



CHAPTER 7: HOUSING ELEMENT

HOUSING BACKGROUND REPORT

The City of Madera last updated its Housing Element in March 2004. The Element was subsequently certified as legally adequate by the California Department of Housing and Community Development (HCD). The document was intended to serve a planning period from 1998 to 2005. This Housing Element is a comprehensive update of the 2004 Housing Element and is intended to serve a planning period from 2009 to 2014. Upon its adoption, this Element will become part of the General Plan, which is being updated in 2009.

OVERVIEW OF STATE REQUIREMENTS

State law recognizes the vital role local governments play in the supply and affordability of housing. Each local government in California is required to adopt a comprehensive, long-term general plan for the physical development of the city or county. The Housing Element is one of the seven mandated elements of the local general plan. State law requires local gov-

ernment plans to address the existing and projected housing needs of all economic segments of the community through their housing elements. The law acknowledges that, in order for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems that provide opportunities for, and do not unduly constrain, housing development. As a result, housing policy in the state rests largely upon the effective implementation of local general plans and, in particular, local Housing Elements.

The purpose of the Housing Element is to identify the community's housing needs, to state the community's goals and objectives with regard to housing production, rehabilitation, and conservation to meet those needs, and to define the policies and programs that the community will implement to achieve the stated goals and objectives.

State law requires cities and counties to address the needs of all income groups in their Housing Elements. The official definition of these needs is provided by HCD for each city and county within its geographic jurisdiction. State housing law (Government Code Section 65580) requires an assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs. The assessment and inventory must include all of the following:

- Analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels. Such existing and projected needs shall include the locality's share of the regional housing need in accordance with Section 65584.
- Analysis and documentation of household characteristics including level of payment compared to ability to pay, and housing characteristics including the extent of overcrowding and an estimate of housing stock conditions.

- A site-specific inventory of land suitable for residential development, including vacant and underutilized sites, and an analysis of the relationship of zoning, public facilities, and city services to these sites.
- Analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels. These constraints include land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures.
- Analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.
- Analysis of any special housing needs populations, such as those with disabilities, the elderly, large families, farmworkers, the homeless, and single-parent households.
- Analysis of opportunities for energy conservation with respect to residential development.

The Housing Needs Assessment of the Housing Element identifies the nature and extent of the City's housing needs that in turn provide the basis for the City's response to those needs in the Policy Document. In addition to identifying housing needs, the Background Report also presents information on the setting in which the needs occur, which provides a better understanding of the community and facilitates planning for housing.

The following sections satisfy state housing law requirements and provide the foundation for the goals, policies, implementation programs, and quantified objectives. The Housing Element Background Report is organized as follows:

- Demographics and Employment Characteristics and Trends;

- Housing and Household Characteristics;
- Housing Overpayment;
- Future Housing Needs;
- Resource Inventory;
- Energy Conservation Opportunities;
- Current and Past Housing Programs in Madera;
- Evaluation of Existing Housing Element Accomplishments.

These chapters draw on a broad range of informational sources. Information on population, housing stock, and economics comes primarily from the 2000 U.S. Census, the California Department of Finance 2008 projections, and City of Madera records. In addition to the public databases researched to update demographic data, the City incorporated projections reported by Claritas. Claritas is a marketing firm that utilizes an array of original data sources (Census, postal activity, State Departments and other publicly available data) as a basis to calculate demographic projections for localities. Claritas is used as a source throughout Madera's Housing Element Update for 2008 demographic updates. Information on available sites and services for housing comes from numerous public agencies. Information on constraints on housing production and past and current housing efforts in Madera comes from City staff, other public agencies, and some private sources.

General Plan and Housing Element Differences

The Housing Element is one of seven state-mandated elements that every general plan must contain. Although the Housing Element must follow all the requirements of the general plan, the Housing Element has several state-mandated requirements that distinguish it from other general plan elements.

Whereas the state allows local government the ability to decide when to update their general plan, state law sets the schedule for periodic updates (5-year time frame) of the Housing Element. Local governments are also required to submit draft and adopted Housing Elements to the California Department of Housing and Community Development to review for compliance with state law and ensures that the Housing Element meets numerous state mandates. Upon satisfaction of these requirements, the state will certify that the City's Housing Element is legally adequate. Failure to comply with state law could result in potentially serious consequences (e.g., reduced access to infrastructure, transportation, and housing funding; vulnerability to lawsuits) that extend beyond the realm of residential land use planning.

DEMOGRAPHIC AND EMPLOYMENT CHARACTERISTICS AND TRENDS

The purpose of this discussion is to establish the baseline population and employment characteristics for the City of Madera. Some data is presented to show a trend over time (2000 to 2008 where possible) and other data is presented alongside comparable data for Madera County and the State of California depending on availability of data. This facilitates an understanding of the City's characteristics by illustrating how the City is similar to, or differs from, the county and the state in various aspects related to demographic characteristics and needs.

Population

Table H-1 indicates the historic population trends for the City of Madera. As shown in the table, during the past 10 years the City has experienced the greatest rate of growth since the 1950s. Between 1990 and 2000, the City experienced a 48 percent population increase. The State Department of Finance estimates that the annual average population growth between 2000 and 2008 (3 percent) was slower than the growth experienced in the 1990 to 2000 decade (4.8 percent). Claritas projects that the average annual population growth between the 5-year time period, 2008 to 2013, will be lower than the 2000 to 2008 period, signaling that there is a decline in the rate at which the City will grow.

TABLE H-1: CITY OF MADERA POPULATION, 1910 - 2013

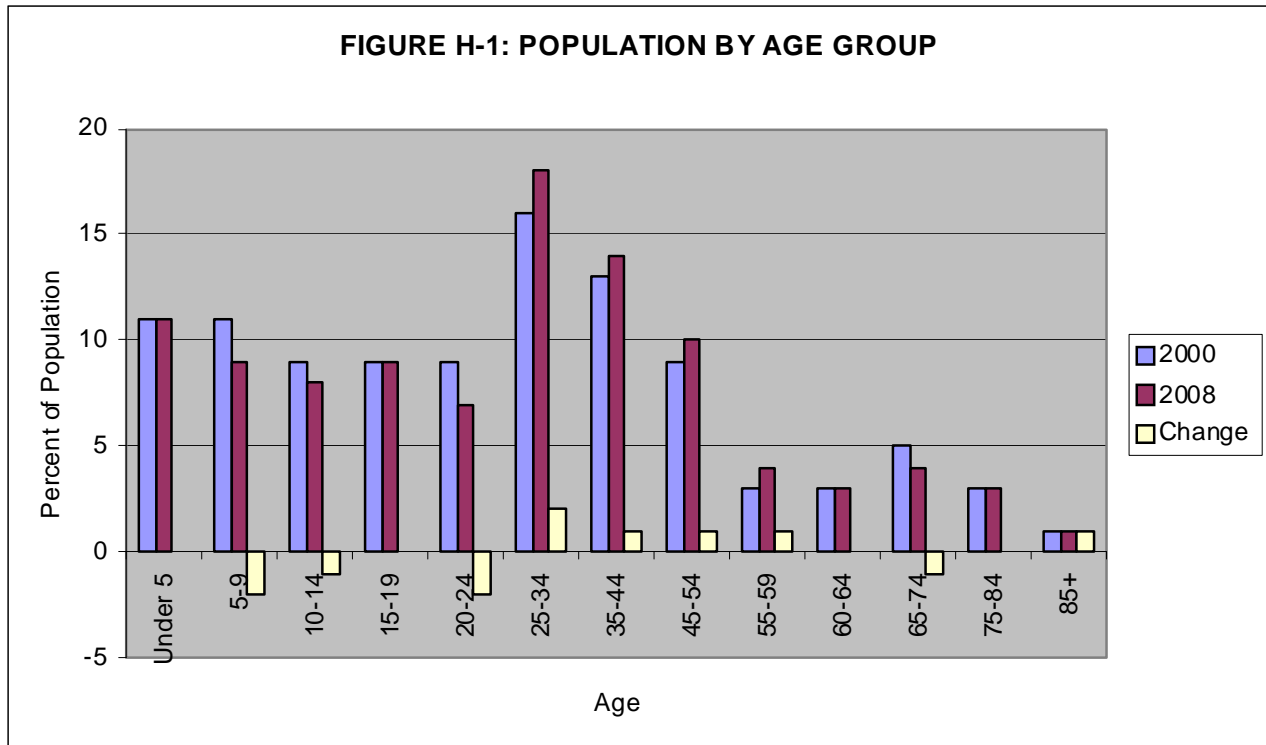
Year	Population	Change	Average Annual Change
1910	2,404	-	-
1920	3,444	1,040	4%
1930	4,665	1,221	4%
1940	6,457	1,792	4%
1950	10,497	4,040	6%
1960	14,430	3,933	4%
1970	16,044	1,614	1%
1980	21,732	5,688	4%
1990	29,281	7,549	4%
2000	43,207	13,926	5%
2008 ¹	56,710	13,503	3%
2013 ²	65,760	9,050	3%

Source: U.S. Census, 1910-2000.

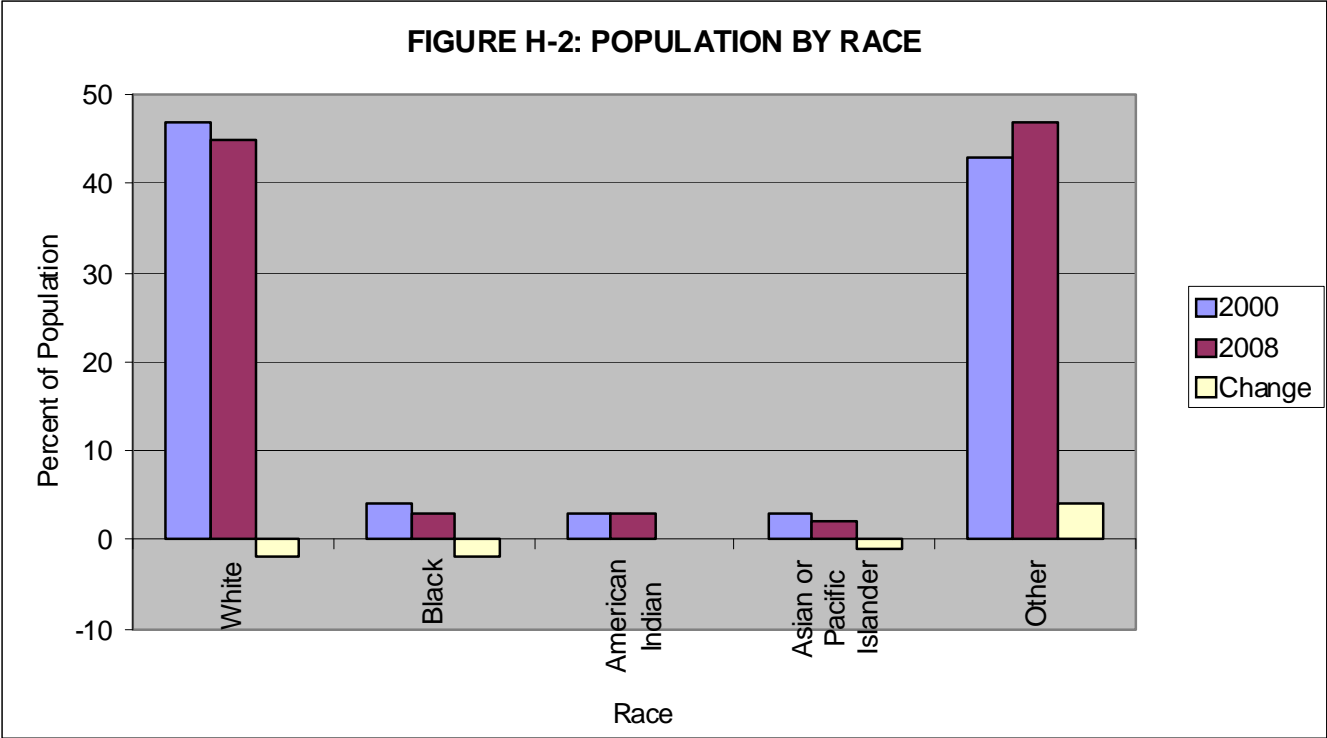
1 Estimate derived from State Department of Finance Table 2: E-5 City/County Population and Housing Estimates, 1/1/2008

