0	137.0	548
LDR (Lincoln Crossing)	5.9	4.1	548.1	2,252
LD (Del Webb)	5.9	3.8	1,015.4	3,852
LD (Del Webb Area C)	5.9	3.5	44.61	156
VLD (Twelve Bridges)	2.0	1.2	545.55	615
LD (Twelve Bridges)	5.9	3.2	736.44	2,500
Single-family Residential (3-D)	5.0	4.6	70.0	322
LDR (Brookview 4)	6.0	3.6	31.0	112
LDR (Glenmore, a.k.a Woodside)	5.0	5.0	7.5	37
LDR-5	5.0	5.0	8.6	43
R-1	5.0	4.0	104.05	422
R-E	0.4	0.4	14.7	5
TOTAL LOW DENSITY			3,262.95	10,864
MEDIUM DENSITY				
MDR (Foskett Ranch)	10.0	10.0	15.0	150
MDR (Lincoln Crossing)	12.9	7.7	64.1	506
MD (Del Webb)	12.9	3.9	63.3	246
MD (Twelve Bridges)	12.9	6.6	103.50	685
MDR	12.0	11.5	18.8	216
MD (Finegold Property PD)	12.0	12.0	9.07	108
RD-8	8.0	8.0	5.0	40
R-2	12.0	12.0	4.4	52
TOTAL MEDIUM DENSITY			268.17	2,003

City of Lincoln Zoning Ordinance or Specific Plan/Plan Unit Development Designation ¹	Density (Units/Acre)		Total Acres	Potential New Units
	Permitted By Zoning Ordinance or Specific Plan	Average Constructed Density		
HIGH DENSITY²				
HDR (Lincoln Crossing – Site 1)	20.0	20.0	6.0	120
HDR (Lincoln Crossing – Site 2)	20.0	20.0	4.0	80
HD (Del Webb)	20.0	25.0	4.0	100
HD (Twelve Bridges – Site 1)	20.0	13.5	17.7	239
HD (Twelve Bridges – Site 2)	20.0	13.5	29.2	394
HD (Twelve Bridges – Site 3)	20.0	13.5	25.4	342
RD-20	20.0	18.0	11.0	203
RD-20	20.0	20.0	10.5	210
RD-20	20.0	20.0	7.8	156
RD-20	20.0	20.0	2.7	54
RD-20	20.0	17.25	5.1	80
R-3	20.0	20.0	0.3	6
R-3	20.0	20.0	0.3	6
R-3	20.0	20.0	1.36	27
R-PD ³	20.0	20.0	8.6	172
TOTAL HIGH DENSITY			133.86	2,189
Estimated Total Potential New Residential Units				15,056

Source: Parsons and City of Lincoln, December 2001, revised August 2002.

¹The name(s) of Specific Plan or Plan Unit Developments are provided in parentheses.

²All vacant sites listed under High Density residential development potential are separate individual parcels (appropriate size and dwelling unit counts are reflected).

³No planned development project approval to-date, however because of surrounding land uses this parcel is seen by the City to have high-density residential potential at 20 units/acre.

Sites with Redevelopment Potential

Table A-45 provides information on sites in Lincoln with redevelopment potential. To determine the suitability of the sites, the following factors were considered:

- sites zoned R-2 or R-3 that are currently underdeveloped for the allowed density;
- sites located in older commercial corridors;
- sites with the potential to be merged together to have a greater residential development opportunity than if developed individually; and
- vacant sites with infill potential.

With consideration of the above, 33 sites were identified as having the greatest redevelopment potential. The area of the City where these sites are located is included in Appendix F. The identified sites include the following:

- 13 Commercial (C);
- 8 Duplex Residential (R-2);
- 11 Multiple Residential (R-3); and
- 1 Light Industrial (L-I).

The R-2 and R-3 sites identified can be redeveloped without a change in zoning or the requirement of a conditional use permit. Redevelopment of sites zoned Commercial will require a conditional use permit and be subject to development standards under the R-3 district (Lincoln Municipal Code, Chapter 18.16). The L-I site will require rezoning to R-3 to permit residential development.

The following criterion were used to determine the development and/or redevelopment potential of the sites listed in Table A-45:

- current and proposed zoning;
- lot size and dimension;
- current land use (if any);
- quality, condition, and obsolescence of structures;
- ingress and egress; and
- surrounding land uses.

Sites containing recently constructed buildings and sites that contain the maximum number of dwelling units presently permitted by zoning were excluded from this analysis. For example, a 50-foot x 130-foot lot zoned R-2 containing two units would not be included in this analysis because there is no net increase in residential development potential.

The sites listed in Table A-45 presently contain 27 dwelling units. Analysis of the development potential of these sites resulted in an estimated average of achievable density of 80 percent of the

maximum density permitted in each district. Based on this assumption, the 33 sites listed in Table A-45 have a net development/redevelopment potential of 114 units (141 potential residential units minus 27 existing units). All of the sites analyzed have adequate public services and infrastructure available and no known significant existing environmental constraints.

Table A-45

City of Lincoln Sites with Re-use and/or Redevelopment Potential

Location	Zoning Designation	Acres/ Dimension	Current Land Use	Estimated Age	Site Conditions	Existing Number of Residential Units	Potential Number of Residential Units	Residential Unit Net Increase
Block of East Avenue Between 10 th and 12 th	Commercial (C)	.29 100x125	Vacant	--	--	0	4	4
		.57 200x125	Commercial Concrete Landscaping Business	30+	Building in poor condition; scrap metal and industrial materials in yard area	0	9	9
		.29 100x125	Commercial Businesses	0-10	Good; new building	0	5	5
		.29 100x125	SF Home	10-20	Two-story; good condition; large lot with vacant land	1	5	4
		.29 100x125	SF Home	40+	Vacant; extremely poor condition	1	5	4
		.46 180x125	Vacant	--	--	0	5	5
Hoitt Avenue Between 10 th and 11 th	R-2	.29 50x130	SF Home	10-20	Good condition; surrounded by all SF homes	1	2	1
			SF Home	10-20	Good condition; surrounded by all SF homes	1	2	1
Corner or Herold and 10 th	R-3	.57 200x125	SF Home and Church	15-25	SF home constructed before church; open space on lot	1	8	7
Dead end of East 7 th Street	Light Industrial (LI)	1.2	Industrial Storage	30+	Large metal barn on property; industrial debris/cars	0	18	18

Location	Zoning Designation	Acres/ Dimension	Current Land Use	Estimated Age	Site Conditions	Existing Number of Residential Units	Potential Number of Residential Units	Residential Unit Net Increase
Corner of East Avenue and East 7 th Street	Commercial (C)	.15 50x130	Commercial Building and SF Home	20-30	Commercial building is poor condition; SF house needs paint/roof repair	1	2	1
South Corner of East Avenue and East 7 th Street	Commercial (C)	.44 150x130	Church and Daycare Center	10-15	Good; SF homes located to the east	0	6	6
Corner of 9 th and East Ave	Commercial (C)	.30 100x130	Pet Hospital	20-25	Good; vacant R-1 lots across the street to the north and east	0	4	4
Block of East Avenue Between McBean Park Drive and 5 th Street	Commercial (C)	.60 200x130	Lawn Mower Sales/Repair	20-30	Existing building is a store/showroom; shed in the rear	0	6	6
		.15 50x130	SF Home	30-40	Older home but in good condition; next to vacant lot	1	2	1
		.15 50x130	SF Home	20-30	Poor condition; needs roof repairs	1	2	1
		.24 80x130	Dentistry Practice	<20	Building in good condition	0	2	2
Corner of E and 8 th Street	R-3	.30 100x130	Tow-story SF Home	30+	Home needs repair/rehabilitation	1	4	3
D Street Between 7 th and 8 th	R-3	.30 100x130	Tow-story Fourplex	20-30	Building condition fair; SF homes on either side and across the street	4	6	2
		.15 50x130	SF Home	20-30	Conditions fair; small home	1	2	1

Location	Zoning Designation	Acres/ Dimension	Current Land Use	Estimated Age	Site Conditions	Existing Number of Residential Units	Potential Number of Residential Units	Residential Unit Net Increase
8 th Street Between D and C Streets	R-3	.30 100x130	SF Home	20-30	Conditions fair; surrounded by all SF homes	1	4	3
D Street Between 7 th and 8 th	R-2	.17 50x125	SF Home	20-30	Good conditions	1	2	1
C Street Between 7 th and 8 th	R-2	.17 50x152	SF Home	30+	Roof needs work/swamp cooler/surround by all SF homes	1	2	1
D Street Between McBean Park Drive and 5 th Street	R-3	.30 100x130	SF Home	30-40	Good condition; repairs made; next to a vacant R-1 lot	1	4	3
Corner of 6 th and C Street	R-2	.22 75x130	Two-story SF Home	30-40	Open space on lot; good condition; surrounded by all SF homes	1	2	1
6 th Street Between A and B Streets	R-3	.30 100x130	SF Home	40+	Poor conditions; open space on the parcel	1	4	3
Corner of 6 th and A Street	R-2	.15 50x125	Preschool	5-15	Good condition; next to a R-1 vacant lot	0	2	2
A Street Between 8 th and 9 th	R-2	.15 50x130	SF Home	25-30	Poor condition; tin roof; surrounded by all SF homes	1	2	1
East Avenue Between 7 th and 8 th	R-2	.30 100x130	SF Home	20-30	Good condition; open space on property	1	4	3

CITY OF LINCOLN
2002 HOUSING ELEMENT

Location	Zoning Designation	Acres/ Dimension	Current Land Use	Estimated Age	Site Conditions	Existing Number of Residential Units	Potential Number of Residential Units	Residential Unit Net Increase
East Avenue Between 7 th and 8 th	R-3	.30 100x130	SF Home	20-30	Good condition; open space on property	1	4	3
East Avenue Between East 7 th and 8 th	R-2	.17 85x90	SF Home	10-20	Good condition; surrounded by SF homes	1	2	1
Corner of East Avenue and East 8 th Street down 8 th	R-3	.38 90x185	SF Home	10-20	Needs work; tin roof; deep lot	1	4	3
		.20 90x100	SF Home	25-30	Good condition	1	3	2
		.31 75x185	SF Home	25-30	Needs work; roof/paint	1	3	2
TOTAL EXISTING RESIDENTIAL UNITS			TOTAL POTENTIAL RESIDENTIAL UNITS			TOTAL RESIDENTIAL UNIT NET INCREASE		
27			141			114		

Source: City of Lincoln and Parsons, 2002.

CONSTRAINTS

The Government Code as it relates to the Housing Element requires an analysis of both governmental and non-governmental constraints to development of affordable housing. Lincoln has identified various constraints to housing production in an effort to address as many barriers as possible. Removal of these constraints must be balanced with other health, safety and welfare concerns.

NON-GOVERNMENTAL CONSTRAINTS

Land Costs

Land prices in Lincoln are generally lower than similar properties in the Sacramento and South Placer area. However, as the community and the South Placer area develop and provide more employment opportunities, it is anticipated that the price of raw land will become more comparable to the price structure of the region. Table A-46 shows vacant land for sale in the City of Lincoln and nearby areas and their respective costs (October/November 2001). Depending upon the size and location of the parcel involved, in general, vacant land listed single-family residential in the City ranges from \$45,000 to \$90,000 per acre, while multi-family zoned land ranges from \$70,000 to \$80,000 per acre. By comparison, vacant land zoned single-family in surrounding communities ranges from \$64,000 to \$290,000 an acre, again depending on size and location of the parcel, while multi-family zoned land in Rocklin (the only City with information available) ranges from \$110,000 to \$150,000 an acre.

Table A-46

Vacant Land – For Sale

Type	Lot Size/Total Units	Location	Price
Single Family			
Residential – SF	5 acres	Lincoln	\$225,000
Residential – SF	4 acres	Lincoln	\$330,000
Residential – SF	.25 acres	Lincoln	\$44,950
Residential – SF	1.3 acres	Lincoln	\$120,000
Residential – SF	1.1 acres	Loomis	\$315,000
Residential – SF	1.5 acres	Loomis	\$299,000
Residential – SF	.6 acres	Loomis	\$220,000
Residential – SF	98 acres	Roseville	\$4,000,000
Residential – SF	3.9 acres	Roseville	\$250,000
Residential – SF	1.5 acres	Roseville	\$195,000
Residential – SF	.35 acres	Rocklin	\$169,000
Residential – SF	.57 acres	Rocklin	\$150,000
Residential – SF	.3 acres	Rocklin	\$99,000
Multi-Family			
Residential – MF	4 acres	Lincoln	\$330,000
Residential – MF	2.5 acres	Lincoln	\$175,000
Residential – MF	2.2 acres	Rocklin	\$250,000
Residential – MF	7.3 acres	Rocklin	\$1,100,000

Source: www.loop.net and American Home Realty, December 2001.

Construction and Labor Costs

Many factors can affect the cost of building a house, including the type of construction, materials, site conditions, finishing details, amenities, and structural configuration. Development costs were acquired from estimates provided by single-family residential builders who work in the City of Lincoln (December 2001).

Except for the southeastern area of the City, Lincoln is generally free of the lava cap and granite outcroppings found in much of the South Placer area. With the exception of having to occasionally mitigate for seasonal wetlands, there are generally no unusual development costs. Much of the soil is heavy clay which results in a shorter than normal building season because it is necessary for the soil to dry before construction can begin. Some areas are also relatively low lying and require special consideration to ensure proper drainage when developed.