2 Projection based on Claritas Report of July 28, 2008.

Table H-2 compares 2000 Census and 2008 estimated data for the City of Madera for a variety of demographic characteristics, including age distribution, sex, ethnicity, household type, and household tenure.



Between 2000 and 2008, the proportion of the City’s population in the 25 to 35 age group grew most rapidly, increasing its share from 15.7 to 17.48 percent of the total. This group was followed by the 35 to 44 age group, which increased from 12.6 to 13.78 percent of the total. The group with the greatest decline in share of Madera’s population was the 20 to 24 age group, which declined from 9 to 6.84 percent. The 2000 to 2008 period saw a decrease in the population of this age group, although a corresponding pattern was not observed from 2000 census figures for this cohort. The 15 to 19 age group population saw an increase of 9.39 percent in 2008. The 55 to 85+ age population did not change between 2000 and 2008, with 14.4 percent and 14.2 percent respectively. The percentage share of the population between the ages 25 and 59, shows that over the 8 year period the City experienced positive growth, which signifies the City’s ability to retain and attract residents that are typically the highest income earners. For example, in 2000 the total percentage share for the 25-59 age groups was 41 percent. In 2008 the percentage share increased to 46 percent.



Females and males accounted for 48.87 percent and 51.13 percent, respectively, of the population in the City of Madera in 2008. These percentages changed only slightly from 2000. In 2000, there were approximately 600 more males than females; currently, the disparity is 1,284 more males than females in the City.

In terms of race, 44.89 (30 percent less than in the U.S.) percent of the population was white in 2008, with 47.4 percent in 2000, down significantly from 57.6 percent in 1990. The “other” population group has also increased, from 43 percent in 2000 to 47 percent in 2008. The black population in Madera has declined from 3.8 percent in 2000 to 2.9 percent in 2008. The Asian or Pacific Islander populations also declined from 3 percent in 2000 to 2 percent in 2008. Related the discussion of race are persons of Hispanic origin (an ethnic category exclusive of race) showed the greatest increase from 53.2 percent in 1990 to 66.7 percent in 2000 and up to 72.9 percent in 2008. Ac-

According to Claritas, the Hispanic population in the U.S. currently accounts for 15.2% of the population.

The increase in total households between 2000 and 2008 was 27.9 percent, greatly exceeding the increase of households in the U.S. (8.7 percent). The U.S. Census divides households into two different categories, depending on their composition.

- Family households are those which consist of two or more related persons living together.
- Non-family households include persons who live alone or in groups composed of unrelated individuals.

Between 1990 and 2000 the share of family households in Madera increased from 75.9 percent to 78.8 percent. As demonstrated in **Table H-2**, the ratio of families to nonfamilies remained unchanged between 2000 and 2008.

TABLE H-2: CITY OF MADERA AGE, SEX, RACE AND ETHNICITY, HOUSEHOLD TYPE, 2000-2008

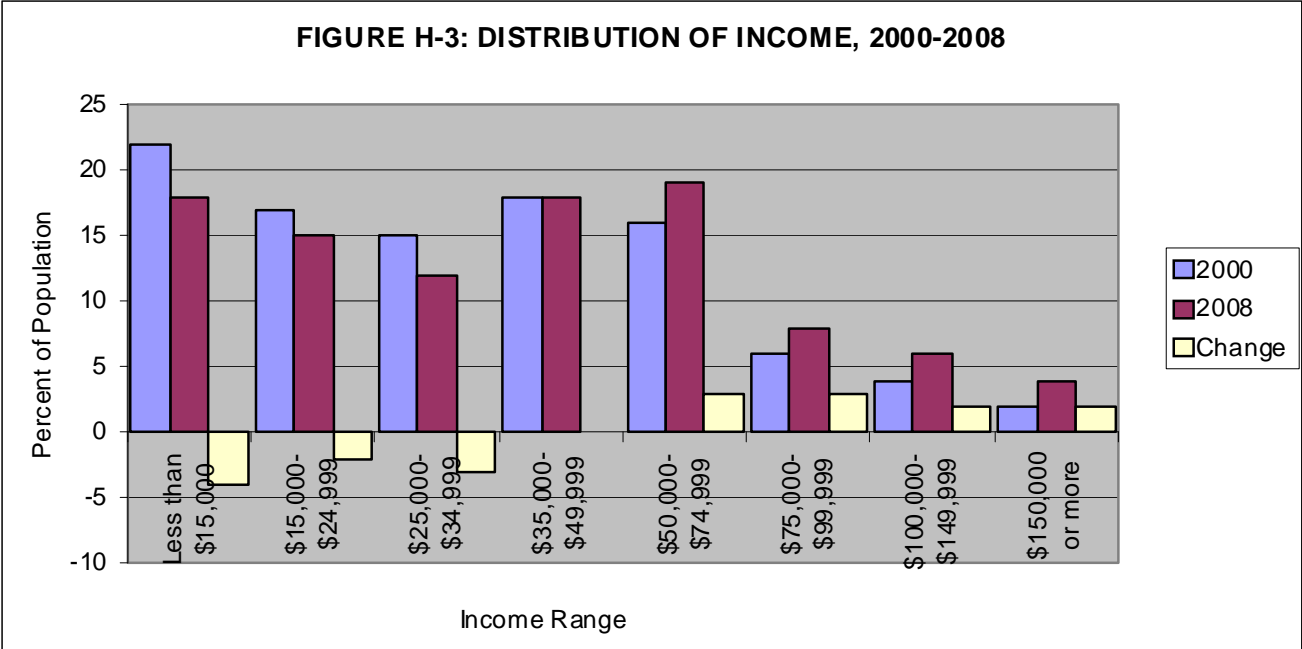
	2000		2008	
	Number	Percentage	Number	Percentage
Age distribution				
Under 5	4,634	11	6,140	11%
5-9	4,548	11	5,176	9%
10-14	3,770	9	4,768	8%
15-19	3,847	9	5,328	9%
20-24	3,906	9	3,882	7%
25-34	6,803	16	9,921	18%
35-44	5,435	13	7,821	14%

	2000		2008	
	Number	Percentage	Number	Percentage
45-54	4,058	9	5,645	10%
55-59	1,329	3	2,125	4%
60-64	1,064	3	1,542	3%
65-74	2,012	5	2,119	4%
75-84	1,306	3	1,606	3%
85+	495	1	677	1%
Total	43,207	100	56,750	100%
Median Age	26.2	--	28.1	--
Sex				
Male	21,904	51	29,017	51%
Female	21,303	49	27,733	49%
Race/ Ethnicity				
White	20,804	47	25,474	45%
Black	1,665	4	1,661	3%
American Indian	1,207	3	1,694	3%
Asian or Pacific Islander	1,324	3	1,177	2%
Other	18,869	43	26,744	47%
Total	43,869	100	56,750	100%
Hispanic	29,274	67	41,392	73%
Household Type				
Families	9,435	79	12,110	79%

	2000		2008	
	Number	Percentage	Number	Percentage
Non-Families	2,543	21	3,215	21%
Total	11,978	100%	15,325	100%

Source: U.S. Census, 2000, Claritas Report 2008

Table H-3 shows the income distribution of 2000 and 2008 households for the City of Madera. All households earning less than \$35,000 decreased in overall percentages in 2008 versus in 2000. Those households earning less than \$15,000 saw the greatest reduction in percentage; in 2000 this group represented 22 percent of the total population, while in 2008 this group represented 18 percent. Most of these households would be considered extremely low-income. Based on the 2008 Madera County State Income Limits, the Area Median Income, for a family of four considered extremely low-income is less than \$16,500. According to 2008 income information, that would include all of the households in the “less than \$15,000” category and some in the “\$15,000-\$24,999” category or approximately 3,002 households. The households that earn \$35,000–\$50,000 remained consistent between 2000 and 2008 at 18 percent of the total population. All households earning over \$50,000 have also increased in percentages, with the largest percentage increase realized by those persons earning between \$50,000 and \$75,000. The median household income also increased significantly by 27 percent from \$31,033 in 2000 to \$39,330 in 2008. These are income figures for the City based on the 2000 Decennial Census and projections based on those Census numbers. The median income is the midpoint of all incomes reported in the City during the Census. In 2000 the U.S median household income was \$41,994 and in California it was \$47,493. In 2008 the U.S. median income is expected to grow 60 percent and is estimated to be \$67,019. The 2008 California median household income is estimated to be \$70,712, which is an increase of 48 percent.



HCD also publishes annual income limits for each County, which determines a household’s eligibility for state and federally funded housing assistance programs. These limits are also used to analyze the income and affordability characteristics for the City in the absence of current Census numbers that provide detailed income data. Therefore, while the estimated median income for the City based on 2000 Census data is \$39,330, by Claritas, the 2008 HCD income limits are used to determine what people in the community can afford to spend on housing since this is the income figure used by most housing assistance programs. The median income limit for a family of four in 2008 was \$53,800. This figure is known as the Area Median Income or AMI for Madera County, which also applies to the City. The HCD limits are presented by income level (extremely low-, very low-, low, moderate- and above moderate-income) and by household size in **Table H-42** in the Household Income Characteristics section.