Development costs were acquired from estimates provided by residential builders who work in the region. It is estimated that permitting costs and impact fees for a 1,800 square foot single-family home are approximately \$31,569. This total includes school impact fees of \$7,794. Once a vacant parcel is purchased, the contractor has to make certain site improvements to prepare for building on the property. Such improvements include connections to existing utility systems,

rough grading, plus installation of water and sewer lines. This type of work generally costs between \$30,000 and \$50,000 per unit, depending on the amount of work required at each location. The cost of a building permit depends on the square footage of a home; for example, a building permit for a 1,800 square foot home is \$1,250, while a building permit for a 3,000 square foot home is \$1,755. The City of Lincoln charges a flat fee of \$300 for single-family residential home plan checks.

An internet source of construction cost data (www.building-cost.net), provided by Craftsman Book Company, estimates the per square foot cost of a single-story home in the Lincoln area, including construction materials and labor, ranges from \$75 to \$95 per square foot, depending on the size of the home and the number of stories (one or two). Excluding land costs, the Craftsman Book Company calculator estimates that a small three-bedroom tract house of 1,800 square feet would have a minimum cost of approximately \$135,000 (including direct job costs, permits and utilities, plans and specs, and contractor markup). Based on the information above and including land costs, the minimum cost to produce a 1,800 square foot tract home in Lincoln would cost approximately \$180,000.

The cost of raw land is \$25,000 to \$30,000 a unit. The cost variation is impacted by lot sizes, primary infrastructure needed for the area, and improvements to collector streets including landscaping, sound walls, and additional lanes. Based on these assumptions, the cost of a single-family tract home in Lincoln, ranging from 1,300 to 3,000 square feet, would vary from \$192,000 to \$285,000 with total permitting costs between 8 to 12 percent of the total value of the home.

Given the cost range listed above for a market rate single-family home in Lincoln, none of the very low- or low- income households in the City could afford to own a home in the City without some assistance from a subsidy or first-time homebuyer program. Of the moderate-income households in the City of Lincoln, only households earning in the upper end of the moderate income range could afford to own a home, assuming again that no other subsidies or first-time homebuyer assistance programs are utilized.

Based on a recent listing of two multi-family properties in Lincoln, the cost of raw multi-family land is currently between \$4,000 and \$10,000 per dwelling unit, depending on the assumed density of a project that could be developed on that site. According to a developer specializing in multi-family development in the City of Lincoln, multi-family construction costs (excluding land, soft costs, City fees, interest carry, and general administration) range from \$55.00 to \$65.00 per square foot. Plan check and inspection fees cost approximately \$91 and \$183 per unit, respectively. A recent affordable multi-family project in Lincoln was developed at a total cost of approximately \$114,500 per unit (120 unit complex).

The Cost and Availability of Financing

According to the City, there are no local constraints to the availability or cost of financing for home purchases or rehabilitation. Even in the City's older neighborhoods, there are no barriers to obtaining financing for home purchase, improvement, or construction (other than customary underwriting considerations by lenders).

Financing for housing development is generally outside the influence of local government. Lending institutions operating in Placer County maintain branches in Lincoln, but as with all other mortgage finance organizations, the interest rates they offer follow market conditions. In times of high interest rates, financing problems have been viewed as a major factor in times of housing crisis. The lack of financing at reasonable rates eliminates major segments of the population from securing housing.

The primary factor related to home finance affecting housing affordability and availability is the cost of borrowing money (interest rates). Historically, substantial changes in interest rates have correlated with swings in home sales. When interest rates decline, sales increase. The reverse has been true when interest rates increase. Over the past two decades, there has been a dramatic growth in alternative mortgage products, such as graduated mortgages and variable rate mortgages. These types of loans allow homeowners to take advantage of lower initial interest rates and qualify for larger home loans. Even during periods of high interest rates, these alternative products allow more buyers to qualify for homeownership, thus minimizing the swings in home sales that accompany changes in interest rates.

Nevertheless, the fixed interest rate mortgage remains the preferred type of loan, especially during periods of low, stable interest rates. Most governmental programs that seek to increase homeownership among low- and moderate-income households rely on loan products that provide fixed interest rates below prevailing market rates, either for the principal loan or for a second loan that provides part of the down payment for home purchase. Many programs offer deferred second loans to facilitate homeownership. Table A-47 shows various monthly payments necessary to service mortgages at various interest rates. Financing is at 6.7 percent in the area (December 2001).

Table A-47

Monthly Payments and Total Interest at Various Interest Rates

Interest Rate	15-Year Loan			30-Year Loan		
	Payment per \$10k	Total Interest Paid	Percent Difference Payment/Interest	Payment per \$10k	Total Interest Paid	Percent Difference Payment/Interest
6%	\$84.39	\$5,189	---	\$59.96	\$11,583	---
7%	\$89.88	\$6,178	6.5%/19.0%	\$66.53	\$13,950	11.0%/20.4%
8%	\$95.57	\$7,202	6.3%/16.6%	\$73.38	\$16,415	10.3%/17.7%
9%	\$101.43	\$8,256	6.1%/14.6%	\$80.46	\$18,966	9.6%/15.5%
10%	\$107.46	\$9,343	5.9%/13.2%	\$87.76	\$21,593	9.1%/13.9%

Source: Los Angeles Times, 2000.

GOVERNMENTAL CONSTRAINTS

Governmental constraints include land use controls, building codes and their enforcement, site improvements, fees, exactions required of developers and local processing and permit procedures. Land use controls may limit the amount or density of development, while building

codes may set specific building standards that add material costs or limit building space on a site, thus increasing the cost of housing per unit.

Land Use Controls

The General Plan and Zoning Ordinance regulates land use in Lincoln. All residential land use classifications pose a constraint to residential development in the sense that various conditions, building requirements and limitations restrict a pure free market ability to construct housing. Land use regulations also have the potential of adding costs to construction, which indirectly may constrain housing. These impacts are measured against the general health and public safety served in adopting such regulations. Standards have been determined by the City to establish minimum constraints in order to provide for adequate separation of buildings for fire protection, air and light between structures, and the intensity of development. Implementation of these standards has not resulted in a serious constraint in providing housing to the various income levels.

Table A-48 provides a summary of Lincoln's residential zoning regulations, including building setback, height, and parking requirements for single-family and multi-family residential districts. The following is a description of the residential districts in the City and the allowable densities.

1. *Single-family Residential District (R-1)*. Designates areas for single-family homes. Density ranges from 0 to 5 units per acre.
2. *Duplex Residential District (R-2)*. Designates areas for more intense residential uses. Appropriate land uses include higher density single-family homes such as duplexes, triplexes, and condominiums and lower density multi-family development. Density ranges from 6 to 12 units per acre.
3. *Multiple Residential District (R-3)*. Designates areas for intense multi-family residential land uses. Density ranges from 13 to 20 units per acre.
 - a. *High Density Residential (RD-20)*. Designates areas for a variety of higher density residential uses, including apartments, condominiums, townhomes, and multiplexes. Allowable density up to 20 units per acre. Other residential uses such as dwellings groups (group homes), rooming homes, boardinghouses, lodges, rest homes (assisted living facilities), etc., would be permitted through the issuance of Conditional Use Permit by the Planning Commission.
4. *Residential Estate District (R-E)*. Designates areas for open space and low intensity residential development. Density ranges from 0 to 1 unit per 2.5 acres.

Table A-49 (page A-59) provides information on residential zoning requirements for the specific plan and planned unit developments in Lincoln. These areas include: Sun City Lincoln Hills, Lincoln Crossing, Twelve Bridges, Three D, Lincoln AirPark, Joiner Ranch, Laehr Estates, Auburn Ravine Oaks, and Lincoln West.

Planned Development

The Planned Development (PD) combining district (Lincoln Zoning Ordinance, Chapter 18.32) is intended to promote and encourage a creative and efficient approach to the use of land; to maximize choice in the type of development available in the City; to encourage the efficient allocation and maintenance of open space; to provide for the redistribution of overall density where such rearrangement is desirable; and to provide more flexibility in design than is provided under the strict application of the other zoning district regulations. The uses permitted in the PD zone are the same as the land uses permitted in the combining district; however, the PD may permit deviations from the standards of the base zones with which the PD district is combined. For example, an R-PD-20 designation means that a PD combining zone has been applied to a property designated in a specific plan area as RD-20, with development standards similar to those in the City's R-3 zone. Multifamily housing is permitted by right on RD-20 designated sites.

Various land uses may also be combined in a planned development zoning district including residential, cultural, and commercial (if the commercial uses are intended to serve principally the residents of the development). The combination of uses should be compatible with the intent of the General Plan of the City and result in a balanced and stable environment.

The City of Lincoln encourages and facilitates the use of PD combining districts through the following incentives:

- density bonus;
- reduced site plan standards;
- variation in parking requirements; and
- use of clustering to increase density and reduce development costs.

Planned Development combining districts encourage residential development at the upper end of the allowed density range within the applicable districts by allowing developers to vary from the stricter application of the development standards of the base zoning districts. This flexibility provides for, and can promote the cluster housing, zero lot lines, townhomes, and similar housing types that can be more difficult to develop with typical setbacks and lot coverage.

A PD district presupposes that a General Development Plan (GDP) is already in place and that an Environmental Impact Report has been affirmed for the overall Specific Plan area. The permitting process entails the filing of a Specific Development Plan and Development Permit application which provides for review and approval of a project if it is consistent with the GDP. There is generally one hearing by the Planning Commission and a subsequent hearing by the City Council. Concurrent processing time for PD zoning and Conditional Uses will vary from 60 to 90+ days depending on complexity, adjacent issues, or if additional environmental review is warranted.

The majority of available high-density residential land in the City is in PD zoning. The R-PD-20 district, for example, is a Planned Development District (PD) that provides a higher degree of design flexibility through a General Development Plan (GDP) which

forms the basis for the district's unique zoning criteria. This flexibility includes the ability to accomplish the following:

1. increase the building height for good design;
2. lower the parking requirements;
3. allow for alternative standards for off-street parking if the type of occupancy is warranted (e.g. senior housing, group care facilities);
4. provide the flexibility in allowing certain design elements such as bay windows, chimneys, etc., to encroach into yard setbacks; and
5. reduce setbacks for one-story elements and when a better design solution presents itself.

Planned Development Combining Zone Permit Process. Uses permitted by in the underlying zone or specific plan land use category are also allowed by right in the PD combining zone. The process of applying the PD designation is similar to a rezone procedure. A PD request requires a public hearing before the Planning Commission and approval of a zoning map amendment by the City Council. To receive a PD combining designation, a property owner must submit a preliminary development plan. The plan must show the proposed land uses, describe the proposed project density (in units per acre, lot coverage, or other relevant measure), show major circulation systems, and describe any divisions of the project area into phases if such phases will be developed separately. Once a PD designation is approved, the property owner must submit a specific development plan. The specific development plan, similar in detail to a site plan required for a multifamily project in an R-3 zone, must show the locations of proposed buildings, streets, and other features of a proposed project.

The specific development plan is approved by the Planning Commission at a public hearing. The Planning Commission's recommendation is then forwarded to the City Council, which makes a final decision. The typical time for a PD approval, excluding projects that require EIRs and/or subdivision map approvals, is approximately the same as for a rezone request, six months or less (see Table A-50). A PD application involving a multifamily project in one phase, with no subdivision of land, could be approved in a single action by the Planning Commission and City Council if the applicant submits plans meeting the specific development plan requirements at the beginning of the process.

One difference between the PD combining zone process and a traditional rezone is that the PD zone approval has a time limit if no specific development plans are filed or if no plans for subsequent phases are filed in a timely manner. An applicant must submit a specific development plan within one year of receiving the PD combining zone approval and submit specific development plans for any phases of a project within two years after the approval of a previous phase. The City may grant extensions of these timeframes or request modifications to the general development plan. In practice, the City has not found that these time limits pose a constraint or a disincentive to use the PD combining district process. Rather, the time limits provide an incentive to ensure that PD applications are only filed when serious development proposals are contemplated.

The City has experienced increasing interest in the use of the PD designation since the adoption of the previous Housing Element, another indication that developers perceive the PD option as a benefit. Five of the six assisted rental housing projects in Lincoln (listed in Table A-39) were approved with PD-combining zones. These projects contain 519 rental housing units affordable to persons earning 80 percent or less of the Placer County median income. A sixth rental housing project, Lincoln Terrace, contains 80 affordable units and has been submitted for approval by the City under the PD process. The use of the PD

process has allowed these projects to vary their designs from the strict application of R-3 zoning district requirements or PD-20 standards (which are similar to R-3 standards). The result has been affordable housing projects that better serve the needs of residents occupying these five developments and greater compatibility with the neighborhoods in which the projects are located.

Permitted Uses in Residential Zoning Districts

The Lincoln Municipal Zoning Code designates permitted and non-permitted uses for all developable use types in the City in relation to the City's zoning categories (Table A-48).

- Single-family dwellings are permitted in all residential districts with the exception of the R-3 district. Single-family homes are also permitted through a conditional use process in the Business and Professional (BP) District.
- Duplexes and multi-family dwellings are permitted in the R-2 and R-3 districts, but they are not permitted in the R-1 or R-E Districts. Multi-family units are also allowed through a conditional use process in the Commercial (C) District.
- Second residential units are permitted by conditional use in all districts where single-family dwellings are a permitted use (R-1, R-2, R-PD, and R-E districts).
- Residential care providers are permitted as a conditional use in all residential districts.
- Dwelling groups (i.e. group homes) and boardinghouses are permitted by conditional use in the R-3 district.
- The City's Municipal Code does not currently specify where mobile home parks are allowed in the City. The City is proposing an amendment to Title 18 (Zoning) of the Municipal Code to allow mobile home parks as a permitted use in the R-2 and R-3 districts.
- The City's Municipal Code does not currently specify where transitional housing or emergency shelters are allowed in the City. The City is proposing an amendment to Title 18 (Zoning) of the Municipal Code that would allow emergency shelters through a conditional use permit process in the Commercial (C) District and transitional housing by conditional use in the R-3 district. Conditional use requirements are described in Chapter 18.56 of the Lincoln Municipal Code. Transitional housing and emergency shelters will not be subject to additional conditions. Conditional use permits may be granted subject to the following findings by the Planning Commission:
 1. the use is substantially similar in characteristic to a use or uses currently within the district;
 2. the use would be appropriate in the district applicable to the property as a permitted or conditional use; and
 3. the use, with the appropriate conditions, will not be detrimental to the health, safety, peace and morals, comfort and general welfare of persons residing or working in the neighborhood or be injurious to property and improvements in the neighborhood or to the general welfare of the City (Section 18.56.020 of the Lincoln Municipal Code).