TABLE H-3: CITY OF MADERA HOUSEHOLD INCOME DISTRIBUTION

	2000		2008		Comparison	
	Households	Percentage	Households	Percentage	Household Change	Change in Percentage Share
Less Than \$15,000	2,072	22	2,770	18	698	-4%
\$15,000-\$24,999	1,631	17	2,323	15	692	-2%
\$25,000-\$34,999	1,423	15	1,764	12	341	-3%
\$35,000-\$49,999	1,729	18	2,791	18	1,062	-
\$50,000-\$74,999	1,465	16	2,866	19	1,401	3%
\$75,000-\$99,999	537	6	1,291	8	754	3%
\$100,000-\$149,999	408	4	983	6	575	2%
\$150,000 or more	209	2	537	4	328	2%
Total Households	9,474	100	15,325	100	5,851	-

Source: 2000 U.S. Census, 2008 Claritas report

Employment

Table H-4 illustrates the labor force data for both the County and City of Madera. The City of Madera represents approximately one-third of the labor force of Madera County and has half of the total unemployed persons in the County. The December 2008 unemployment rate at 15.6 percent for the City of Madera is significantly higher than the 11 percent rate within the County as a whole. In June 2007, the County of Madera's unemployment rate was 7.5

percent, which compares with an unadjusted unemployment rate of 7.6 percent for California and 6.0 percent for the nation during the same period. Rising unemployment trends are not unique to Madera, as the U.S and California are also experiencing a steady increase in unemployment rates. In December of 2008 the California Employment Development Department reported that the unemployment rate in the U.S. had increased to 7.2 percent and in California it had increased to 9.3 percent.

TABLE H-4: CITY AND COUNTY LABOR FORCE DATA, DECEMBER 2008

Area Name	Labor Force	Employment	Unemployment	
			Number	Rate
Madera County	65,600	58,400	7,200	11%
City of Madera	23,200	19,600	3,600	16%

2008 State of California Employment Development Department

N.B. The Census Ratios for Madera County reflect the employed and unemployed persons within the county, based on all cities/census designated places within the county.

The employment status of persons 16 years and older is as follows:

- 0 percent are in the Armed Forces;
- 49 percent are employed civilians;
- 11 percent are unemployed civilians; and
- 40 percent are not in the labor force.

The demographics of the 49 percent employed civilians identified above are as follows:

- 27 percent are occupation type blue collar;
- 41 percent are white collar; and

- 32 percent are service and farmworkers.

Table H-5 shows the employment by major sectors for the City of Madera in 2008. The sales and office sector was the major employment sector for the City, accounting for 21.62 percent of the City's employment. As shown in the table, farming, fishing, and forestry (13.26 percent) was a significant employment sector for the City, accounting for the City's fairly large farmworker population. The significant employers in all sectors included the City of Madera, state and federal government, Madera Unified School District, and the Madera Community Hospital.

TABLE H-5: CITY OF MADERA EMPLOYMENT BY MAJOR SECTOR

City of Madera Industry	2008	
	Jobs	Share
Management, Business, and Financial operations	1,405	7%
Professional and Related Occupations	2,613	13%
Service	3,447	18%
Sales and Office	4,214	22%
Farming, Fishing, and Forestry	2,584	13%
Construction, Extraction and Maintenance	1,650	9%
Production, Transportation and Material Moving	3,578	18%
Total Jobs	19,491	100%

Source: Claritas 2008

Claritas data provides updated employment sector information but the job categories differ slightly from that in the U.S. Census, making it difficult to compare the numbers. Nonetheless, **Figure H-4** illustrates that in 2008, the largest percentage of employees within the City of Madera were employed in the Sales and Office category at 23 percent, equating to 4,214 persons total. The Production, Transportation or Material Moving sector and the Service

sector are tied at 18 percent of Madera’s employed population. Tied at 13 percent are the Professional and Related Occupations sector and the Farming, Fishing and Forestry sector. The proportion of the population employed in the Agricultural sector appears to have decreased from the 2000 population (17.8 percent down to 13 percent). This corresponds with an increase of 3 percent for the Construction sector, which experienced an increase due to the housing boom that occurred within Madera after the 2000 data was collected.

FIGURE H-4: EMPLOYMENT BY SECTOR

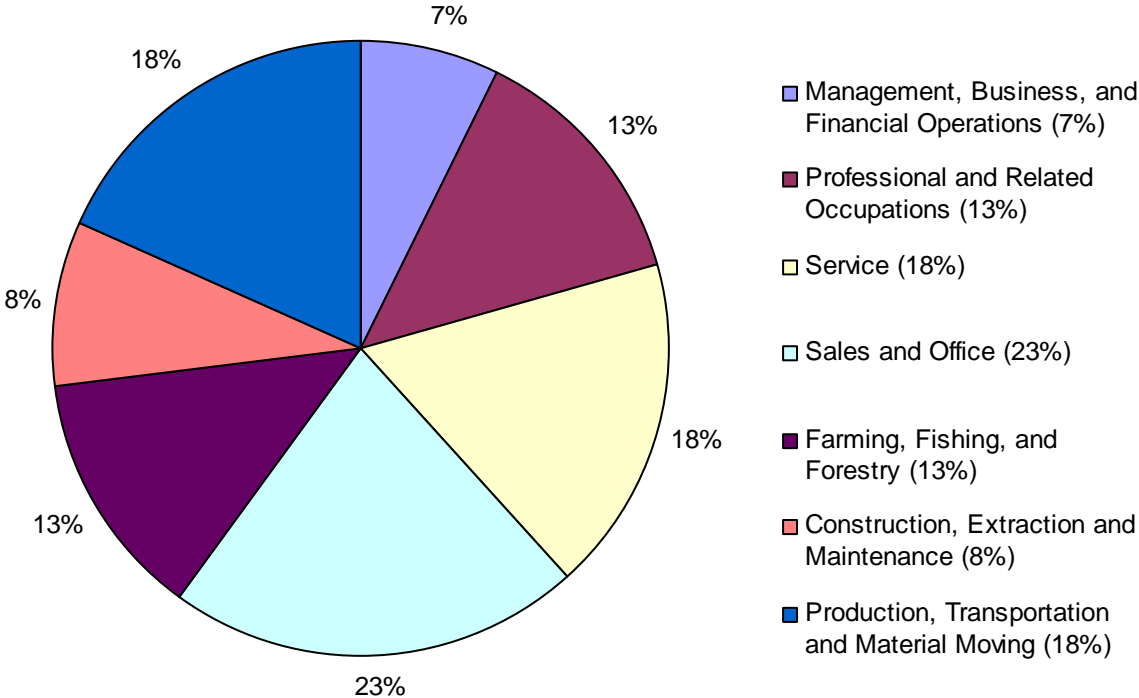


Table H-6 shows the largest employers in Madera County according to the Employment Development Department. The majority of employers employ between 100 and 499 people, with Children’s Hospital, Chukchansi Casino, and DP Enterprises LLC providing the highest number of jobs.

TABLE H-6: MAJOR EMPLOYERS IN MADERA COUNTY

Madera County Top Manufacturing Employers	
Company Name and Product or Service	Number Employed
Constellation Wines (Wine & Brandy)	430
Saint-Gobain Containers (Glass Bottles)	370
Baltimore Aircoil Company (Cooling Systems)	235
Certainteed Corporation (Fiberglass Insulation)	225
Evapco West (Evaporative Cooling & Industrial Refrigeration)	199
Brake Parts Inc. (Motor Vehicle Brake System)	150
Georgie-Pacific Corp. (Corrugated Boxes)	150
JBT FoodTech (Food Processing Machinery)	150
Warnock Food Products (Tortilla Chips/Shells)	130
Seasonal Industries	
Royal Madera Vineyards (Fruit Packers)	10-600
Rain Creek baking Co. (European Pastries)	60-350
Lamanuzzi & Pantaleo (Raisin Manufacturing)	75-325
Pacific Gold Marketing, Inc. (Gourmet Nuts & Dried Fruits)	8-120
Madera County Top Non-Manufacturing Employers	
Children’s Hospital Central CA (Medical Services)	2,700
State of California (State Government Services)	2,400

Madera County Top Manufacturing Employers	
Company Name and Product or Service	Number Employed
Madera Unified School District (Education)	1,700
Chukchansi Gold Resort & Casino (Gaming)	1,400
County of Madera (Government Services)	1,500
Madera Community Hospital (Medical Services)	950
U.S. Government (Governmental Services)	500
City of Madera (Government Services)	400
Span Construction & Engineering (Construction)	200
Gottschalks Distribution Center (Retail)	160

Source: Madera County Economic Development Commission, 2009

Table H-7 shows employment projections from 2004 through 2014 for the ten fastest growing occupation groups in the Madera Metropolitan Statistical Area (MSA). During the next six years, the Madera Metropolitan Statistical Area expects new employment to be concentrated in a variety of occupations ranging from construction occupations to healthcare professions. According to HCD's annual income limits, the AMI in Madera for a family of four in 2008 was \$53,800. Many of the faster growing occupations pay wages that are lower than this median income figure. For a family with only one income, these common, lower paying jobs may cause difficulty to afford housing, but for a family with two able workers and two incomes, two of these jobs would likely allow that family to afford safe and decent housing. However, it is important to note that two of the largest employment sectors, Farming, Fishing and Forestry Occupations, and Office and Administrative Support Occupations, also pay the least, well below median income.

TABLE H-7: GROWING OCCUPATIONS IN MADERA COUNTY

Occupation Group	Avg. Annual Employment (2004)	Avg. Annual Employment (2014)	Numeric Change	Percentage Change	Annual Salary ¹
Construction and Extraction Occupations	2,800	3,810	110	36%	\$38,633
Business and Financial Operations Occupations	890	1,170	280	32%	\$55,464
Life, Physical, and Social Science Occupations	320	420	100	31%	\$53,612
Computer and Mathematical Occupations	240	310	70	29%	\$60,749
Healthcare Support Occupations	1,250	1,580	330	26%	\$28,179
Healthcare Practitioners and Technical Occupations	2,330	2,900	570	25%	\$73,895
Protective Service Occupations	1,740	2,080	340	20%	\$58,530
Farming, Fishing, and Forestry Occupations	8,300	9,830	1530	18%	\$18,351
Education, Training, and Library Occupations	3,290	3,850	560	17%	\$44,177
Sales and Related Occupations	3,070	3,560	490	16%	\$28,785
Food Preparation and Serving Related Occupation	2,420	2,690	270	11%	\$21,047
Community and Social Service Occupations	810	930	120	15%	\$49,643
Architecture and Engineering Occupations	220	250	30	14%	\$62,144
Installation, Maintenance, and Repair Occupations	1,450	1,640	190	13%	\$37,728

Occupation Group	Avg. Annual Employment (2004)	Avg. Annual Employment (2014)	Numeric Change	Percentage Change	Annual Salary ¹
Transportation and material Moving Occupations	2,290	2,560	270	12%	\$30,405
Personal Care and Service Occupations	1,280	1,430	150	12%	\$22,861
Management Occupations	3,870	4,260	390	10%	\$79,791
Office and Administrative Support Occupations	5,840	6,370	530	9%	\$30,828

Source: California Employment Development Department Occupation Employment Projections, Occupational Employment (May 2007) & Wage (2008 - 1st Quarter) Data

¹ Annual salary is based on mean hourly wage for the Madera MSA for all wage figures

² Data is unavailable.