Upon amendment of the Lincoln Municipal Code (June 2003), the City will be able to accommodate transitional housing and emergency shelters with vacant sites available in the R-3 and Commercial districts. Vacant sites available in the R-3 district include, but are not limited to: 1.36 acre parcel on South O Street, .30 acre parcel on East 7th Street, and .3 acres at 8th Street and B Street. Vacant sites available in the Commercial district include, but are not limited to: .30 acres at 10th and East Avenue, .45 acres at 12th Street and East Avenue, and .44 acres on East 7th Street. All of the sites listed above have adequate public services and infrastructure available, have no known significant environmental constraints, and are in or near downtown Lincoln where transportation and social services are easily accessible.

Table A-48

City of Lincoln Residential Zoning Requirements with Allowable Residential Development

	R-1 Single-family Residential	R-2 Duplex Residential	R-3 Multiple Residential	R-E Residential Estate
Minimum Lot Size (sq. ft.)	6,500	6,500	8,500	108,900 (2.5 Acres)
Maximum Density (Units/Acre)	0-5	6-12	13-20	0-4
Minimum Front Yard Setback	25 ft.	25 ft.	25 ft.	25 ft.
Minimum Side Yard Setback	5 ft.	5 ft.	5 ft.	5 ft.
Minimum Rear Yard Setback	10 ft.	10 ft.	15 ft.	20 ft.
Minimum Lot Width	50 ft.	50 ft.	68 ft.	100 ft.
Height Limit (Dwellings)	35 ft.	35 ft.	35/50 ft. ¹	35 ft.
Maximum Lot Coverage	40%	50%	60%	30%
Parking Requirements	Two-car garage or carport ²	Two-car garage or carport per family unit ²	One and one-half spaces per family unit to be located in a garage or carport	Two-car garage or carport
Single-Family Dwellings	Permitted Use	Permitted Use	Not Permitted	Permitted Use
Duplex	Not Permitted	Permitted Use	Permitted Use	Not Permitted
Multi-family Dwelling, 3+	Not Permitted	Permitted Use	Permitted Use	Not Permitted
Second Residential Units	Conditional Use	Conditional Use	Not Permitted	Conditional Use
Mobile Home Park	Not Permitted	Not Permitted ³	Not Permitted ³	Not Permitted
Emergency Shelter and Transitional Housing	Not Permitted	Not Permitted	Not Permitted	Not Permitted
Residential Care Providers	Conditional Use	Conditional Use	Conditional Use	Conditional Use

Source: City of Lincoln Zoning Ordinance, 2001.

¹An additional 1 foot in height may be added to a maximum height of 50 feet for each additional foot of side yard added to the minimum side yard requirement.

²Off-street parking spaces shall not be located in the required front-yard, side-yard, or rear-yard setback areas. In those instances where rear-yard access is available and two parking spaces can be provided in the rear-yard, such stalls can be uncovered as long as the stalls comply with all other provisions of the off-street parking regulations.

³City is proposing to amend the Zoning Ordinance to allow mobile home parks as a permitted use in the R-2 and R-3 districts. Currently, the Zoning Ordinance does not specify where mobile home parks are allowed.

Table A-49

Specific Plan and Planned Unit Development Residential Zoning Requirements

	Minimum Lot Size (sq. ft.)	Maximum Density (Units/Acre)	Minimum Lot Width	Height Limit (Dwellings)	Maximum Lot Coverage	Parking Requirements
Sun City Lincoln Hills						
Low-Density (LD)	7,500	2-5.9	50 ft.	35 ft.	60 percent	2 covered spaces
Medium-Density (MD)	4,000	6-12.9	40 ft.	35 ft.	60 percent	2 covered spaces
High-Density (HD)	1 Acre	13-20	30 ft.	50 ft.	60 percent	1.5 spaces per unit 1 covered space
Lincoln Crossing						
Low-Density Residential (LDR)	4,050	0-5.9	45 ft.	35 ft.	40 percent	2 covered spaces
Medium-Density Residential (MDR)	3,200	0-12.9	40 ft.	35 ft.	50 percent	2 covered spaces
High-Density Residential (HDR)	2,450	0-20	35 ft.	35 ft.	60 percent	1.5 spaces per unit + .5 guest 1 covered space
Twelve Bridges						
Very Low-Density (VLD)	20,000	0-2	120 ft.	40 ft.	30 percent	2 covered spaces
Low-Density (LD)	5,000	2-5.9	45 ft.	35 ft.	60 percent	2 covered spaces
Medium-Density (MD)	4,000	6-12.9	40 ft.	35 ft.	60 percent	1.5 spaces per unit 1 covered space
High-Density (HD)	7,500	13-20	75 ft.	50 ft.	60 percent	1.5 spaces per unit 1 covered space
Twelve Bridges Area C						
Low-Density Residential (LDR)	7,000	0-3.5	70 ft.	35 ft.	45 percent	2 covered spaces

	Minimum Lot Size (Sq. ft.)	Maximum Density (Units/Acre)	Minimum Lot Width	Height Limit (Dwellings)	Maximum Lot Coverage	Parking Requirements
Three D Property						
Single-family Residential	5,500	0-5	55 ft.	35 ft.	50 percent	2 covered spaces
Lincoln AirPark						
Low-Density Residential (LDR)	*	0-5	45 ft.	35 ft.	40 percent	2 covered spaces
Medium-Density Residential (MDR)	*	6-10	50 ft.	35 ft.	50 percent	2 covered spaces
High-Density Residential (HDR)	*	10-20	60 ft.		60 percent	1.5 spaces per unit 1 covered space
Joiner Ranch						
Low-Density Residential (LDR)	*	0-6	45 ft.	35 ft.	40 percent	2 covered spaces
Medium-Density Residential (MDR)	*	6-8	50 ft.	35 ft.	50 percent	2 covered spaces
High-Density Residential (HDR)	*	10-20	60 ft.	35 ft.	60 percent	1.5 spaces per unit 1 covered space
Laehr Estates Units 3 and 4						
Low-Density Residential (LDR)	*	0-6	45 ft.	35 ft.	40 percent	2 covered spaces
Medium-Density Residential (MDR)	*	6-8	50 ft.	35 ft.	50 percent	2 covered spaces
High-Density Residential (HDR)	*	10-20	60 ft.	35 ft.	60 percent	1.5 spaces per unit 1 covered space
Auburn Ravine Oaks						
Single-family Residential	6,000	0-4.3	50 ft.	35 ft.	40 percent	2 covered spaces
Lincoln West						
Single-family Residential	6,500	0-5	50 ft.	35 ft.	40 percent	2 covered spaces

Source: City of Lincoln, 2002.

*Established when a Specific Plan and Tentative Map are submitted, with reference to the maximum number of units permitted within each residential area.

Existing Infrastructure

The City of Lincoln purchases treated water from the Placer County Water Agency (PCWA) under a 20-year contract, renewable on December 31, 2012. On behalf of PCWA, the City collects a Capacity and Transmission Fee of \$5,011.50 per residential unit. With treated water deliveries through the year 2012, all 7,803 units allocated would have water connections and service. The City of Lincoln is also constructing a wastewater treatment and reclamation facility to the southeast of Lincoln that will service Western Placer County residents. This facility will be able to provide up to 75 acre-feet of reclaimed water on a daily basis (30,000 acre-feet annually).

Public Services

As described in more detail in the Public Services and Facilities Element, the provision of public services to newly developing areas in Lincoln will require expansion of facilities. Water, sewer, drainage, police, fire, parks, schools and transportation will require improvements in capacity to treat and distribute water, to treat sewage, to handle run-off and provide sufficient space and capacity for recreation, public safety, education and movement of people and goods. In each case, the cost of expansion will most likely be financed through development fees, exactions, assessment districts or some combination of these. These costs will be passed on to homebuyers, who will pay for the expansions over time. While these costs will increase the cost of housing, there is no other way for the City to finance these improvements.

Building Codes and Enforcement

Building Codes regulate the physical construction of dwellings and include plumbing, electrical, and mechanical divisions. The purpose of the Building Code and its enforcement is to protect the public from unsafe conditions associated with construction. The City of Lincoln enforces the State Building Code standards (Title 24) for existing units, new construction, and residential rehabilitation. Code enforcement is aimed primarily at new construction and remodeling through the permit procedure; however, code enforcement in older units occurs in response to complaints. Upon discovering code deficiencies, City staff opts for cooperative compliance while balancing the health and safety of the occupant. It is a rare occurrence where an occupant is required to vacate a unit because of City code enforcement.

State law affords local government some flexibility when adopting the uniform codes; the building codes can be amended based on geographical, topological or climatological considerations. Further, State Housing law provides that local building departments can authorize the use of materials and construction methods other than those specified in the uniform code if the proposed design is found to be satisfactory and the materials or methods are at least equivalent to that prescribed by the building codes. A review of the City's amendments to the uniform codes (Chapter 15.04 of the Lincoln Municipal Code) indicates that the amendments do not have a substantial impact on the cost of residential development. Lincoln's amendments to the State Building Code standards primarily concern procedural and administrative issues, such as filing procedures, expiration of building permits, occupancies and enforcement of safety procedures in dangerous or unsafe buildings.

Site Improvements

Lincoln currently requires site improvements for all residential developments according to street section standards set forth in its Subdivision Ordinance. Lincoln's improvement standards currently call for the provisions of curb, gutters, and sidewalks in all new residential development. As with all site improvements, there is a cost associated with the installation of curbing, which is passed on to the cost of the land. Because the City allows varying lot widths, e.g. 35, 40, 45, 50, and 60+ feet, the cost for curbs, gutters and sidewalks is charged at \$50.00 per linear foot. This cost is consistent with other communities in South Placer County and northern Sacramento County and are not viewed as a significant constraint to the development of housing, particularly in view of the important role that curbs/gutters/sidewalks play in the overall maintenance of streets and the removal of storm waters from housing projects. There are no other unusual site improvement standards imposed by the City.

Development Fees

The financing of public facilities and services for new development in Lincoln, as in most California jurisdictions, is funded in part by exactions and fees levied against development projects in proportion to the anticipated fiscal impact on the community. In all instances, the fees are determined based on a proportional share of cost necessary to fund capital improvements. In this sense, they are fixed overhead costs that cannot be reduced by policy. Although these fees are necessary to meet City standards, they can have substantial impact on the cost of housing, particularly affordable housing. Lincoln charges a number of permit and development impact fees to cover the cost of processing development requests and providing public facilities and services to new developments. In creating a development fee structure, Lincoln carefully balanced the need to offset the cost of public services with a level of fees that do not inhibit residential development. See Appendix G for a complete fee schedule.

Local Government Processing

All applications are processed in adherence with the California permitting requirements. Currently, applications for residential subdivisions are processed within a 3 to 5 month period; however, applications that are more complex (e.g. annexations) may take up to 12 months because of project pre-planning, environmental review, and Local Agency Formation Commission (LAFCO) review. Processing time is largely determined by the availability of staff time. The city encourages developers to utilize master environmental impact reports in conjunction with planned unit developments in order to expedite the processing of individual development plans.

Permit Processing Procedures

The City of Lincoln meets state-required timelines for the approval of development permits, as shown below (Table A-50). The time required for development approval is not generally a constraint or substantial cost to housing developers. An overly lengthy review process, however, could adversely affect an affordable housing project if the time required to obtain approval affects the proponent's ability to access funding for the project (particularly governmental grants). In such cases, expedited permit review could provide an additional level of certainty

that the amount of time required for project approval will not adversely affect the developer's ability to access funding.

Table A-50

Application Processing Times

Application	Timeframe
Single-family Design Review (Projects with 4 or fewer lots)	Projects associated with 4 or fewer units go through an Administrative Design Review process reviewed and approved by the Community Development Director – 2 to 3 weeks.
Application	Timeframe
Single-family Design Review (Projects with 5 or more lots) and Multi-family Design Review	Review by Design Review Board with Planning Commission approval– Processing time of 30 to 45 days. Required for all single-family residential subdivisions involving 5 or more units; and all new multi-family buildings, duplexes, triplexes, fourplexes, and apartment projects.
Commercial Design Review	Reviewed by Planning Commission. Depending on complexity processing time is typically 2 to 3 months.
Variances	Reviewed by Planning Commission. Processing time is approximately 45 to 60 days.
Tentative Subdivision Maps	Reviewed by both Planning Commission and City Council. Depending on complexity, processing time is typically 2 to 6 months or longer. Final Subdivision Maps go to City Council only.
Projects with Environmental Review	Most Negative Declarations are accomplished within a 45 to 60 day period; however, the City would use the entire 105 period provided by CEQA for projects that are more complex. Environmental Impact Reports can take from 6 months up to the full year period allowed by CEQA. Reviewed and Certified by both Planning Commission and City Council.
Rezone	Reviewed by both Planning Commission and City Council. Process may take anywhere from 3 to 6 months.
Community Plan Amendment and Rezone	Reviewed by both Planning Commission and City Council. Process may take anywhere from 3 months to a year.
General Plan Amendment	Reviewed by both Planning Commission and City Council. Process may take anywhere from 3 months to a year.
Boundary Line Adjustment	Reviewed by City Council. Processing time approximately 45 to 60 days.
Parcel Map	Tentative Parcel Map is reviewed by both Planning Commission and City Council. Processing time is typically 2 to 3 months. The Final Parcel map is reviewed by City Engineer. Processing time approximately 6 weeks
Subdivision Map (Project)	Reviewed by both Planning Commission and City Council. Depending on complexity, processing time is typically 2 to 6 months or longer. Final Subdivision maps go to City Council only.
Conditional Use Permit or Special Use Permit	45 days to 3 Months. Reviewed by Planning Commission.
Temporary Use Permit	45 days. Reviewed by Planning Commission.

Source: City of Lincoln, December 2001.

Conditional Use Permit Process

Chapter 18.56 of the Lincoln Municipal Code regulates the issuance of conditional use permits (CUP). Applications are reviewed by the Planning Commission, which has the authority to approve, conditionally approve, or disprove the application. The Planning Commission meets on the third Wednesday of each month. Application-filing deadlines for a CUP take place one month before the scheduled hearing. Processing time for conditional uses vary from 45 to 90 days depending on project complexity, adjacent issues, and whether additional environmental review is needed. The focus of the CUP typically relates to neighborhood compatibility (i.e. architectural design, setbacks, parking, orientation, etc.).

Following a public hearing, a conditional use permit is subject to findings by the Planning Commission, such as:

- the proposed use is substantially similar in characteristic to a use or uses currently within the district;
- the proposed use would be appropriate in the district applicable to the property as a permitted or conditional use; and
- the proposed use would not be detrimental to the health, safety, peace and morals, comfort and general welfare of the community.

The CUP process addresses impacts of the use, not the user. The CUP process does not act as a constraint to the development of affordable housing because:

- it does not add significant time or delay to the approval of projects;
- the Planning Commission does not impose additional development standards through the CUP, but addresses the findings that are described in Chapter 18.56 of the Zoning Ordinance; and
- the City's CUP application packet provides clear direction on the process and standards for review.

Multi-family uses are permitted by right in the City's R-2 and R-3 districts; however, a multi-family project in the Commercial, Mixed-Use, and some Planned Development districts (e.g.. the Village Commercial (VC-1) in the Twelve Bridges Specific Plan) would require the approval of a CUP. The issuance of a CUP by the City for multi-family projects within these districts does not require additional permits or development standards beyond the findings required by the Planning Commission, as described above.

It has been the City's experience that professional developers of high-density housing almost always schedule a few informal visits with the staff to discuss their proposed project prior to submitting an application. Oftentimes a meeting takes place while they are still weighing their options for the purchase of available land. Usually subsequent meeting(s) occur during the course of their land pre-purchase/due diligence phase when they are gathering as much information on the proposed site.

If it is determined that a developer would need a CUP to proceed with City approvals, it is the City's policy to provide as much information as possible. The City's website

(www.ci.lincoln.ca.us) is a resource where development applications, application schedules, Municipal Code Zoning Standards, Design Review Chapter, Subdivision Ordinance, parking requirements, General Plan, Housing Element, City Agendas, staff reports, contacts for further information, phone numbers, and a current projects list can all be found. The City's website also provides links the California Environmental Quality Act (CEQA), California Subdivision Map Act, The Planning Commissioner's Handbook, and California Planning Zoning and Development Law.

Housing for Persons with Disabilities

As noted in the Special Needs section of the this Housing Needs Assessment Report, persons with disabilities have a number a housing needs related to accessibility of dwelling units; access to transportation; employment, and commercial services; and alternative living arrangements that include on-site or nearby supportive living services.

The City ensures that new housing developments comply with California building standards (Title 24 of the California Code of Regulations) and federal Americans with Disabilities Act (ADA) requirements for accessibility. Sites zoned for Medium and High Density Residential uses, Business and Neighborhood Professional and Commercial zones that allow for mixed-uses (see Policy 10 of the Housing Element) are located along arterial streets and transportation corridors to facilitate access and accessibility for persons with disabilities.

A recently approved 230 unit assisted/independent living senior housing project will be constructed in the near future that will help meet the needs of persons with disabilities. The City's Planned Development standards for the mixed-use zones also allow a wide variety of housing unit types that could meet the needs of, and provide accessibility to services and transportation to, individuals with disabilities.

Procedures for Ensuring Reasonable Accommodations

The City of Lincoln has established procedures to ensure that reasonable accommodations are made for persons with disabilities. Individuals with disabilities can telephone the City, send an e-mail, write a letter, stop by City offices, or appear at a Planning Commission or City Council meeting to request special accommodation or variance from the requirements of City zoning or building codes due to a disability.

The City has variance and encroachment permit processes to accommodate special structures or appurtenances, such as handicapped access ramps or lifts, needed by persons with disabilities.

Variance Permit Procedure. The City will grant variances from zoning standards (such as for yard and setback requirements) to accommodate the needs of persons with disabilities. Applications involving variances of 35 percent or less of the applicable standard (for example, a request to reduce a yard requirement by up to 35 percent) can be handled administratively by the Planning Division of the Community Development Department. A request for a variance to accommodate handicapped access needs would most likely fall within the realm of an administrative approval and can be handled in two weeks or less. The Community Development Director's decision to approve such a

variance may be appealed to the Planning Commission at a public hearing. An application for a variance of more than 35 percent of the applicable zoning standard requires approval of the Planning Commission, which typically takes between 45 and 60 days (see Table A-50).

Encroachment Permit Procedure. Encroachments permits for structures within public rights-of-way are also handled administratively, but by the Public Works Department. Such permits are typically approved in less than 30 days for minor encroachments of the type needed for handicapped accessibility. The Public Works Director's decision to deny an encroachment permit may be appealed by the applicant to the City Council, which must conduct a public hearing and make a final decision within 45 days of an appeal.

The City believes that its permit processes for variances and encroachments are relatively simple and expeditious and do not constitute a constraint to reasonable accommodations for persons with disabilities. A recent example of an approved variance is a homeowner who had an older home with a substandard front yard setback. The owner indicated a need for a handicapped ramp to be installed within the front yard setback area. The City allowed the homeowner to install the handicapped ramp through an administrative permit that was issued in several days. Similarly, older commercial properties in the downtown area have been allowed to retrofit handicapped ramps within city rights-of-way through the issuance of encroachment permits.

Efforts to Remove Regulatory Constraints for Persons with Disabilities

The State of California has removed any City discretion for review of small group home projects (six or fewer residents). The City does not impose additional zoning, building code, or permitting procedures other than those allowed by state law. There are no City-initiated constraints on housing for persons with disabilities caused or controlled by the City.

The City also allows residential retrofitting to increase the suitability of homes for persons with disabilities in compliance with ADA requirements. Such retrofitting is permitted under Chapter 11 of the 1998 version of the California Code. The City works with applicants who need special accommodations in their homes to ensure that application of building code requirements does not create a constraint. The City's Zoning Ordinance has been reviewed for Chapter 11 compliance and determined that was found to be compliant. Nevertheless, it may be desirable to clarify at Section 18.38.050 of the zoning ordinance that retrofitted handicapped ramps are permitted in setback areas to the degree they are designed to ADA standards and obtain necessary City building and/or encroachment permits.

Information Regarding Accommodation for Zoning, Permit Processing, and Building Codes

The City implements and enforces Chapter 11 of the 1998 California Code, which is very similar to ADA. The City provides information to applicants or those inquiring of City regulations regarding accommodations in zoning, permit processes, and application of building codes for persons with disabilities.

Zoning and Other Land Use Regulations

As part of the update of the City Housing Element in 2002, the City of Lincoln conducted a comprehensive review of its zoning laws, policies and practices for compliance with fair housing law. The City has not identified zoning or other land use regulatory practices that could discriminate against persons with disabilities and impede the availability of such housing for these individuals.

Examples of the ways in which the City facilitates housing for persons with disabilities through its regulatory and permitting processes are:

- The City allows some variation from the application of its parking standards. Section 18.44.160 of the Zoning Ordinance titled “Uses Not Listed” would allow for example the reduction of parking spaces for a unique use such as a senior housing project. Similarly Section 18.44.240 “Dimensions and Layout of Spaces” provides the Planning Department with the authority to establish and approve parking stalls and maneuvering areas other than those set in the ordinance. An example would be the inclusion of smaller golf cart parking stalls in a large retirement community that has an approved Golf Cart Transportation Plan.
- The City permits group homes of all sizes in all residential districts. All of the City’s commercial zones also allow group homes. The City has no authority to approve or deny group homes of six or fewer people, except for compliance with building code requirements, which are also governed by the State of California.
- The City does not restrict occupancy of unrelated individuals in group homes. The City’s zoning ordinance and General Plan are silent with regard to defining what constitutes a “Family”.
- The City permits housing for special needs groups, including for individuals with disabilities, without regard to distances between such uses or the number of uses in any part of the City. The Land Use Element of the General Plan does not restrict the siting of special need housing.

Permits and Processing

The City does not impose special permit procedures or requirements that could impede the retrofitting of homes for accessibility. The City’s requirements for building permits and inspections are the same as for other residential projects and are fairly simple and straightforward. City officials are not aware of any instances in which an applicant experienced delays or rejection of a retrofitting proposal for accessibility to persons with disabilities.

As discussed above, the City allows group homes of six or fewer persons by right, as required by state law. No conditional use permit or other special permitting requirements apply to such homes. The City does require a Conditional Use Permit for group homes of more than six persons in all residential and commercial zones that allow for residential uses.

The City does not impose special occupancy permit requirements for the establishment or retrofitting of structures for residential use by persons with disabilities. If structural improvements were required for an existing group home, a building permit would be

required. If a new structure were proposed for a group home use, Design Review would be required as for any other new residential structure. A new group home proposed for than six persons would still need Design Review approval which would be reviewed concurrently with the review of the Conditional Use Permit application. To the City's knowledge, its Design Review process has not been used to deny or substantially modify a housing project for persons with disabilities to the point where it is no longer feasible.

All residential projects in Lincoln require some level of Design Review. The first level is Administrative Design Review where the parcel on which the proposed home is proposed was created prior to July 1, 1979. The Community Development Director or his designee reviews the project for compatibility issues and architectural merit. Generally these projects are approved outright no later than 10 days if the criteria are met satisfactorily. On parcels created after July 1, 1979 require that a staff report be drafted for the Planning Commission's review. The Commission then has 10 calendar days to contact staff if they desire to have the matter referred to the Commission for hearing – otherwise the proposal is deemed administratively approved. This enables applicants to proceed on their proposals without having to wait for the next regularly scheduled Commission Meeting. Administrative Design Review fees are charged in this instance. The hearing process is the same for group homes and special needs housing for persons with disabilities as for other residential projects.

Building Codes

The City provides reasonable accommodation for persons with disabilities in the enforcement of building codes and the issuance of building permits through its flexible approaches to retrofitting or converting existing buildings and construction of new buildings that meet the shelter needs of persons with disabilities. The City of Lincoln adopted and implements the 1997 Uniform Building Code (UBC) and 1998 California Code, which incorporates and amends the 1997 UBC. The State of California recently adopted the 2000 International Building Code. Lincoln will implement the provisions of that code in the near future. Until that time, the 1997 UBC/1998 California Code will be the applicable code the City is required to enforce under state law. The only additions to the uniform code that the City has adopted are:

- requiring multi-family housing to be fire sprinkled; and
- requiring Class "A" roof materials due to high fire hazard.

Universal Design Element

The City has not adopted a universal design ordinance governing construction or modification of homes using design principles that allow individuals to remain in those homes as their physical needs a capabilities change. A bill pending before the Legislature, AB 2787, would require HCD to develop guidelines and a model ordinance consistent with the principles of universal design. Rather than attempt to "reinvent the wheel," Lincoln will consider a model ordinance prepared by the State of California before adopting its own ordinance.

Conclusion

In light of current and proposed planning policies and zoning regulations, the City believes that it has mitigated any potential constraints to the availability of housing for persons with disabilities.

Second Unit Requirements

Lincoln currently follows the standards prescribed in the Government Code for all applications of second dwelling units. The City of Lincoln does not have additional standards in the City's Municipal Code. Government Code Section 65852.2 allows second dwelling units permitted by special or conditional use if the second unit complies with all of the following.

1. The unit is not intended for sale and may be rented.
2. The lot is zoned for single-family or multi-family use.
3. The lot contains an existing single-family dwelling.
4. The second unit is either attached to the existing dwelling and located within the living area of the existing dwelling, or detached from the existing dwelling and located on the same lot as the existing dwelling.
5. The increased floor area of an attached second unit shall not exceed 30 percent of the existing living area.
6. The total area of floor space for a detached second unit shall not exceed 1,200 square feet.
7. Requirements relating to height, setback, lot coverage, architectural review, site plan review, fees, charges, and other zoning requirements generally applicable to residential construction in the districts in which the property is located.
8. Local building code requirements that apply to detached dwellings, as appropriate.
9. Approval by the local health officer where a private sewage disposal system is being used, if required.
10. Parking requirement for second units shall not exceed one parking space per unit or per bedroom.

Manufactured Housing and Mobile Home Park Standards

Mobile homes are permitted as a conditional use in every district in which single-family dwellings are permitted in Lincoln. Mobile homes located outside a mobile home park must conform to all residential use development standards for the zoning district in which it is located.

According to the Lincoln Zoning Ordinance a mobile home should conform to the following criteria.

1. It is to be occupied only for residential purposes.

2. It conforms to all requirements for single-family structures applicable to the district in which the mobile home will be located including, but not limited to, height requirements, setback requirements and the requirements of the R-1 district.
3. It is certified under the National Home Construction and Safety Act of 1974.
4. It is to be attached to a permanent foundation system approved by the building inspector of the City of Lincoln.