HOUSING AND HOUSEHOLD CHARACTERISTICS

Table H-8 shows the Department of Finance-estimated population and housing units for the City of Madera. As indicated in this table, the City has had a steady annual increase in population. Between 1990 and 2000 there was a total population increase of 13,922 and between 2000 and 2008 there was a total increase of 13,505. The City has also experienced a similar pace in the growth of its number of housing units during that same period. One can see a period of growth in both the population and housing units during 2005 to 2007, with 2007 showing a very strong growth rate. In 2008 the City experienced a significant decrease in housing production as did the State and the U.S. Staff estimates that new housing units in 2009 would reflect less than a 1% growth rate. The limited access to financial capital and increased financial risk associated with constructing new residential units has led to a decline in development activity.

**TABLE H-8:
CITY OF MADERA POPULATION AND HOUSING UNITS, 2000-2008**

	Population			Housing Units		
	#	Change	% Change	#	Change	% Change
2000	43,205	--	--	12,520	--	--
2001	44,386	1,181	2.7%	12,703	183	1%
2002	45,610	1,224	2.7%	12,940	237	1%
2003	47,239	1,629	3.5%	13,342	402	3%
2004	48,807	1,568	3.2%	13,748	406	3%
2005	50,678	1,871	3.7%	14,314	566	4%
2006	52,531	1,853	3.5%	14,997	683	5%
2007	55,475	2,944	5.3%	16,034	1,037	7%
2008	56,710	1,235	2.2%	16,418	384	2%

Source: Department of Finance, 2008

Table H-9 compares the City of Madera with Madera County and California using the 2000 U.S. Census and 2008 Department of Finance estimates for population, household, and housing unit growth.

The City of Madera experienced a 4 percent annual average population growth rate from 2000 to 2008, which is actually somewhat higher than what was experienced by Madera County (3 percent) and twice the growth rate for California (2 percent) as a whole during this period. The total number of households and the number of housing units also increased at a significantly higher annual rate than was the case with California.

In the City of Madera, the 2000 and 2008 average household size was 3.57 persons, significantly higher than its 1990 size of 2.97. The household size in the City is somewhat higher than both the Madera County and state averages of 3.19 and 2.9 persons, respectively.

HOUSING AND HOUSEHOLD CHARACTERISTICS

Housing Stock Characteristics

Table H-10 presents comparative data on the housing stock in the City of Madera, Madera County, and California. The table breaks out the total housing stock in each area according to the type of structures in which units are located, total occupied units, and vacancy rates.

As shown in the table, single-family detached housing units account for the majority of housing for the City of Madera, Madera County, and the entire state. However, the City of Madera has a slightly larger proportion of single-family detached units than the state. This category for the City of Madera increased from 65 to 70 percent single-family detached units. All other categories for the City of Madera, County of Madera, and State of California remained consistent from 2000 to 2008.

TABLE H-9: CITY OF MADERA POPULATION AND HOUSEHOLD TRENDS, 2000-2008

	City of Madera			Madera County			California		
	2000	2008	Average Annual Growth Rate: 2000-2008*	2000	2008	Average Annual Growth Rate: 2000-2008*	2000	2008	Average Annual Growth Rate: 2000-2008*
Population	43,207	56,710	4%	123,109	150,887	3%	33,871,648	38,049,462	2%
Median Age	26.2	-	-	32.7	-	-	33.3	-	-
Total Households	11,978	16,418	5%	36,155	49,372	5%	11,502,870	12,653,634	1%
Household Population	42,769	56,182	4%	115,009	141,569	3%	33,051,894	37,178,510	2%
Group Quarters Population	438	528	3%	8,100	9,318	2%	819,754	870,952	1%
Persons Per Household	3.57	3.57	-	3.18	3.19	-	2.87	2.938	-
Housing Units	12,521	15,705	3 %	40,387	44,353	1%	12,214,549	13,444,455	1 %

Sources: 1990 U.S. Census (STF 1A); U.S. Census 2000, Table DP-1 Profile of General Demographic Characteristics: 2000; Table 1 E-5, 1/1/08

**TABLE H-10: HOUSING STOCK BY TYPE AND VACANCY
FOR CITY OF MADERA, MADERA COUNTY AND CALIFORNIA**

DOF Estimates		Total	Single- family		Multi-family		Mobile Homes	Occupied	Vacant %
			Detached	Attached	2 to 4	5 Plus			
City of Madera									
Units	2000	12,520	8,158	742	1,292	2,027	301	11,977	-
Percentage		100%	65%	6%	10%	16%	2%	95.66%	4%
Units	2008	16,418	11,540	748	1,604	2,224	302	15,705	-
Percentage		100%	70%	5%	10%	14%	2%	95.67%	4%
Madera County									
Units	2000	40,387	30,876	1,336	2,107	2,691	3,377	36,155	-
Percentage		100%	77%	3%	5%	7%	8%	89.42%	11%
Units	2008	49,372	38,773	1,336	2,497	3,026	3,740	44,353	-
Percentage		100%	79%	3%	5%	6%	8%	89.83%	10%
State of California									
Units	2000	12,214,550	6,883,107	931,928	1,024,896	2,804,931	569,688	11,502,871	-
Percentage		100%	56%	8%	8%	23%	5%	94.17	6%
Units	2008	13,433,836	7,711,960	965,671	1,064,724	3,106,519	594,962	12,653,045	-
Percentage		100%	57%	7%	8%	23%	4%	94.18%	6%

Source: California Department of Finance (DOF), City/County Population and Housing Estimates, 2008

* Percentages may not add to 100% because of rounding

In the absence of a recent housing condition survey, the City must estimate the condition of its housing stock according to the age of the stock. The U.S. Census provides data on the age of a community’s housing stock. This data is an acceptable indicator of the likely condition of the housing stock. According to Claritas and seen in **Table H-11**, 34 percent of the housing stock was less than ten years old, a substantial increase from 2000 that accounts for a strong housing construction cycle the City experienced during this time. Approximately 43 percent of housing units were built before 1970. It is probable that many of these older units require some level of rehabilitation and some would require replacement. A poll of City Staff concluded that as much as 17 percent of the housing stock may need substantial repair or renovations such as new roofs, replacement of HVAC systems. Overall, the City of Madera’s housing supply increased by 4,308 housing units from 1999 when the 2000 Census data was collected to 2008, a 26 percent increase for this area. The current estimated median year for structures built in the City of Madera is 1985.

TABLE H-11: CITY OF MADERA HOUSING STOCK CONDITIONS (AGE OF HOUSING)

Year Structure Built	All Housing Units	Category as Percentage of Total
Housing Units Built 1999 to 2008	4,308 ¹	26%
Housing Unit Built 1995 to 1998	1,316	7%
Housing Unit Built 1990 to 1994	1,619	9%
Housing Unit Built 1980 to 1989	2,195	13%
Housing Unit Built 1970 to 1979	2,680	16%
Housing Unit Built 1960 to 1969	1,255	7%
Housing Unit Built 1950 to 1959	1,498	9%
Housing Unit Built 1940 to 1949	1,012	6%
Housing Unit Built 1939 or Earlier	669	4%
Total	16,552	100%

Source: 2000 US Census, California State Department of Finance, E-5 Report, 2008

¹ The 2000 Census recorded housing units through March 2000 in the “1999 to March 2000” category and the California Department of Finance provides a housing unit number for the entire year of 2000. The data for the first three months of 2000 cannot be separated so there may be some overlap, which would explain the slightly different total housing unit number in this table compared to Table H-8.

Housing Utilization – Overcrowding and Tenure

The number of households in Madera increased by nearly 30 percent between 2000 and 2007, establishing a strong growth trend until the dramatic market reduction of production in 2008. The City is expected to host a higher proportion of owner-occupied households than renter-occupied households. As shown in **Table H-12**, between 2000 and 2008, the proportion of owner-occupied households was estimated to have increased by one percentage point.

TABLE H-12: CITY OF MADERA HOUSEHOLDS BY TENURE

	2000		2008	
	Number	Percentage	Number	Percentage
Owner	6,352	53%	8,316	54%
Renter	5,667	47%	7,009	46%
TOTAL	12,019	100%	15,325	100%

Source: 2000 US Census, 2008 Claritas Report

Data on housing overcrowding are available from the 2000 U.S. Census in the form of the number of persons per room in occupied housing units. **Table H-13** compares data for Madera with data for the County as a whole. Typically, a housing unit is considered to be overcrowded if there are more than 1.0 persons per room and is considered severely overcrowded if there are more than 1.5 person per room. A “room” in this context includes bedrooms and living rooms but not kitchen or bathroom facilities. A family of five living in a three bedroom home with one living room would be calculated as 1.25 persons per room and therefore, would technically be considered “overcrowded”.

In total, 74 percent of the City of Madera’s occupied housing units were not overcrowded (having 1.0 or less persons per room) in 2000, which means 26 percent would be considered overcrowded. This 26 percent is made up of the following percentage (out of the total housing units):

- 11 percent had between 1.01 and 1.50 persons per room;
- 7 percent had between 1.51 and 2.0 persons per room; and
- 8 percent had more than 2.0 persons per room.

Regarding tenure, more than 33 percent of the overcrowded households are owner-occupied. Only 16 percent (1,019) of the owner households had 1.01 or more persons per room, while approximately 37 percent (2,091) of Madera's renter households had 1.01 or more persons per room. County-wide, 10 percent of owner households and 24 percent of renter households had more than 1.0 persons per room. These statistics reveal a higher rate of overcrowding in City of Madera than in the County, which can be expected of the main urban center in a rural county.

TABLE H-13: OVERCROWDING BY TENURE FOR CITY AND COUNTY OF MADERA

	Madera		Madera County	
Owners				
Persons Per Room	Households	Percentage	Households	Percentage
0.50 or less	3,394	53%	14,779	62%
0.51 to 1.00	1,939	31%	6,964	29%
1.01 to 1.50	458	7%	1,174	5%
1.51 to 2.00	308	5%	680	3%
2.01 or more	253	4%	352	2%
Total	6,352	100%	23,949	100%

	Madera		Madera County	
Renters				
Persons Per Room	Households	Percentage	Households	Percentage
0.50 or less	1,754	31%	4,379	36%
0.51 to 1.00	1,822	32%	4,507	37%
1.01 to 1.50	855	15%	1,428	12%
1.51 to 2.00	569	10%	909	4%
2.01 or more	667	12%	983	8%
Total	5,667	100%	12,206	100%
All Households				
Persons Per Room	Households	Percentage	Households	Percentage
0.50 or less	5,148	43%	19,158	53%
0.51 to 1.00	3,761	31%	11,471	32%
1.01 to 1.50	1,313	11%	2,602	7%
1.51 to 2.00	877	7%	1,589	4%
2.01 or more	920	8%	1,335	4%
Total	12,019	100%	36,155	100%

Source: 2000 U.S. Census

Table H-14 shows the number of bedrooms by housing unit in Madera for 2000 and 2008. In 2000, approximately 52 percent of homes in the City contained 3 or 4 bedrooms. In 2008, this number greatly increased to 68 percent of homes containing 3 or 4 bedrooms. The percentage of 1- and 2-bedroom homes decreased in 2008, as it would appear the housing market favored the construction of 3 or more bedroom homes. The 3-bedroom house saw the greatest increase from 2000 to 2008, at 12 percent.

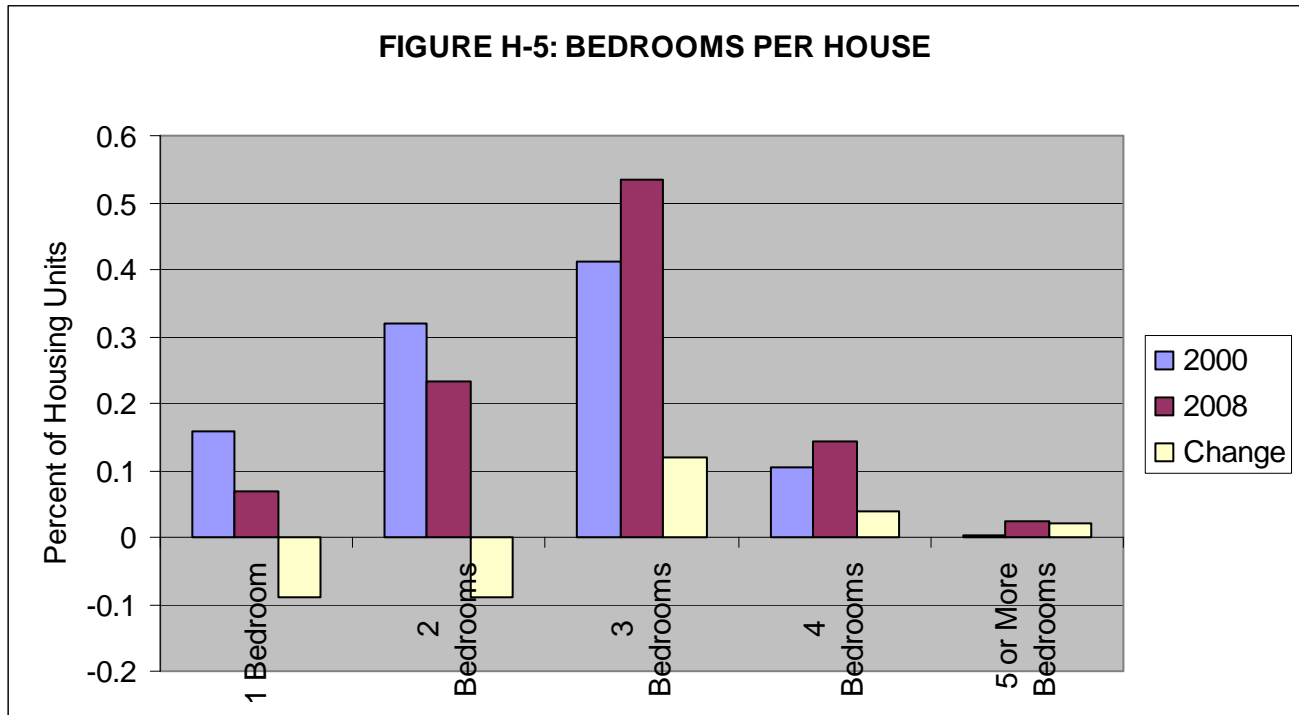


TABLE H-14: CITY OF MADERA NUMBER OF BEDROOMS BY HOUSING UNIT

	2000		2008		Percent Share Change 2000-2008
	Number	Percentage	Number	Percentage	
1 Bedroom	1,865	15.90%	1,362	6.99%	-9%
2 Bedrooms	3,753	32.00%	4,516	23.19%	-9%
3 Bedrooms	4,834	41.30%	10,378	53.29%	12%
4 Bedrooms	1,214	10.40%	2,774	14.25%	4%
5 or More Bedrooms	52	0.40%	443	2.27%	2%
Total	11,718	100.00%	19,473	100.00%	

Source: 2000 U.S. Census; 2008 Claritas Report.

N.B. – In 2008, 73 housing units were constructed that contained “No bedrooms.” Although this figure is less than 1 percent of the housing stock in Madera, it may be interesting to observe if this trend continues, with studio apartments as a viable, affordable housing option in the future.

Housing Vacancy Rates

Vacant units are essential to the healthy function of the housing market. Vacancies are necessary to facilitate population mobility. They also have an important role in market pricing mechanisms. Too few vacancies can have an undesirable upward effect on prices. Conversely, excessive vacancy rates can have an inhibiting effect on investment in housing, including maintenance of rental properties. There are several types of vacancy rates. For determining shortages and surpluses in the housing market, the most important of these is the “market vacancy rate.” This term refers to the number of vacant units that are for sale or rent as a percentage of the market (all occupied units and all vacant for sale or rent units).

There is no vacancy rate that is an appropriate market vacancy rate in all housing markets. However in most urban housing markets, a market vacancy rate of about 4 percent balances both the mobility needs of consumers and the investment interest of property owners. An extremely low vacancy rate, such as 1.5 percent for apartment units, will tend to raise rents and can result in household overpayment, inability to qualify, and possibly overcrowding.

There are vacant units that are not for sale or rent, such as second homes, units held off the market, seasonal units, and units for migratory workers. Collectively, these types of vacant units are often referred to as “other vacant” units. The vacancy rates which include these vacant units are called “gross vacancy rates.”

Five percent is often used as a rule of thumb for a desirable gross vacancy rate. However, 5 percent is not suitable for use in all geographic areas. A 5 percent total vacancy rate is appropriate in most urban areas because it allows for about a 4 percent market vacancy rate and about a 1 percent “other vacancy” rate. In areas with significant numbers of second homes or migratory units, however, 5 percent is far too low a total vacancy rate because it would indicate a serious shortage of market units. A 5 percent rate would probably be appropriate for Madera.

To supplement and provide a comparison of the California Department of Finance (DOF) vacancy data shown in **Table H-10**, the 2000 Census vacancy data is shown in **Table H-15**. As revealed in **Table H-15**, vacancy rates are much lower and are most likely a more accurate reflection of the vacancies that are present in Madera, Madera County, and California. This table also shows that vacancy rates for the City of Madera are somewhat lower than Madera County but almost similar to the state as a whole.

TABLE H-15: CITY OF MADERA VACANCY STATUS

	Percentage
Madera	
Owner-Occupied	2%
Renter-Occupied	4%
Madera County	
Owner-Occupied	2%
Renter-Occupied	5%
California	
Owner-Occupied	1%
Renter-Occupied	4%

Source: 2000 U.S. Census

Table H-15a reveals that in 2006 approximately 90 percent of the housing units in Madera were occupied. The homeowner vacancy rate was 4.7 percent and is consistent with a rate considered appropriate for Madera. The rental vacancy rate was lower, just over 2 percent, which may be low for this area and could potentially contribute to higher rents and less affordable housing options available at that time.

TABLE H-15A: CITY OF MADERA HOUSING OCCUPANCY

	Estimate	Percentage
Occupied housing units	17,583	90%
Vacant housing units	1,963	10%
Total housing units	19,546	100%
Homeowner vacancy rate	4.7	--
Rental vacancy rate	2.3	--

Source: 2006 American Community Survey, U.S. Census Bureau

Table H-16 identifies the housing costs reported for the City of Madera in 2006. It is important to note that the greatest majority of the population, approximately 25 percent, pays between \$1,000 and \$1,500 per month for housing costs. At \$12,000 to \$18,000 per year, this cost can equate to a large portion of a household's monthly expenses. Considering that the median household income in 2008 was \$53,800, these housing costs equate to 22 to 31 percent of a household's income, not adjusted for inflation. Approximately 18 percent of the population in 2006 paid more than this for their housing costs.

TABLE H-16: CITY OF MADERA MONTHLY HOUSING COSTS

	Estimate	Percentage
Less than \$100	133	1%
\$100 to \$199	245	1%
\$200 to \$299	840	5%
\$300 to \$399	850	5%
\$400 to \$499	693	4%
\$500 to \$599	1,768	10%
\$600 to \$699	1,198	7%

	Estimate	Percentage
\$700 to \$799	1,476	8%
\$800 to \$899	1,355	8%
\$900 to \$999	1,554	9%
\$1,000 to \$1,499	4,323	25%
\$1,500 to \$1,999	1,937	11%
\$2,000 or more	984	6%
No cash rent	227	1%
Total:	17,583	100%