The City has existing standards in the Municipal Code that establish conditions and architectural requirements for manufactured housing to assure the compatibility of with the surrounding area. Chapter 18.60 requires manufactured homes to obtain a certificate of compatibility before approval. Although the requirement of a certificate of compatibility is still in the Lincoln Municipal Code, the City does not enforce these requirements and an action item will be initiated as part of the 2002 Housing Element update to remove Chapter 18.60 from Title 18 (Zoning).

Parking Requirements

The City of Lincoln Municipal Code prohibits off-street parking spaces from the required front-yard, side-yard, or rear-yard setback areas in residential R-1, R-2, and R-3 districts (Section 18.44.030). Single-family dwelling units currently require two covered off-street parking spaces per dwelling unit in the form of a two-car garage or carport. In instances where rear-yard access is available and two parking spaces can be provided in the rear-yard, such stalls can be uncovered as long as the stalls comply with all other provisions of the off-street parking regulations. Duplexes are required to provide a two-car garage or carport per family unit, while multi-family complexes are required to provide one and one-half spaces per family unit to be located in a garage or carport. Parking requirements in the City are not considered excessive or a constraint on residential development.

Design Review

The purpose of Lincoln's Design Review process is to encourage development in agreement with the desired character of the City through the review of architectural features and site plans. Design review in the City of Lincoln consists of two steps. The first step is a Pre-Design Review discussion between the project sponsor and planning staff to: (1) help the project sponsor understand the design guidelines; (2) establish design criteria applicable to the site and use; and (3) answer any questions the project sponsor may have. If after meeting with the applicant and all outstanding issues can be either addressed or mitigated, the project is then scheduled for review either with the Design Review Board, who subsequently makes recommendations to the Planning Commission or Administrative Design Review, conducted by the Community Development Director. Administrative Design Review takes two to three weeks, while Design Review Board review takes 30 to 45 days.

Single-family projects with four or fewer units go through an Administrative Design Review process under the approval of the Community Development Director. Single-family projects with five or more units and all other multi-family duplexes, triplexes, fourplexes, and commercial projects are required to submit an application for design review to the Design Review Board, who then makes recommendations to the Planning Commission for approval.

Applicants are strongly encouraged by the City to meet with members of the Public Works and Fire departments during the pre-application process to identify pertinent issues.

Some of the issues typically involved in Design Review are related to consistency with the approved standards of the General Development Plan (if applicable), traffic generation on the adjacent street system, access, noise, light spillage, public services, phasing, and the overall architectural concept. Design Review in Lincoln is not applied to the expansion or remodeling of single-family units, nor to the construction of accessory buildings on a single-family lot.

The City's Zoning Ordinance and Design Review application packet are very explicit as to the guidelines, procedures, and filing deadlines that must be followed throughout the Design Review process. The Design Review process gives the applicant certainty that if the guidelines and procedures in the Zoning Ordinance are followed correctly, the project can be approved with minor modifications. The City's Design Review process does not act as a constraint to the overall supply and affordability of housing in Lincoln because:

- Design Review does not add significant time or delay to project approval;
- Design Review does not add to, or modify development standards in Chapter 18.68 of the Zoning Ordinance or standards in the applicable General Development Plan; and
- Design Review criteria are explicit and understandable.

The City does not take an excessive amount of time in processing Design Review applications, nor do they require costly building materials. The City also encourages Design Review to be conducted concurrently with other processing procedures to expedite the development permit process even further. The City believes that sufficient Design Review principles are in place to process and facilitate the full spectrum of affordable, moderate and higher income housing.

The following provides further detail on Design Review.

Administrative Design Review

The Administrative Design Review process requires submission of an application to the Community Development Department for all newly constructed residential structures with four or fewer units (including modular/prefabricated dwellings) placed on single-family lots subdivided pursuant to a final parcel map approved by the City Council prior to July 1, 1979 (Section 18.68.010). Within two to three weeks of receiving a complete application, the Community Development Director will render a determination regarding the status of the application to approve, approve with conditions, or deny an application.

In order to be eligible for Administrative Design Review, single-family dwellings are required to meet the following criteria:

1. The new home construction is proposed on land subdivided prior to July 1, 1979.

2. The structure must be covered with an exterior material customarily used in new residential structures in the surrounding neighborhood.
3. The exterior covering material extends to the ground. If a solid concrete or masonry perimeter foundation is used, the foundation shall be textured or colored to match the exterior covering material.
4. The roofing material is of a material customarily used on residential structures in the surrounding neighborhood and the roof pitch is designed to be compatible.
5. The evaluations including the placement of doors, windows, eaves, and gable overhangs are typical for those used in residential structures in the surrounding neighborhood.
6. The dwelling meets all of the requirements for the zoning district, including setbacks, lot coverage, off-street parking requirements and other development standards applicable to the district in which it is to be located.
7. The façade that fronts on the street is designed with sufficient detail to make it visually compatible with residential structure in the area.

Design Review Board

Single-family projects of five or more lots and all other multi-family, duplexes, triplexes, fourplexes, and commercial projects are required to submit applications for Design Review to the Design Review Board. The City's Design Review Board is made up of one City Engineer, one City Planner, one City Administrator or his/her designee, the City Fire Chief or his/her designee, the City Police Chief or his/her designee, and a member of the Planning Commission as appointed by the Commission. The Design Review Board is limited to an evaluation of the architectural theme of the development, general site-compatibility considerations, and the general distribution of the various elevations throughout the development.

After reviewing the project, the Design Review Board will make recommendations to the Planning Commission for approval. Regular meetings of the Planning Commission are held on the third Wednesday of each month. The Planning Commission takes between 30 to 45 days for Design Review processing procedures to approve, approve with conditions, or overrule the recommendation of the Design Review Board. There is generally then one hearing by the Planning Commission and a subsequent hearing by the City Council for approvals.

The City presently has four Specific Plan Developments with their own distinct General Development Plans that contain Design Review Guidelines, policies and standards for each land use that gets to the level of sound wall design, landscaping, heights, setbacks, lot coverage, architectural style, elements and bulk, off-street parking, streetscapes, lighting, etc. Through the evaluation of the following General Development Plans, it can be concluded that the evaluation criteria set forth for Design Review and the process by which Design Review is conducted does

not pose a constraint or unreasonably require excessive cost or change to the development standards permitted.

2. *Twelve Bridges General Development Plan*
3. *Del Webb General Development Plan*
4. *Lincoln Crossings General Development Plan*
5. *Joiner Ranch General Development Plan*

ENERGY CONSERVATION OPPORTUNITIES

The opportunities for energy conservation stem primarily from the fact that most of the future residential development will occur on land that is not constrained by existing roads and infrastructure. Energy conservation can be achieved, therefore, through site development planning to reduce the need for vehicular trips by:

- providing pedestrian access to commercial and recreational facilities;
- providing mixed use development;
- providing for higher densities that would make public transit economically feasible; and
- requiring landscaping to control solar gain in buildings and on pavement, channel wind, and provide comfortable micro climates that limit dependence on artificial heating and cooling systems.

Lincoln has a local bus service that takes advantage of the development patterns in the new development areas. The flexibility provided within the City's Planned Unit Development District also offers an opportunity to design residential projects to allow for maximum opportunities in active and passive solar systems. Energy conservation features will be incorporated into the design of structures on the site due to the requirements of Title 24. These measures include low flow plumbing fixtures, efficient heating and cooling opportunities, dual pane windows, adequate insulation and weather stripping.

GENERAL DESIGN STANDARDS

There are many opportunities for conserving energy in new and existing homes. New buildings, by design, can easily incorporate energy efficient techniques into the construction. According to the Department of Energy, the concept of energy efficiency in buildings is the building envelope, which is everything that separates the interior of the building from the outdoor environment: the doors, windows, walls, foundation, roof, and insulation. All the components of the building envelope need to work together to keep a building warm in the winter and cool in the summer.

Constructing new homes with energy-conserving features, in addition to retrofitting existing structures, will result in a reduction in monthly utility costs. There are many ways to determine how energy efficient an existing building is and, if needed, what improvements can be made. Examples of energy conservation opportunities include installation of insulation and/or storm windows and doors, use of natural gas instead of electricity, installation or retrofitting of more efficient appliances and mechanical or solar energy systems, and building design and orientation which incorporates energy conservation considerations.

Many modern building design methods are used to reduce residential energy consumption and are based on proven techniques. These methods can be categorized in three ways:

1. Building design that keeps natural heat in during the winter and keeps natural heat out during the summer. Such design reduces air conditioning and heating demands. Proven building techniques in this category include:
 - location of windows and openings in relation to the path of the sun to minimize solar gain in the summer and maximize solar gain in the winter;
 - use of “thermal mass,” earthen materials such as stone, brick, concrete, and tiles that absorb heat during the day and release heat at night;
 - use of window coverings, insulation, and other materials to reduce heat exchange between the interior of a home and the exterior;
 - location of openings and the use of ventilating devices that take advantage of natural air flow (particularly cool evening breezes);
 - use of eaves and overhangs that block direct solar gain through window openings during the summer but allow solar gain during the winter; and
 - zone heating and cooling systems, which reduce heating and cooling in the unused areas of a home.
2. Building orientation that uses natural forces to maintain a comfortable interior temperature. Examples include:
 - north-south orientation of the long axis of a dwelling;
 - minimizing the southern and western exposure of exterior surfaces; and
 - location of dwellings to take advantage of natural air circulation and evening breezes.
3. Use of landscaping features to moderate interior temperatures. Such techniques include:
 - use of deciduous shade trees and other plants to protect the home;
 - use of natural or artificial flowing water; and
 - use of trees and hedges as windbreaks.

In addition to natural techniques, a number of modern methods of energy conservation have been developed or advanced during the present century. These include:

- use of solar energy to heat water;
- use of radiant barriers on roofs to keep attics cool;
- use of solar panels and other devices to generate electricity;
- high efficiency coating on windows to repel summer heat and trap winter warmth;
- weather-stripping and other insulation to reduce heat gain and loss;
- use of natural gas for dryers, stovetops and ranges;
- use of energy efficient home appliances; and
- use of low-flow showerheads and faucet aerators to reduce hot water use.

Natural space heating can be substantially increased through the proper location of windows and thermal mass. Use of solar panels can generate 1,000 watts of electricity on a sunny day. This can constitute more than enough power for daily residential operations.

APPENDIX B

Complete Evaluation of Achievements – 1996 Housing Element

For each of the City's 1996 Housing Element policies, the policy text is reproduced below along with the program action(s) and objective(s). The complete evaluation and analysis of the City's achievements follows in *italics* with the City's recommendations in **bold**.

GOAL FOR HOUSING QUALITY

Promote the construction of a variety of housing types that meet safe standards with a minimum of environmental impact and that provide a choice of location, preserve existing neighborhoods, and have adequate public services.

POLICY 1:

To ensure that new housing efficiently uses land, is energy efficient, and causes a minimum of environmental impact.

Action 1a.

The City will continue to require environmental reviews on residential development proposals in order to assess the impacts of proposed developments.

Objective:

Require that an environmental review be done for all residential development proposals requiring a tentative map or use permit approval.

Achievements:

The City requires an environmental assessment be conducted for all residential development proposals requiring tentative maps or use permit approvals. Environmental reviews are prepared in compliance with the California Environmental Quality Act (CEQA) (California Code of Regulations, Sections 15000 et seq.) and the California Subdivision Map Act (California Government Code, Sections 66473-66498).

City recommends continuation of this action with language modifications.

Action 1b.

The City will continue to enforce the energy regulations as specified in Title 24 of the California Administrative Code. The Planning Commission, in reviewing development projects, will review orientation with a view to energy conservation.

Objective:

Require compliance with energy regulations.

Achievements:

The City enforces energy regulations and standards, as specified in Title 24 of the California Administrative Code, and requires calculations of energy compliance to be submitted with all building applications.

City recommends continuation of this action with language modifications.

POLICY 2:

To promote the construction of good quality and safe homes, the preservation of existing neighborhoods, and the elimination of unsafe housing.

Action 2a.

The City will include funds in its budget to continue its building code enforcement program for new and existing units. A report on building inspection activities, including recommendations for additional actions, will be transmitted to the City/County periodically.

Objective:

To budget for continuation of building code enforcement and prepare an annual report on activities for the City Council.

Achievements:

Since the Housing Element was last updated in 1996, Lincoln has hired a full-time Code Enforcement Officer to manage code enforcement activities in the City. Code enforcement is conducted on a case-by-case complaint basis. The building code enforcement's budget is approximately \$230,000 (fiscal year 2001/02). These funds are generated through 25 percent General Fund monies and 75 percent Development Services Fund monies. Between 1995 and 2000 the City did not prepare annual reports to the City Council on code enforcement activities. Upon the hiring of a full-time code enforcement officer and additional City staff in 1999/2000, the City was able to prepare a report on code enforcement activities in 2001. The City expects to prepare a code enforcement report to the City Council annually from 2002 and on.

City recommends continuation of this action with language modifications.

Action 2b.

The City will submit an application for Small Cities Housing and Community Development Block Grant funds each time applications are being accepted. The application will place priority on preservation and improvement of existing neighborhoods and housing productions.

Objective:

To submit an application in 1995 and 1997.

Achievements:

Applications were not submitted in 1995 or 1997 for Small Cities Housing and Community Development Block Grant funds, due to a lack of City staff. In 1998, the City applied for a CDBG housing rehabilitation grant and was awarded a total of \$500,000 in funding (\$86,832 Public Works Sewer Lateral Grants Project, \$375,668 housing rehabilitation, and \$37,500 general administration). The 1998 CDBG Housing Rehabilitation Loan Program funded 14 housing rehabilitation projects with the help of Redevelopment Agency set-aside funds; eight of the participants were very low-income households, four were over age 60, and five were disabled. In 1999, the City applied for, but was not funded, a CDBG grant of \$272,680 in housing rehabilitation monies and \$97,320 for CalWorks programs. The City also applied for, but was not funded, a 2000 CDBG grant of \$184,500 in housing rehabilitation monies and \$200,780 for the Hoitt Sewer Main replacement.