Source: 2006 U.S. Census, American Community Survey

FIGURE H-6: MONTHLY HOUSING COST

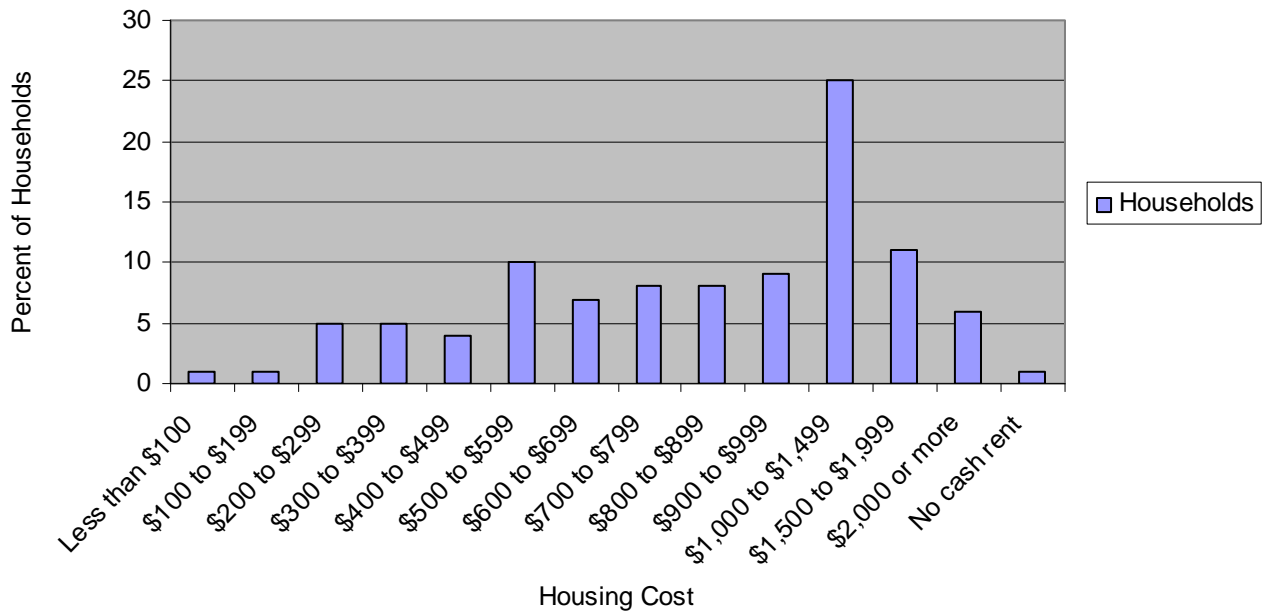


Table H-17 provides a summary of households that overpay for housing as a percentage of household income. According to the data presented in **Table H-17**, 38 percent of households currently overpay for housing. A household that pays more than 30 percent of gross monthly income for rent or a mortgage payment overpays for housing. Households that pay more between 30 and 34 percent on shelter cost are considered to be burdened by the cost of housing and households paying more than 35 percent on shelter cost are considered to be severely burdened by the cost of housing. As seen in the table below, 45 percent of all renter occupied households overpaid for housing in 2000, which was 14 percent higher than the percentage of owner occupied households (31 percent) overpaying for housing. 2,991 of the 4,336 households that overpaid for housing earned less than \$20,000, which represented 69 percent of all households overpaying. The high percentage of households earning less than \$20,000 overpaying for housing highlights the housing burden experienced by lower wage earners.

Housing Element law requires the City to quantify the total number of extremely low-income households that own versus rent their homes. In Madera, extremely low-income households are those that earn up to \$16,150 (4-person household) and as shown in the table below, there are 1,260 households earning between \$0 and \$10,000 annually and approximately 943 households in the \$10,001 to \$19,999 category (62 percent of the \$10,001 to \$19,999 category would fall into the extremely low category), for an approximate total of 2,203 extremely low-income households that rent their homes. Approximately 837 extremely low-income households own their homes in the City.

TABLE H-17: CITY OF MADERA MONTHLY HOUSING COSTS BY TENURE (OWNER VS. RENTER)

Income Range	Total Households	% of Households Overpaying within income range	30-34% of Household income	35%+ of Household income
Renter Occupied				
\$0-\$10,000	1,260	82%	53	987
\$10,001-\$19,999	1,521	79%	196	1,007
\$20,000-\$34,999	1,364	19%	169	96
\$35,000-\$49,999	839	3%	0	25
\$50,000+	639	0%	0	0
Subtotal	5,623	45%	418	2,115
Owner Occupied				
\$0-\$10,000	414	71%	22	272
\$10,001-\$19,999	683	66%	35	419
\$20,000-\$34,999	1,164	46%	116	415
\$35,000-\$49,999	1,225	32%	179	214
\$50,000+	2,299	6%	69	62
Subtotal	5,785	31%	421	1,382
Total Households (Occupied Units)	11,408	38%	839	3,497

Source: 2000 U.S. Census

Special Housing Needs

Within the general population, there are several groups of people who have special housing needs. This section identifies the special needs households in the City of Madera. This review is essential because a major part of the

City's role in providing opportunities for affordable housing is to preclude barriers to residents whose needs are not normally met by the private sector. This segment of the City's population is constrained by the housing market not only because of lower incomes, but also because of the lack of housing that is suitable to their special needs. When the housing market does not meet their needs, families or individuals must settle for substandard housing or must pay more than they can afford. These needs can make it difficult for members of these groups to locate suitable housing. The following subsections discuss the special housing needs of six groups identified in state housing element law (Government Code, Section 65583(a)(7)). Specifically, special housing needs groups include:

- senior households;
- persons with disabilities;
- large households;
- single-headed households;
- homeless persons;
- farmworkers.

Where possible, estimates of the population or number of households in Madera falling into each group are presented.

Senior Households

Senior households are defined as households with one or more persons over the age of 65 years. **Table H-18** below presents a comparison of the number of persons over the age of 65 years in Madera in 2000 and in 2008. The percentage of seniors population decreased 2.1 percent to 7.7 percent in

Madera between 2000 and 2008. The male senior population declined 0.4 percent, the female population declined by 1.7 percent.

In 2000, 495 seniors were 85 years and older, which makes up 1.1 percent of the Madera population as a whole. In 2008, this number slightly decreased, with those 85 years and older representing 1.0 percent of the Madera population as a whole. According to the 2000 Census data, 946 seniors lived alone (24.8 percent of the senior population).

TABLE H-18: CITY OF MADERA SENIOR POPULATION

	2000		2008	
	Number	Percentage	Number	Percentage
Number of Persons 65 years and over	3,813	8.8%	4,402	7%
Number of Persons 85 years and over	495	1.1%	677	1%
Total Senior Population	3,813	8.8%	4,402	7%
Males 65 years and over	1,400	3.2%	1,877	3%
Females 65 years and over	2,413	5.6%	2,525	4%
Total City Population	43,207	--	56,750 ¹	--

Source: 2000 U.S. Census. 2008 Claritas report

¹ Total population is slightly higher than in previous tables that source the California Department of Finance because the population by age numbers are not available from that source for 2008 but are available from Claritas projections, which shows a slightly higher population.

In 2006, the majority of senior households in Madera were homeowners. Of all 2006 households headed by a person 65 years or older, 76 percent owned their homes and 24 percent rented. In contrast, the households headed by a non-senior person are more evenly distributed between owners and renters, at 50 percent and 49 percent respectively. One can deduce that many seniors have purchased their homes and are less inclined to move than younger populations.

Although there are many more senior homeowners, it is the renters who experience the greatest housing needs due to low, fixed incomes and rising rental rates. Senior homeowners, however, face the problem of maintaining their homes, often on fixed incomes.

TABLE H-19: HOUSING TENURE OF SENIOR AND NON-SENIOR HOUSEHOLDS

Household Type and Tenure ¹	Number	Percentage
Senior Renter	477	24%
Senior Owner	1,529	76%
Total Senior-Headed Households	2,006	100%
Non Senior Renter	7,762	50%
Non Senior Owner	7,815	50%
Total Households Headed by a Non-Senior Person	15,577	100%
All Renters	8,239	47%
All Owners	9,344	53%
Total All Households	17,583	100%

¹ Based on occupied housing units

Source: 2006 U.S. Census Bureau, American Community Survey

According to statistics from the American Community Survey conducted by the U.S. Census Bureau in 2006, 11,127 households receive Social Security Income in the Madera MSA, and 2,835 households collected Supplemental Security Income (SSI) as well. (Note that this figure includes seniors who may have qualified for SSI before age 65 because of a disability.) Retired workers in California received an average monthly benefit of \$1,002 in 2005. SSI is a needs-based program that pays monthly benefits to persons who are 65 or older, are blind, or have a disability. Seniors who have never worked or have insufficient work credits to qualify for Social Security disability often receive SSI benefits. The federal SSI payment is determined by the recipient's countable income, living arrangement, and marital status. As of January 2006, the maximum monthly federal SSI payment for an individual living

in his or her own household and with no other countable income is \$603, and for a couple, \$904. SSI is the only source of income for a number of low-income seniors. With these maximum monthly benefit amounts, SSI recipients are likely to have difficulty in finding housing that fits within their budgets since they can afford to pay only \$181 for a single person or \$271 for a couple, which is far below the fair market rent for a 1-bedroom unit (\$654) or even a studio unit (\$623) in Madera.

Information from Service Providers

The Senior Services Division, which is part of the City's Parks and Community Services Department, provides services countywide for senior citizens 55 years and older. Services include recreation, meals, special outings, health services, and information and referral. The Senior Nutrition Program, funded in part by the Fresno-Madera Area Agency on Aging, serves hot meals at two centers in Madera, the Frank Bergon Senior Center and the Pan Am Community Center. The senior coordinator and staff at the centers made the following observations regarding seniors' housing needs:

- There is not enough affordable housing for seniors. The waiting lists for the existing senior projects are too long.
- Many seniors have extremely low incomes, such as from SSI, and cannot afford to pay much rent.
- Many of the units with rents low enough so that they are affordable to seniors with extremely low incomes are substandard.
- Some seniors need more services than are currently provided at the existing senior developments. They need assistance with housekeeping, transportation to medical appointments, and other supportive services that could be arranged through a services coordinator, if such services were provided for residents.

There are three existing senior housing developments in Madera, Valle de Las Brisas, Yosemite Manor, and Madera Garden, with a total of 221 units. In addition, the Madera Housing Authority manages 70 units of conventional public housing that are designated for seniors. There are waiting lists for all of these units.

Persons with Disabilities

Table H-20 presents information from the 2006 American Community Survey on the disability status of persons 5 years and older. A small portion, 2 percent, of those aged 5 to 15 have a disability. As shown, approximately 13 percent of Madera's population 16 to 64 years of age has a disability. The percentage of seniors (65 years and older) with a disability is much larger at 44 percent.

**TABLE H-20: COUNTY OF MADERA
NON-INSTITUTIONALIZED DISABLED POPULATION**

	Number	Percentage	Percentage of Group
Population 5 years and over	60,145	50%	--
With a disability	7,440	6%	12%
Population 5 to 15 years	14,090	12%	--
With a disability	223	0.2%	2%
Population 16 to 64 years	41,853	35%	--
With a disability	5,357	5%	13%
Population 65 years and over	4,202	4%	--
With a disability	1,860	2%	44%
Total Population	120,290	100%	--
Total Population with disability	14,880	12%	--

Source: 2006 U.S. Census ACS

The statistics for the SSI program also provide information on the number of persons with disabilities who may have housing needs because of their low incomes. As of December 2005, there were 3,284 SSI recipients in Madera who were receiving benefits because they are blind or disabled. Although these figures can give a sense of the proportion of the population with different types of disabilities, a much smaller proportion of the population may actually require specially adapted housing to accommodate disabilities.

The Department of Mental Health provides and coordinates housing services for people who are mentally ill. The department works closely with facility and service providers in the County, such as the Madera County Community Action Agency and the Rescue Mission, to ensure that clients receive housing services and other supportive services.

Housing programs for persons with disabilities are primarily available through the Madera Housing Authority. Many of the units identified for seniors are also available to persons with disabilities.

Large Households

According to **Table H-21**, there were 1,518 large families (five or more members) living in Madera in 2000. This total accounts for 29 percent of the total number of households in the City. These households usually require housing with 4 or more bedrooms, which is rare especially among apartment units and rentals in general.