City recommends this action be incorporated into the 2002 Housing Element program action(s), where applicable, as a potential funding source.

Action 2c.

The City will annually review eligibility requirements for other federal and state programs and will submit applications for any program that provides funding for neighborhood preservation or improvement and has a reasonable chance for funding.

Objective:

To review eligibility for programs each year through 1996. To submit an application to each program for which the City is eligible.

Achievements:

In 2000, the City was successful in applying for \$287,000 in a HOME grant that funded the City's new HOME 2000 Owner Occupied Housing Rehabilitation Program. In November of 2001, the City applied once again for funding under the HOME grant in the amount of \$287,000 and received notice that they were funded. To-date two homes have been rehabilitated under the HOME 2000 grant, with an additional five more in the application process. In 2001 the City applied for, and received, \$250,000 in CDBG funds for the purpose of establishing a first-time homebuyer program. This program is not yet active but is expected to be by fall of 2002. A Planning and Technical Assistance CDBG grant was also awarded in the amount of \$18,420 to fund an exterior housing conditions survey conducted for the City by Mercy Housing California. This housing conditions survey will be incorporated as a part of the 2002 Housing Element Update. The City anticipates the results of this survey may lead to further funding for housing rehabilitation.

City recommends this action be incorporated into the 2002 Housing Element program action(s), where applicable, as a potential funding source.

POLICY 3:

To ensure that existing and new neighborhoods receive an adequate level of public services, public facilities, and public protection.

Action 3a.

The City will include, in all applications for federal or state funds for neighborhood improvement, programs for the construction of needed public improvements, such as: curbs, sidewalks, gutters, and drainage facilities.

Objective:

To submit Community Development Block Grant applications containing neighborhood preservation programs.

Achievements:

Out of the 1998 CDBG housing rehabilitation grant the City was awarded \$86,832 for the Public Works Sewer Lateral Grants Project. The City applied, but did not receive funding, for a 2000 CDBG grant application of \$200,780 for the Hoitt Sewer Main Project. The City has acknowledged that federal and/or state funds are difficult to obtain for needed public improvements such as, curbs, sidewalks, gutters, and drainage.

City recommends this action be incorporated into the 2002 Housing Element program action(s), where applicable, as a potential funding source.

Action 3b.

The City will ensure that dedication of land or payment of impact fees for mitigation of impacts on schools is done to school district standards as a condition of development approval.

Objective:

To ensure fees are paid or land is dedicated for provision of school facilities.

Achievements:

The City follows state requirements to ensure the dedication of land or payment of impact fees is provided to the Western Placer Unified School District. The developer must enter into a school impact agreement with the school district and pay all impact fees before the City issues a building permit. For larger specific plan projects school sites are delineated within the project area prior to approval. Western Placer Unified School District annually reviews the need for increases in the amount of impact fees.

City recommends continuation of this action with language modifications in combination with Actions 3c and 3d.

Action 3c.

The City will continue to require that impact fees for needed services be collected from new residential developments, and will review the amount of fees annually.

Objective:

To collect impact fees with each permit and to review the need for increases each year.

Achievements:

The City collects all permit and impact fees, excluding school fees, with each new building permit issued. Impact fees are assessed annually by the Community Development Department and fee increases are recommended to the City Council accordingly. As of January 1, 2001, the City is collecting a Capital Facilities Impact Fee for Placer County.

City recommends continuation of this action with language modifications in combination with Actions 3b and 3d.

Action 3d.

The City will continue to review the economic impact of each proposed residential development on City provided services and will continue to impose conditions as warranted, including collection of impact fees to maintain City services at adequate levels.

Objective:

To impose conditions on projects, including collection of impact fees to maintain an acceptable level of services.

Achievements:

To be able to maintain City services at adequate levels, the City collects development impact fees from all residential projects as a function of the Public Facilities Element. This is an ongoing process the City is responsible for and reviews are made annually to assess the need for fee increases.

City recommends continuation of this action with language modifications in combination with Actions 3a and 3c.

POLICY 4:

To encourage an overall balance of housing types within the City.

Action 4a.

The City will review the impact of proposed housing through the environmental review process. If the review indicates that there is an imbalance of any one housing type within the City's overall housing stock, the City will work cooperatively with the developer to develop impact mitigation requirements as a condition of approval.

Objective:

To establish a balanced housing stock.

Achievements:

The City has done its best to try and establish a balanced housing stock with the approval of residential developments and in working with developers. The majority of housing that is currently being built in Lincoln are single-family

homes, market rate rental apartments, and subsidized rental housing. The City has found it difficult to maintain an overall balanced housing stock with current market conditions in the City and the fact that few developers have been interested in the possibility of building “non-traditional” housing in Lincoln such as, condominiums or townhomes.

City recommends discontinuation of this action.

GOAL FOR HOUSING QUANTITY

Encourage the preservation of existing housing and the construction of new housing to meet the needs of all income groups and those with special needs, and ensure that housing opportunities are open to all without regard to race, color, age, sex, religion, national origin, family status, or physical handicap.

POLICY 5:

To promote the preservation of existing homes and the rehabilitation of homes needing repair.

Action 5a.

The City will include a program of home repair and renovation in each Small Cities Housing and Community Development Block Grant or other funding program.

Objective:

To submit applications for the maximum allowed under program guidelines and secure funding to renovate approximately 5 units per year.

Achievements:

As described above in the achievements for Policy 2, Action 2b and 2c, the City has applied for CDBG and HOME grant funds starting in 1998. The City has continued, and will continue, to apply for roughly \$375,000 annually to provide residents with monies for home repair and rehabilitation. In the past with the CDBG grants awarded the City was able to renovate approximately 14 housing units.

City recommends this action be incorporated into the 2002 Housing Element program action(s), where applicable, as a potential funding source.

Action 5b.

The City will annually contact federally-supported public employment and economic assistance programs operating in Placer County to determine if they operate programs of housing repair or energy retro-fit. For example, under funding from the Department of Economic Opportunity, Project Go, Inc., a non-profit community service organization offers energy related home improvements to income qualified residents. Located at 3740 Rocklin Road, Rocklin California, 95677, telephone (916) 782-3443 or 1-800-655-7705, Project Go will fund up to \$2,000 worth of free energy related home improvements to

owner occupied or rental housing for qualifying households. This program is also automatically available to households in which one or more individuals are receiving AFDC, SSI, Food Stamps, or Veteran's or a Survivor's Pension. These improvements consist of attic insulation, door weather-stripping, storm windows, sunscreens, energy efficient showerheads, water heater blankets, outlet gaskets, energy related home repairs (i.e. glass replacement or door replacement) and ceiling fans. Project Go, is accepting applications from income qualified households, and individuals for the next funding cycle in February of 1995. The City will advise households and individuals through pamphlets and posters available at City Hall of Project Go, Inc., and their program operations and will assist in program implementation.

Objective:

To provide energy retrofit and home repair services to low income, handicapped, or elderly households.

Achievements:

Project Go, Inc., a non-profit community service organization, offers energy related home improvement programs and financial assistance with utility bills to income-qualified residents of Placer County. According to contacts with Project Go, residents of Lincoln who are income qualified have taken advantage of this home repair and energy retrofit program. Due to client confidentiality it is not known exactly how many homeowners in Lincoln have participated in Project Go's programs. The Community Development Department contacted Project Go and found they do not provided pamphlets and/or posters of Project Go's programs.

City recommends continuation of this action with language modifications.

Action 5c.

The City will continue to implement the Lincoln Redevelopment Agency housing improvement program.

Objective:

To renovate homes and assist in construction of new houses in the redevelopment area by using tax increment.

Achievements:

Under the 1998 CDBG grant, \$375,668 was allotted for housing rehabilitation projects. With the help of Redevelopment Agency 20 percent set-aside funds approximately 14 homes were rehabilitated. (See Policy 2, Action 2c for the achievements of the HOME 2000 Owner Occupied Housing Rehabilitation Program).

City recommends continuation of this action with language modifications.

POLICY 6:

To ensure that there is sufficient land zoned for a variety of housing types, residential densities, and housing prices that will meet the needs of projected growth.

Action 6a.

The City will continue permitting factory built home units to be located on single-family lots in accordance with state law.

Objective:

To allow factory built home units to be constructed on existing single-family lots intended for elderly, handicapped, low- and moderate-income families.

Achievements:

The City of Lincoln follows state law regulations in allowing factory built homes to be constructed in the City anywhere that single-family homes are permitted. These zoning districts include: Single-family Residential (R-1), Duplex Residential (R-2), and Residential Estate (R-E). The City requires factory built homes to be subject to design review, just as single-family homes are. To-date one (1) factory built home has been constructed on a permanent foundation in an R-1 district.

City recommends continuation of this action with language modifications.

Action 6b.

The City will maintain land zoned for residential development at least equal to 150 percent of estimated demand. This zoned land will include provision for low, medium, and high density according to the following scale:

Low Density	1-5 Units Per Acre
Medium Density	6-12 Units Per Acre
High Density	13-20 Units Per Acre

By the end of 1995, the City will adopt a Bonus Density Implementing Ordinance as required by the California Government Code. A density increase of 25 percent above the designated density in each category may be achieved provided a certain percentage of the homes are provided for low or very low-income households. The City will ensure that the land use element of the General Plan designated specific properties with low, medium and high density categories, as stated above, and zone land as necessary to meet the needs.

Objective:

To use the following target for land zoned residential:

Low Density	70 Percent
Medium Density	20 Percent
High Density	10 Percent

Achievements:

At the time this policy was adopted the City had land approximately zoned within the 70 percent low-density, 20 percent medium-density, and 10 percent high-density targets, and had sufficient land zoned at least or equal to 150 percent of

estimated demand. Since the adoption of this action, the City has gone through extensive annexations of low-density land, market conditions have favored land zoned in the low-density category, and development of residential homes has occurred at a rapid pace. The City no longer has land zoned at 150 percent of the estimated demand because of these factors. To-date the City estimates that 89.5 percent of land zoned in the City is low-density, 7 percent medium-density, and 3.5 percent high-density.

In June of 1995 the City adopted a density bonus ordinance (Chapter 18.59 of the City's Municipal Code) as required by the California Government Code Section 65915. Lincoln's density bonus ordinance allows the developer to build at 25 percent above the designated density in each applicable zoning category when either 20 percent of the units are affordable to low-income households or 10 percent of the units are affordable to very low-income households.

City recommends discontinuation of this action.

Action 6c.

The City will continue to evaluate the benefits of the mixed-use district in the City zoning ordinance, to allow for housing cost reductions through a combination of commercial and residential use on the same parcel.

Objective:

To determine if a mixed-use district would cause housing cost reductions and make ongoing recommendations to City Council

Achievements:

Lincoln allows residential development through a conditional use process in the City's Commercial District, excluding Specific Plan and Planned Development areas, subject to the requirement standards of Chapter 18.16 (R-3 Multiple Residential District) of the Lincoln Municipal Code. Recent Planned Development projects in Lincoln have incorporated mixed-use areas as well; in some cases residential development is permitted as of right in commercial districts (e.g. Twelve Bridges – Village Commercial and Resort Commercial districts). Residential development is also permitted in areas as part of the City's Downtown Urban Design Plan. The City envisions District 3: Mixed Use Residential, as becoming a mixed use and multi-family development district that will ease the transition from the dense commercial core to the lower density residential pattern of the City (see Exhibit B-1 for map of District 3 areas).

Lincoln has had little interest from developers requesting the incorporation of mixed-use development in the City's Commercial District. To-date there has been no applications from developers submitted to the City wanting to incorporate mixed-use zoning in the City's Commercial District. Due to the lack of mixed-use development history, the City has not determined that a mixed-use district would cause housing cost reductions. With consideration of the information above and the allowance of residential uses in the City's Commercial District and District 3: Mixed Use Residential, the City believes that there is no need for an additional mixed-use district in the City's Zoning Ordinance.

City recommends discontinuation of this action.

POLICY 7:

To encourage and assist the construction of a variety of housing types with varying densities and prices, for both sales and rental, that are affordable to all income groups, particularly low income and special needs groups.

Action 7a.

The City will continue to cooperate with and advise developers in the use of Planned Unit Development zoning to reduce housing costs by utilizing various techniques, such as: zero lot lines, cluster development, narrower streets and fewer dedication requirements.

Objective:

To encourage all developers to use PD zoning and cost reducing techniques.

Achievements:

Lincoln encourages developers to meet with the City prior to the submittal of any project. This pre-submittal meeting can include a discussion of the possibilities involved with Planned Unit Development zoning. Chapter 18.32 of the City's Zoning Code explains the purpose, function, and requirements of the Planned Development District (PD). As part of PD projects the City has allowed zero lot lines, narrower streets, and clustering of housing. Twelve Bridges, Sun City Lincoln Hills, and Lincoln Crossing are three recent examples of projects in Lincoln that have taken advantage of PD zoning. To-date the City has not tracked whether or not the use of Planned Development zoning causes a reduction in the cost of housing.

City recommends continuation of this action with language modifications.

Action 7b.

The City will review its building code, zoning ordinance, subdivision ordinance, and processing procedures every two years to identify and eliminate requirements that are unnecessary or unreasonably impact the cost of housing.

Objective:

To perform reviews to identify and eliminate unnecessary requirements.