Table H-21 also depicts the updated 2008 figures for all households by household size within Madera. Two-person households are consistently the highest percentage of the demographic makeup of the community, although in 2000 (**Table H-2**), non-family households had a slightly higher amount of one-person households. Another trend to note is that in 2008, the one-person, three-person, and four-person households were each approximately 16 percent of the total households. Madera maintains a consistent percentage of five-plus person households, just shy of 30 percent.

TABLE H-21: CITY OF MADERA HOUSEHOLD SIZE

	2000		2008	
	Total	Percentage	Total	Percentage
1 Person	2,013	17%	2,440	16%
2 Persons	2,836	24%	3,576	23%
3 Persons	1,866	16%	2,436	16%
4 Persons	1,935	16%	2,434	16%
5 Persons	1,347	11%	1,747	11%
6 Persons	830	7%	1,104	7%
7 Persons or more	1,151	10%	1,588	10%
Total	11,978	100%	15,325	100%

Source: 2000 U.S. Census, Claritas Report 2008

Large households require housing units with more bedrooms than housing units needed by smaller households. In general, housing for these households should provide safe outdoor play areas for children and should be located to provide convenient access to schools and child-care facilities. These types of needs can pose problems particularly for large families that cannot afford to buy or rent single-family houses, as apartment and condominium units are most often developed with childless, smaller households in mind.

The U.S. Department of Housing and Urban Development (HUD) defines a large household or family as one with five or more members. According to the 2008 estimates, 4,439 households, or 29 percent of the total households in Madera, had five or more members. Approximately 10 percent, or 1,588 households, had seven or more members. This is a dramatic increase from the figures in the 2000 Census, where 6 percent of all households (538) had seven or more members.

Table H-22 illustrates changes in tenure that occurred between the 2000 Census and the 2006 American Community survey (this is the most up-to-date information available on tenure by household size). It appears a change occurred from 2000, when most of the large households were renters (1,823 or 55 percent) compared to 45 percent (1,507) who were owners. In 2006, there were 2,261 large households (24 percent) that were owner occupied, while 2,813 (34 percent) of large households were renter occupied. For both renter- and owner-occupied households, four-person households tend to be the most common household size.

TABLE H-22: CITY OF MADERA TENURE BY HOUSEHOLD SIZE

Household Size	Estimate	Percentage
Owner occupied	9,344	53%
1 person	1,613	9%
2 persons	1,736	10%
3 persons	1,853	11%
4 persons	1,881	11%
5 persons	732	4%
6 persons	923	5%
7 persons or more	606	4%
Renter occupied	8,239	47%
1 person	1,335	8%
2 persons	717	4%
3 persons	1,394	8%
4 persons	1,980	11%
5 persons	1,482	8%
6 persons	771	4%
7 persons or more	560	3%
Total	17,583	100%

Source: 2006 U.S. Census ACS

Single-Headed Households

According to the U.S. Census Bureau, a single-headed household contains a household head and at least one dependent, which could include a child, an elderly parent, or non-related child. As shown in **Table H-23**, the 2008 estimate indicated that there are 2,066 households headed by a female, representing 14 percent of all Madera households. The majority (98 percent) of these female-headed households (2,040) have children living in them who are under 18 years of age. Within the households where there are no children present, females consistently outnumber males, for both family and non-family members. This may relate to women generally living longer than men and residing with either family or non-family members.

Due to lower incomes, single-headed households often have more difficulties finding adequate, affordable housing than families with two adults. Also, single-headed households with small children may need to pay for childcare, which further reduces disposable income. This special needs group will benefit generally from expanded affordable housing opportunities. More specifically, the need for dependent care also makes it important that housing for single-headed families be located near childcare facilities, schools, youth services, medical facilities, or senior services.

TABLE H-23: CITY OF FAMILY HOUSEHOLDS

	Number	Percentage
Households with 1 or more People under Age 18		
Married-Couple Family	5,379	35%
Other Family, Male Householder	780	5%
Other Family, Female Householder	2,040	13%
Non-family, Male Householder	70	0.5%
Non-family, Female Householder	26	0.2%

	Number	Percentage
Households with No People under Age 18		
Married-Couple Family	2,992	20%
Other Family, Male Householder	332	2%
Other Family, Female Householder	587	4%
Non-family, Male Householder	1,334	9%
Non-family, Female Householder	1,785	12%
Total Households	15,325	100%

2008 Claritas Report

Homeless Persons

As elsewhere in the nation, homelessness is usually the end result of multiple factors that converge in a person's life. The combination of loss of employment, inability to find a job because of the need for retraining, and high housing costs lead to some individuals and families losing their housing. For others, the loss of housing is due to chronic health problems, physical disabilities, mental health disabilities, or drug and alcohol addictions, along with an inability to access the services and long-term support needed to address these conditions. The best available data on the homeless population in Madera comes from the Continuum of Care survey discussed below.

The cities and counties of Madera and Fresno have joined to form the Fresno Madera Continuum of Care (FMCoC) to work together to prevent, reduce, and end homelessness in the San Joaquin Valley. Among the Continuum of Care's goals are the following:

- Enhance and stabilize the homeless service and housing provider organizations within the area.

- Increase the amount of affordable, long-term housing for families that are completing transitional housing programs.
- Work with Community Development Corporations in Fresno and Madera to increase the inventory of affordable housing in revitalization areas.
- Implement a Homeless Management Information System to be used for tracking, reporting and coordinating available resources and need.
- Develop and conduct a Homeless Survey to collect data required for gaps analysis and to secure funding.

The Continuum of Care sponsored the Homeless Access to Care Survey, which was conducted March 26–27, 2002, by trained volunteers from multiple agencies that administered surveys to clients visiting their offices. In addition, many agencies sent volunteers out to administer surveys on the street in locations where homeless individuals commonly seek shelter. A total of 1,779 surveys were completed and tabulated for Fresno and Madera counties. Of the 1,779 persons interviewed, 465 were from Madera County. Some facts about the homeless population in the area based on the survey responses are the following:

- Sex – About 52 percent of the homeless population is male.
- Race/Ethnicity – The majority (42 percent) is Latino, with whites at 33 percent and African American at 15 percent.
- Employment Status – Approximately 17 percent of the homeless are employed.
- Veterans – Veterans make up approximately 17 percent of the homeless.

- Ex-Offender – Approximately 20 percent are ex-offenders.
- Domestic – Twenty-four percent are the victims of domestic violence.
- Prior Homelessness – Almost half of those surveyed (49 percent) reported that they had been homeless before.
- Current Housing – Almost 10 percent reported that they were living on the street or in their vehicle, while 18 percent were living in an emergency shelter. Others reported that they were in transitional housing (27 percent) or living with a relative or friend (21 percent).

Facilities and services for homeless people in Madera are provided primarily by the Madera County Community Action Agency, which operates two emergency shelter facilities, a transitional shelter facility, two transitional housing sites (Mount Laura Shelter and the Martha Diaz Center), and a motel voucher program within the City. Additional services, such as motel vouchers through Temporary Assistance to Needy Families (TANF), are provided by the Madera County Welfare Department.

The biannual Point-In-Time Homeless Street Count was completed in the Fresno and Madera region on January 26, 2007. This FMCoC study involved a day-long data collection strategy, using the personal interview method of individuals on the street, in areas known to be frequented by homeless persons, including the perimeters of emergency shelters, soup kitchens, parks, railways, and under bridges. More than 100 community members including homeless service providers, private citizens, public agency representatives, and justice and social service agencies participated in the one-day Point-In-Time count of homeless on the street. Approximately 769 persons in Fresno were interviewed, and 72 persons in Madera were interviewed. The results of the Madera survey are as follows:

- The majority of respondents resided in Madera less than a year, with 54 percent staying at an emergency shelter.

- Of those respondents who stayed in a shelter, 54 percent claim they were not offered services to assist with long-term housing.
- Approximately 80 percent of respondents were single, with 70 percent of respondents being men.
- Almost 60 percent of the respondents were aged 31 to 50 years old.
- 53 percent of the population has been homeless for a year or more.
- 44 percent of the respondents graduated from high school, with 17 percent of respondents having some college education.
- 67 percent of the population claimed to make between \$0 and \$500 per month, with 31 percent of this income derived from food stamps, followed by Medicaid at 24 percent.

In addition to the shelter options provided by the Madera County Community Action Agency, the Madera Rescue Mission provides services for men, women and children, including shelter, three meals a day, showers, and clothing giveaways. According to the City's 2005-2010 Consolidated Plan, there are 70 beds for individuals with emergency shelter needs, 34 transitional beds for individuals, and no permanent supportive housing beds. For families, there are currently no emergency shelter or permanent supportive housing beds, but there are 12 transitional beds for families.

Farmworkers

Farmworkers accounted for 14 percent of the employed persons living in Madera in 2000. The 2000 Census reported a total of 1,972 Madera residents who were employed in farming, forestry, and fishing occupations. Projections for 2008 estimated the number of farming, fishing, and forestry jobs at 2,584, which was about 13 percent of the workforce (persons aged 16 and older).

A special report prepared for the Madera Housing Authority and the Darin M. Camarena Health Centers Inc. provides current information on the needs of farmworkers in Madera County. The study included surveys of agricultural workers to assess the current health and housing options for agricultural workers in Madera and to identify some of the problems that they are facing. The special study consists of surveys of 200 agricultural workers, the Immigrant Voice Survey, and the Agricultural Worker Health and Housing Program (AWHHP) survey, as well as three focus group sessions to discuss current and future health and housing needs of these farmworkers.

Findings from this special study include the following:

- Large and Growing Families – Average family size was 5.8 persons. Most of the households had at least one child under the age of 10.
- Household Income – A reasonable estimate of the typical hourly pay (or piece work equivalent) for these agricultural workers would be \$6.75 to \$8 per hour. This, combined with the high level of underemployment, results in very low household incomes. The average household income for AWHHP participants was \$12,055.
- Living Arrangements - The majority of the AWHHP participants were living in houses (67), followed by apartments (24), single rooms (6), and mobile homes (1).
- Housing Quality - Almost half of the AWHHP respondents reported problems with insects or vermin infestation. Other problems included heating and cooling, plumbing, electrical wiring, and sewer. Approximately 10 percent in both surveys cited poor quality housing as the reason for their last move.
- Lack of Affordable Housing - The need for more affordable housing options, as either apartment complexes or homes, was the focus of much of the discussion at the three focus group meetings.

- Exploitation by Landlords - With their low incomes and in some cases undocumented status, many workers are vulnerable to being exploited by landlords. Landlords may fail to make necessary repairs, leaving tenants to make repairs on their own. In addition, rental deposits are often excessive.