Achievements:

Lincoln has reviewed its building code, zoning ordinance, subdivision ordinance, and processing procedures every two years since 1996. Through these reviews the City has identified and recommended amendments to the Lincoln Municipal Code. Examples of amendments to the Municipal Code since 1996 that benefit the development of housing include, but are not limited to the following:

- *The addition of an administrative design review process has allowed for faster processing times of single-family developments with four or fewer units under the approval of the Community Development Director (14-21 days). Approval of single-family developments with five or more units and*

all other multi-family development must go through the Design Review Board and the Planning Commission's approval process which can take up to 45 days.

- *The allowance of master plan checks for Planned Unit Developments and Specific Plans to facilitate faster processing of building permits.*
- *The adoption of a density bonus ordinance that allows the developer to build at 25 percent above the designated density in each applicable zoning category when either 20 percent of the units are affordable to low-income households or 10 percent of the units are affordable to very low-income households.*
- *Amended the Zoning Ordinance to reduce residential side yard fence setback requirements from 10 feet to 5 feet. Applies to all residential districts (R-1, R-2, R-3, R-E, and R-PD).*
- *Amended the Zoning Ordinance to increase the lot coverage in residential Planned Development (R-PD) districts from 40 percent to 60 percent.*

City recommends continuation of this action with language modifications in combination with Action 7c.

Action 7c.

The City will periodically review development fees to determine the feasibility and methods of reducing fees on housing units designed to serve low-income and special needs groups that include a buyer-screening program and anti-speculation controls.

Objective:

To determine the feasibility and method of reducing fees, and to reduce fees on housing for low-income and special needs groups.

Achievements:

The City has not used screening programs and/or anti-speculation controls. These measures are not necessary to adequately serve low-income and special needs groups in Lincoln. The City periodically reviews development fees and has determined the reduction of fees on any housing units to be very difficult and generally not feasible. Developers can take advantage, however, of density bonuses and other regulatory incentives such as expedited permit processing, in the construction of affordable housing that would reduce the overall development cost of the land. Despite the difficulty of fee reductions, the City has been able to reduce plan check fees from a range of \$672 to \$1,140 (depending on square footage) to a flat fee of \$300. The City also no longer charges \$500 for a certificate of occupancy; it now costs \$15.77.

City recommends continuation of this action with language modifications in combination with Action 7b.

Action 7d.

The City will continue to approve development that provides housing for moderate and above moderate-income groups where consistent with the housing element and zoning ordinance.

Objective:

Approval of housing units for higher income groups.

Achievements:

The City has approved Planned Unit Developments in Lincoln that provide for housing affordable to moderate- and above-moderate income groups. Examples of such developments include, but are not limited to: Sun City Lincoln Hills, Twelve Bridges, and Lincoln Crossing.

City recommends continuation of this action with language modifications.

Action 7e.

The City will ensure its zoning ordinance sections dealing with mobile homes within a single-family district meet the requirements of State Law.

Objective:

Meet State requirements for mobile and manufactured housing on permanent foundations.

Achievements:

The City continues to meet state law requirements for mobile and manufactured housing on permanent foundations. The City allows manufactured housing on permanent foundations in all districts in which single-family homes are permitted. Chapter 18.60 of the City's Municipal Code requires a certificate of compatibility that imposes conditions and criteria on all mobile home developments. These standards are not consistent with state law and an action has been incorporated into the 2002 Housing Element Update to omit this Chapter from Title 18 (Zoning).

City recommends continuation of this action with specified amendments to the Municipal Code.

Action 7f.

The City will ensure that its zoning ordinance provisions dealing with second units within a single-family district meet the requirements of state law.

Objective:

Meet state requirements as set forth in Government Code Section 65852.2.

Achievements:

The City currently follows the standards prescribed in Government Code Section 65852.2 for all applications of second dwelling units. The City does not have additional standards in the City's Municipal Code; however, the City is

proposing to amend the Municipal Code to include a chapter that describes the standards and conditions of applications for second dwelling units according to state law.

City recommends continuation of this action with proposed amendment to the Municipal Code.

POLICY 8:

To participate, whenever eligible, in federal, state, or other programs that assist in providing and maintaining housing affordable to low income and special needs groups.

Action 8a.

The City will request advice from the Department of Housing and Urban Development, the State Department of Housing and Community Development, and the California Housing Finance Agency on actions it can take to assist developers to participate or how the City itself can participate in programs designed to provide affordable housing. Program examples include: Farm Home 515 program, Farm Home 502 program, Mortgage Credit Certificate program, HOME program, Community Development Block Grant etc.

Objective:

To encourage developers to participate in programs to provide affordable housing and to apply for programs the City is eligible for and is in competitive position to proceed. An example to this end is facilitating the construction of the 88 unit low-income Oak Creek Apartment project using Tax Credit Allocations.

Achievements:

The City has assisted developers in obtaining information concerning the programs available that help support the development of affordable housing. Lincoln currently has six affordable multi-family housing projects that were funded through the following: tax credit allocations; Rural Development Units, Farmer's Home Section 515; or HUD Section 8 certificates. Developers have also acted as a silent second for potential homeowners who wish to apply for the City's First-Time Homebuyer Program.

City recommends this action be incorporated into the 2002 Housing Element program action(s), where applicable, as a potential funding source.

Action 8b.

The City will annually review its eligibility for appropriate federal and state programs providing assistance to low-income and special needs groups and will submit an application for programs from which it has reasonable change of obtaining funds.

Objective:

Annual review of eligibility and applications.

Achievements:

Since 1998, the Lincoln City Council has annually reviewed the different possibilities of CDBG funding to discuss what types of projects and/or programs

the City would like to be funded under CDBG grants. As recent as August 2001, the City Council held a public hearing to discuss CDBG local needs and possible activities for the 2001/02 funding cycle under Community Development Block Grant Applications. Possible activities discussed included applying for a General Planning and Technical Assistance Grant (\$35,000), Economic Development Planning and Technical Assistance award (\$35,000), General and Economic Development component of the Small Cities CDBG Program (up to \$500,000), and other eligible activities under CDBG programs such as housing rehabilitation, public services/public works improvements, and first-time homebuyer assistance. The City Council did authorize an application for a Planning and Technical Assistance Grant of \$35,000 under the 2001/02 CDBG Economic Development allocations to conduct a Target Business Retention and Attraction Survey. This survey has been awarded funding and will analyze the demographic, consumer, and market trends in the City of Lincoln to help assist in maintaining and attracting desired and needed businesses to Lincoln.

City recommends this action be incorporated into the 2002 Housing Element program action(s), where applicable, as a potential funding source.

POLICY 9:

To ensure that all laws and regulations prohibiting discrimination in lending practices and the sale and rental of homes are enforced.

Action 9a.

The City will continue to provide a fair housing dissemination program publicizing California Department of Fair Employment and Housing (CDFEH) [telephone (916) 445-9918] anti-discrimination information indicating where advice, assistance, and enforcement activities can be obtained by any person who feels they have been discriminated against in acquiring housing within the City.

Objective:

To provide CDFEH information pamphlets and posters at City Hall, City Library and local newspaper on anti-discrimination and to any person requesting it.

Achievements:

The City provides pamphlets describing tenants' rights and locations/agencies where persons inquiring about equal housing opportunity information can find help. The City also provides referrals to Northern California Legal Services for those who desire legal assistance against discriminatory practices. The City has not specifically provided fair housing dissemination program information from the California Department of Fair Employment and Housing

City recommends continuation of this action with language modifications.

GOAL FOR HOUSING COORDINATION

To continue cooperative and joint activities with other local government, with the private sector, and with citizens that assist in the provision of housing for all income groups.

POLICY 10:

To continue to work cooperatively with neighboring cities and counties to ensure that Lincoln plans for its "fair share" of housing needs.

Action 10a.

The City will continue to monitor its housing program. The City will make available all data gathered on the monitoring program, including:

- Inventory of vacant residential land - annually
- Residential projects in progress - quarterly
- Residential building permits issued - quarterly
- Residential building permits/final - annually
- Inventory of vacant commercial and industrial land - quarterly
- Commercial and industrial projects in progress - quarterly
- Infrastructure and public services capacity - annually

Objective:

Provision of housing monitoring program.

Achievements:

The City's current projects list of residential, commercial, and industrial developments is kept up-to-date monthly and is made available to the public on the City's website (www.ci.lincoln.ca.us). All other data gathered through the City's monitoring of its housing program is made available to the public through the Community Development Department. Since 1996, the City has not annually inventoried vacant residential land; however, the City last conducted a vacant land inventory in 1999. The City tracks residential building permits issued monthly – final residential building permits are reported annually. An inventory of vacant commercial and industrial land has not been conducted since 1996 to-date. Infrastructure and public services are monitored annually for capacity and adequacy of the level of service.

City recommends continuation of this action with language modifications.

Action 10b.

The City will make available for public review each monitoring report concerning the relationship between housing opportunities and employment opportunities and will consider program responses to remedy housing shortfalls.

Objective:

Make report available each year and solicit recommendations for program responses to shortfalls.

Achievements:

Due to a lack of funding and staffing the City has not prepared monitoring reports concerning the relationship between housing opportunities and employment opportunities (i.e. jobs/housing balance). The City does not realistically believe that a monitoring report will occur unless the City hires a consultant to conduct the research and complete the report.

City recommends discontinuation of this action.

Action 10c.

The City will continue to accept its "fair share" allocation goals from the Sacramento Area Council of Governments and will use it for planning purposes.

Objective:

To base housing planning on the City's "fair share" allocation goals of housing need.

Achievements:

The following table provides information on Lincoln's progress in meeting the housing targets from the 1991 SACOG Regional Housing Needs Plan. Between 1990 and 2000 the City exceeded the targeted number of units to be constructed by more than half. Table B-1 (page B-15) also provides the City's progress on the current housing needs planning period (2000-2007) by listing the units constructed in each income category between January 2000 and February 22, 2002. In two years and two months approximately 41 percent of the 2000-2007 SACOG Regional Housing Needs Allocation has been constructed in Lincoln.

City recommends continuation of this action with language modifications.

Table B-1

Estimated Housing Needs by Income Category per Sacramento Area Council of Governments

Income Category	1990-1996 Basic Construction Need Based on the SACOG Regional Housing Needs Allocation¹	1990-2000 Estimated Number of Units Constructed	2000-2007 SACOG Regional Housing Needs Allocation	January 1, 2000 – February 22, 2002 Estimated Number of Units Constructed
Very Low	272 Units	359 Units	1,800 Units	0 Units
Low	192 Units	524 Units	1,232 Units	164 Units
Moderate	239 Units	642 Units	1,475 Units	1,646 Units
Above Moderate ²	439 Units	334 Units	3,296 Units	1,398 Units
Totals	1,142 Units	1,859 Units	7,803 Units	3,203 Units (2/22/02)

Source: City of Lincoln, February 2002.

¹Taken from the 1996 Lincoln Housing Element.

²A family earning an above moderate-income (more than 120 percent of the region's median income) can afford a home in any of the other affordability categories such as moderate- or low-income.

POLICY 11:

To cooperate with and seek the advice of developers, builders, financial institutions, and interested citizens on housing needs and the solutions to housing problems.

Action 11a.

The City will encourage preliminary or informal discussions with developers proposing various methods to provide affordable housing.

Objective:

To encourage preliminary discussions of proposed developments.

Achievements:

The City has not sought the advice of developers, builders, financial institutions, and/or citizens on housing needs and the solutions to housing problems as part of an on-going dialogue on housing issues in Lincoln.

The City staff does encourage preliminary meetings with developers who are interested in submitting a proposal for the development of affordable housing. During these meetings the City provides information to developers regarding their options for developing affordable housing such as, density bonuses, clustering of units, certain zoning ordinance provisions, planned unit development options, and financial assistance incentives.

City recommends discontinuation of this policy and action.

APPENDIX C

Table C-1

Groups Contacted for Participation in Housing Element Update Process

Organizations	
The Salt Mine 590 G Street Lincoln, CA 95648	Golden Village Apartments 1650 First Street Lincoln, CA 95648
St Joseph Church 416 Sixth Street Lincoln, CA 95648	Valle Vista Apartments 1650 First Street Lincoln, CA 95648
Heritage Church 2010 First Street Lincoln, CA 95648	Village at Parkway 455 Joiner Parkway Lincoln, CA 95648
Mercy Housing California 3120 Freeboard Drive, Ste. 202 West Sacramento, CA 95691	Parkview Apartments 1660 First Street Lincoln, CA 95648
Eskaton 5105 Manzanita Avenue Carmichael, CA 95608	Stamas Corporation 3007 Douglas Boulevard, #170 Roseville, CA 95661
Lincoln Senior Citizens Apartments 1655 Third Street Lincoln, CA 95648	Joiner Ranch 5515 Riviera Granite Bay, CA 95746
Sunset Villa Mobile Home Park 152 O Street Lincoln, CA 95648	Oaks at Joiner Ranch 1685 First Street Lincoln, CA 95648
Placer Independent Resource Services 11768 Atwood Road Auburn, CA 95603	Del Webb Northern California 985 Sun City Lane Lincoln, CA 95648
Legal Services of Northern California 190 Reamer Avenue Auburn, CA 95603	

Source: City of Lincoln, 2002.

APPENDIX D

HOUSING CONDITIONS SURVEY METHODOLOGY

In June of 1995 and December of 2001 exterior housing condition surveys were conducted in Lincoln. Each unit within the City limits was evaluated using the survey instrument. Data was collected by Mercy Housing California (formerly Rural California Housing Corporation) and was then input into a computer and processed by a database program.

For exterior condition survey, detailed city maps were used to locate all residential dwellings. The survey instrument and methodology was developed from a standard State of California, Housing Survey format. The exterior housing condition of each unit was evaluated based upon state HCD adopted criteria, which rate the condition of five housing elements: foundation, roofing, siding, windows and doors. The units were identified by address and rated with a numbered assessment for each of these five elements, the total of which comprises the final rating for each unit.

Based on the final rating, each unit can then be categorized as sound, needing minor rehabilitation, moderate rehabilitation, substantial rehabilitation, or dilapidated.

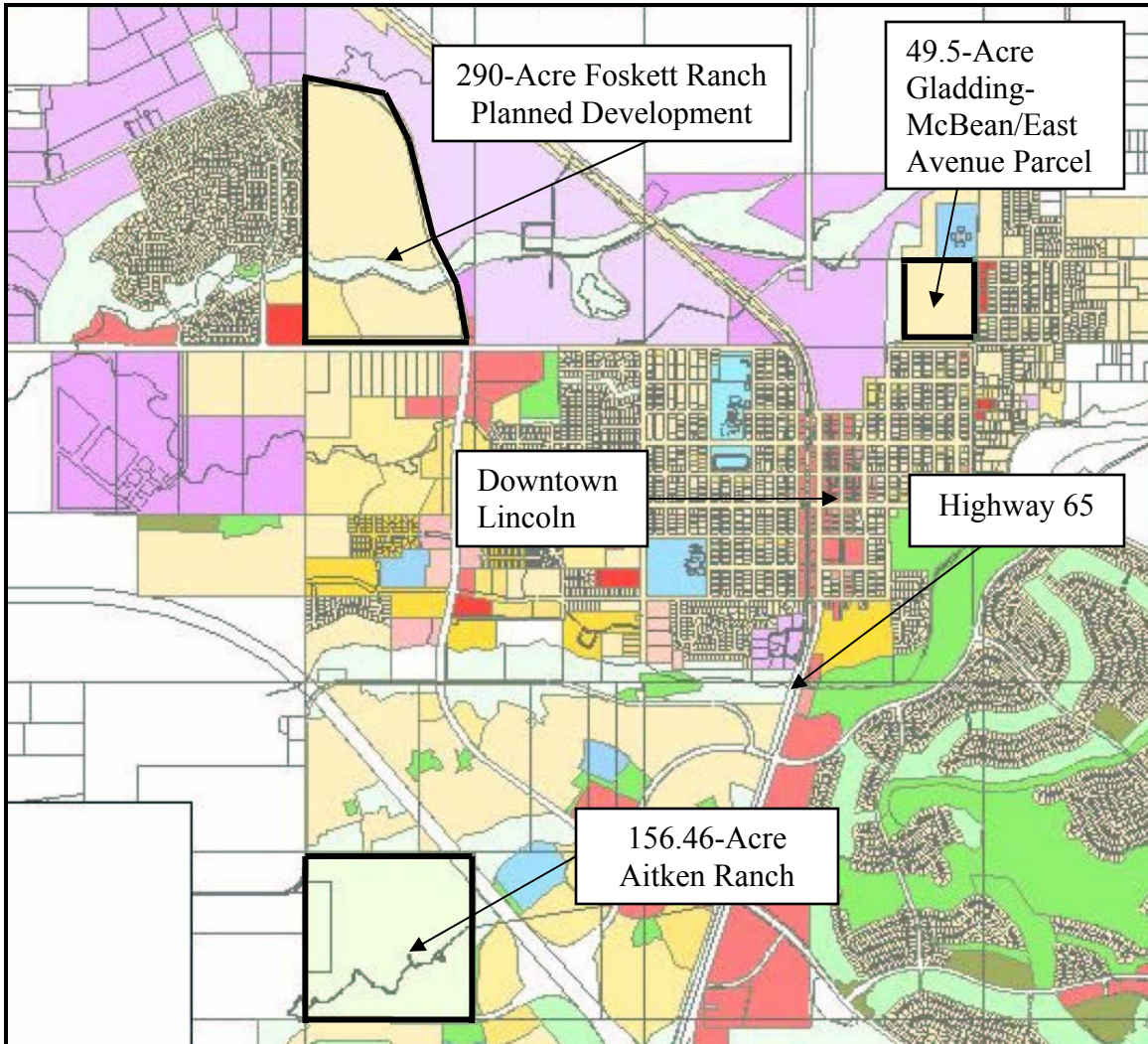
The State criteria rates as "standard/sound" units those that are structurally sound and do not need any repair or show signs of deferred maintenance. These units score nine points or less on the HCD rating system.

- "Minor" rehabilitation are units that appear structurally sound but show signs of deferred maintenance or upkeep. The house may need a roof replacement, or new windows and exterior paint. Scoring 10 to 15 points.
- "Moderate" rehabilitation involves the repair or replacement of more than one rated system. This category varies widely, from a unit that needs new siding to a unit that needs replacement of roof, windows and doors. Scoring 16 to 39 points.
- "Substantial" rehabilitation replaces several major systems, such as complete or partial foundation work, repair or replacement of exterior siding, reconstruction of roof rafters and deck prior to replacing shingles. Scoring 40 to 55 points.
- "Dilapidated" units always have substandard foundations and are in such serious disrepair that basically all rated systems need repair, and compliance with the Uniform Building Code would be cost effective. Scoring 56 points or more.

APPENDIX E

Figure E-1

Sites with High-Density Residential Rezone Potential

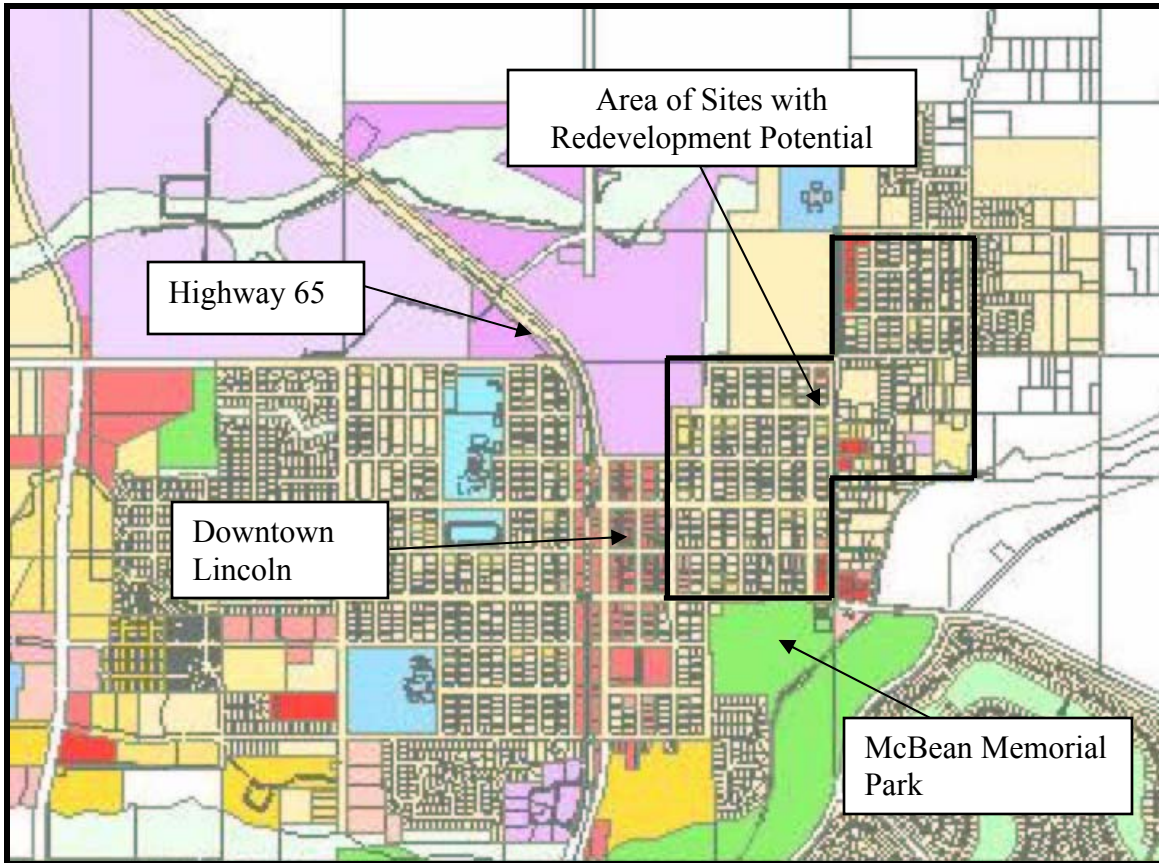


Source: City of Lincoln and Parsons, September 2002.

APPENDIX F

Figure F-1

Sites with Residential Redevelopment Potential



Source: City of Lincoln and Parsons, February 2002.

APPENDIX G

COMMUNITY DEVELOPMENT DEPARTMENT RESIDENTIAL DEVELOPMENT FEES

Table G-1

Application Fees

Application	Fee
Administrative Variance	\$1,240/application
Annexation Review	1-20 acres - \$5,000 21-99 acres - \$10,000 100+ acres - \$15,000
Building Plan Check	\$300 deposit; hourly rates
Building Re-Address Processing	\$180/application
Certificate of Compliance	\$3,595/application
Certificate of Occupancy	\$15.77/certificate
City Council Appeal Process	\$585/application for up to 10 hours of staff time; hourly rate may apply thereafter
Conditional and Special Use Permits	\$1,550/application new construction; \$775/application existing
Conditional Use Permit Renewal	\$300/application
Condominium Conversion Review	\$5,000 deposit; hourly rates
Design Review (total valuation listed based on project)	\$1-\$1,000 = \$50 \$1,001-\$50,000 = \$500 deposit >50K = \$500 deposit plus hourly rates
Administrative Design Review	\$160/application
Design Review/Modifications	\$500 deposit; hourly rates
Development Agreement	\$20,000 deposit; hourly rate
Development Permits	\$1,000/permit
Energy Plan Check and Inspection	\$30/plan check
Environmental Impact Report Review	\$3,800 deposit; hourly rates + any outside charges
Environmental Initial Study	\$1,180/application
Final Map Amendment Review	\$925
Final Map Review	1-50 lots=\$1,570+\$250/lot; >50 lots=\$2,820+\$13.75/lot
Final Parcel Map Review	\$1,280/map
Flood Plain Review	\$180/application
General Plan Amendment	Minimum \$2,000 deposit based on staff estimates; hourly rates

Application	Fee
Mitigated Negative Declaration	\$1,500/application
Negative Declaration	\$1,780/appliation
Parcel Map	\$500+\$15.00/lot
Park and Recreation Tax	\$261 per single-family unit
Park In-Lieu Fee	Fair market value
Planned Unit Development (General Development Plan)	Minimum \$2,000 deposit based on staff estimates; hourly rates
Planning Commission Appeal Process	\$585/application for up to 10 hours of staff time; hourly rates may apply thereafter
Prezoning	1-10 acres=\$170 11-20 acres=\$340 20+acres=\$340 +\$17/acre over 20 acres
Protected Tree Removal Inspection	\$285/appliation (trimming) \$570/application (removal)
Rezone Review	Less than 10 acres=\$3,225 10 or more acres=\$6,445
School Mitigation – paid to Western Placer Unified School District (916) 645-6387 Straight Sterling Fee Mello Roos District Impact Fee	\$3.28/Square Foot \$4.33/Square Foot
Special Planning Commission Meeting	\$1,000 with public hearing \$775 without public hearing
Specific Development Plan Approval	\$2,000 minimum deposit as determined by staff; hourly rates
Specific Development Plan Amendment	\$2,000 minimum deposit as determined by staff; hourly rates
Tentative Parcel Map Review	\$4,870/application
Tentative Subdivision Map Review	1-50 lots=\$7,805/application >50 lots=\$8,350/application
Variance Application	\$3,125/application

Source: City of Lincoln Fee Schedule, 2001.

Table G-2

Residential Fees Paid to City of Lincoln for all New Single-Family Dwellings¹

Service		Fee				
Sewer Connection		\$6,698				
Water Meter – Paid to Public Works		\$345				
Water Connection		\$1,838				
Capacity and Transmission		\$5,011.50				
Energy		\$30				
Park Tax		\$261				
Park in-lieu Fees		\$192				
Community Service		\$3,618				
Occupancy Certificate		\$15.77				
Traffic Mitigation		\$1,838				
Refuse Container		\$85				
Drainage:						
North of Auburn Ravine		\$302				
South of Auburn Ravine		\$419				
Placer County Capital Facilities Impact Fee		\$1,415.62				
Cemetery Fee		\$60.70				
SUB-TOTAL:	1300 SF²	1500 SF	1800 SF	2000 SF	2500 SF	3000 SF
North of Auburn Ravine:	\$21,710.59	\$21,710.59	\$21,710.59	\$21,710.59	\$21,710.59	\$21,710.59
South of Auburn Ravine:	\$21,827.59	\$21,827.59	\$21,827.59	\$21,827.59	\$21,827.59	\$21,827.59
Building Permit	\$1,035	\$1,095	\$1,250	\$1,365	\$1,540	\$1,755
Plan Check	\$300	\$300	\$300	\$300	\$300	\$300
Mechanical Permit	\$170	\$175	\$180	\$185	\$190	\$200
Electrical Permit	\$145	\$155	\$180	\$190	\$200	\$264
Plumbing Permit	\$75	\$77	\$80	\$85	\$95	\$109
Seismic	\$13	\$14	\$17	\$19	\$23	\$27
TOTAL						
North of Auburn Ravine:	\$23,448.59	\$23,526.59	\$23,717.59	\$23,854.59	\$24,058.59	\$24,365.59
South of Auburn Ravine:	\$23,565.59	\$23,643.59	\$23,834.59	\$23,971.59	\$24,175.59	\$24,482.59

Source: City of Lincoln, March 2002.

¹School impact fees not included.

²Square feet.

Note: Some areas, such as the South Lincoln Annexation area and West Lincoln Project area, are subject to the following:
Supplemental Fee - \$200 (contact the Community Development Department for information).