The study points out that the very low wages paid to agricultural workers, the seasonal nature of farm labor, and the rising housing costs in the Central Valley all pose serious constraints on the ability of Madera's agricultural workers to secure decent and affordable housing. The ineligibility of undocumented workers for government-sponsored housing programs is a serious problem as well.

According to the City's previous Consolidated Plan (2000-2005), City and County staff routinely receive complaints of single-family units being occupied by groups of farm laborers or families. Investigations by staff showed as many as 10 to 20 residents in a single unit and adjacent sheds. These circumstances present serious health and safety problems and substandard housing conditions, such as electrical hazards and inadequate toilet, shower, heating, and kitchen facilities.

The Consolidated Plan also reported that approximately 1,500 people live in substandard and illegal dwelling units during the summer. Because other people live in legal units that may not be substandard, the total number of farm laborers may be much higher. Many times farm laborers pay more for substandard housing than would be paid for renting standard housing. Because the farm laborer's stay is limited, standard rental housing is difficult to obtain.

The City's most recent Consolidated Plan (2005-2010) did not discuss the needs of farmworkers at length but one can assume that the needs of farmworkers are still present. The updated Consolidated Plan does list Housing Authority homeownership programs, and one program specifically targets farmworkers, the Down Payment Assistance Program-Farm Worker Housing

Grant. This program assists qualified farmworkers afford homeownership and also helps to build and rebuild single-family neighborhoods in the City.

The Housing Authority of the City of Madera is responsible for providing assisted rental housing through its public housing farmworker rental units. The Housing Authority owns 100 units of farm labor housing. Residency is restricted to farm labor families that are U.S. citizens or have residency. The Housing Authority also operates the 50-unit Pomona Ranch Housing Center, which is outside of the City limits, for seasonal farmworkers. In addition, Self Help Housing operates the 40-unit Cottonwood Farm Labor complex.

Housing Authority

The Housing Authority is the primary provider of affordable housing in Madera. The Housing Authority's two main programs, Public Housing and Housing Choice Vouchers (HCV), provide some housing opportunities for extremely low-, very low-, low- and moderate- income families and individuals as well as housing for people with other special needs (senior citizens). The demand for the Housing Authority's programs and services is evidenced by the program waiting lists. Historically the waiting lists have contained thousands of households. For example, according to the 2005-2010 Consolidated Plan, there were 2,784 families waiting for 260 family public housing units and 1,410 families were waiting for one of the City's 725 Housing Choice Vouchers. Elderly households are small but growing percentages of both waiting lists. In total, there are more elderly families on the waiting lists than there are disabled families. From the Housing Authority's perspective, the greatest need for housing assistance is among very low-income and moderate- income (working poor) , renter-occupied households (particularly large related households)

HOUSEHOLD INCOME CHARACTERISTICS

Housing Costs Compared to Ability to Pay

The following section discusses current (as of February 2008) income levels and ability to pay for housing compared with housing costs. Housing is classified as “affordable” if households do not pay more than 30 percent of income for payment of rent (including monthly allowance for water, gas, and electricity) or monthly mortgage (including taxes). Since above moderate-income households do not generally have problems locating affordable units, these units are frequently defined as those reasonably priced for households that are low- to moderate-income. **Table 1-24** below shows the definition of housing income limits as published by the State of California (based upon HUD income limits published annually with some adjustment made for local factors) as they are applied to housing units in the City of Madera.

Definitions of Housing Income Limits

Extremely Low-Income Unit is one that is affordable to a household whose combined income is at or lower than 30 percent of the median income for the Fresno MSA (Fresno and Madera Counties) as established by the U.S. Department of Housing and Urban Development (HUD). For 2008, a Madera household of four is considered to be extremely low-income if its combined income is \$16,150 or less (\$1,346/mo. or \$7.76/hr.).

Very Low-Income Unit is one that is affordable to a household whose combined income is between 31 and 50 percent of the median income for the Fresno MSA as established by HUD. For 2008 a Madera household of four is considered to be very low-income if its combined income is \$26,900 or less (\$2,242/mo. or \$12.93/hr.).

Low-Income Unit is one that is affordable to a household whose combined income is at or between 50 percent and 80 percent of the median income for the Fresno MSA as established by HUD. A household of four is considered to

be low-income in Madera if its combined income is \$43,050 or less (\$3,587.50/mo. or \$20.70/hr.) for the year 2008.

Median-Income Unit is one that is affordable to a household whose combined income is at or between 81 percent and 100 percent of the median income for the Fresno MSA as established by HUD. A Madera household of four is considered to be median income if its combined income is \$53,800 or less (\$4,483/mo. or \$25.87/hr.) for the year 2008.

Moderate-Income Unit is one that is affordable to a household whose combined income is at or between 101 percent and 120 percent of the median income for the Fresno MSA as established by HUD. In Madera a household of four is considered to be moderate-income if its combined income is \$64,600 or less (\$5,383/mo. or \$31.00/hr.) for the year 2008.

Affordable Units are units for which households do not pay more than 30 percent of income for payment of rent (including monthly allowance for utilities) or monthly mortgage and related expenses. Since above moderate-income households do not generally have problems in locating affordable units, affordable units are often defined as those that low- to moderate-income households can afford.

Table H-24 shows the 2008 state area median income limits for very low-, low-, median- and moderate-income households in Madera County by the number of persons in the household. It also shows maximum affordable monthly rents and maximum affordable purchase prices for homes. For example, a four-person household is classified as lower income (80 percent of median) with an annual income of up to \$43,050. A household with this income could afford to pay a monthly gross rent (including utilities) of up to \$1,076 or to purchase a house priced at \$134,370 or less.

TABLE H-24: COUNTY OF MADERA HOUSING AFFORDABILITY BY INCOME LEVEL

Extremely Low-Income (Households at 30% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$11,300	\$12,900	\$14,550	\$16,150	\$17,450	\$18,750
Max. Monthly Gross Rent (1)	\$283	\$323	\$364	\$404	\$437	\$469
Max. Purchase Price (2)	\$35,190	\$40,230	\$45,360	\$50,310	\$54,450	\$58,410
Very Low-Income (Households at 50% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$18,850	\$21,500	\$24,200	\$26,900	\$29,050	\$31,200
Very Low-Income (Households at 50% of 2008 Median Income)						
Max. Monthly Gross Rent (1)	\$471	\$538	\$605	\$673	\$726	\$780
Max. Purchase Price (2)	\$58,770	\$67,050	\$75,600	\$83,970	\$90,720	\$97,380
Lower Income (Households at 80% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$30,150	\$34,450	\$38,750	\$43,050	\$46,500	\$49,950
Max. Monthly Gross Rent (1)	\$754	\$861	\$969	\$1,076	\$1,163	\$1,249
Max. Purchase Price (2)	\$94,050	\$107,550	\$120,960	\$134,370	\$145,170	\$155,880
Median Income (Households at 100% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$37,700	\$43,000	\$48,400	\$53,800	\$58,100	\$62,400
Max. Monthly Gross Rent (1)	\$943	\$1,075	\$1,210	\$1,345	\$1,453	\$1,560
Max. Purchase Price (2)	\$117,630	\$134,190	\$151,020	\$167,940	\$181,350	\$194,850

Moderate Income (Households at 120% of 2008 Median Income)						
Household Size	1	2	3	4	5	6
Income Level	\$45,200	\$51,700	\$58,100	\$64,600	\$69,800	\$74,900
Max. Monthly Gross Rent (1)	\$1,130	\$1,293	\$1,453	\$1,615	\$1,745	\$1,873
Max. Purchase Price (2)	\$141,120	\$161,370	\$181,350	\$201,600	\$217,980	\$233,910

Notes:

1 Assumes that 30% of income is available for monthly rent, including utilities.

2 Assumes that 30% of income is available to cover mortgage payment, 10% down, taxes, mortgage insurance, homeowners insurance; at 7%, 30 year term fixed mortgage.

Source: California Department of Housing and Community Development, Official State Income Limits for 2008 and Home Affordability Calculator at www.mortgage101.com.

Table H-25 below shows HUD-defined fair market rent levels (FMR) for Madera for 2009. In general, the FMR for an area is the amount that would be needed to pay the gross rent (shelter rent plus utilities) of privately owned, decent, safe, and sanitary rental housing of a modest (non-luxury) nature with suitable amenities. FMRs are estimates of rent plus the cost of utilities, except telephone. FMRs are housing market-wide estimates of rents that provide opportunities to rent standard quality housing throughout the geographic area in which rental housing units are in competition. The rents are drawn from the distribution of rents of all units that are occupied by recent movers. Adjustments are made to exclude public housing units, newly built units, and substandard units.

As noted above, a four-person household classified as low-income (80 percent of median) with an annual income of up to \$43,050 could afford to pay \$1,076 monthly gross rent (including utilities). The FMR for a 3-bedroom unit is \$1,213, which is not quite affordable to this household and they would likely have to live in a 2-bedroom unit, which would be considered overcrowded. The gap between affordability and rental prices widens drastically for very low-income families. A four-person household classified as very low-income (50 percent of median) with an annual income of up to \$26,900 could afford to pay only \$673 monthly gross rent and thus could not afford the FMR rent of \$1,213 for a 3-bedroom unit. The same would hold true for households with incomes below 50 percent of median, who could only afford to spend less.

TABLE H-25: CITY MADERA FAIR MARKET RENTS, FISCAL YEAR 2009

	Bedrooms in Unit				
	0 BR	1 BR	2 BR	3 BR	4 BR
Fair Market Rent (FMR (2009))	\$623	\$654	\$834	\$1,213	\$1,250

Source: Data Sets, www.huduser.org

Table H-26 is an abbreviated list of common occupations and their annual associated mean annual incomes for Madera residents. The table shows the amounts that households at these income levels could afford to pay for rent as well as the purchase prices that they could afford to pay to buy a home.

TABLE H-26: INCOMES AND AFFORDABLE HOUSING COSTS FOR SELECTED FAMILIES AND OCCUPATIONS

Category	Annual Mean	Monthly	Affordable House
	Income	Affordable Rent ¹	Price ²
Single Earners			
Retail Salesperson	\$24,705	\$618	\$83,070
Office Clerk, General	\$25,035	\$626	\$84,150
Machinist	\$36,532	\$913	\$122,940
Dental Assistant	\$29,870	\$747	\$100,440
Farmworkers and Laborers	\$17,495	\$437	\$58,770
Registered Nurse	\$73,475	\$1,837	\$247,230
Food Service Supervisor	\$31,212	\$780	\$105,030
Correctional Officer	\$69,136	\$1,728	\$232,650
Childcare Worker	\$22,881	\$572	\$76,950
Accounting Clerk	\$32,341	\$809	\$108,810
Maintenance Worker	\$43,109	\$1,078	\$144,990
Engineering Technician	\$36,015	\$900	\$121,140
Elementary School Teacher	\$48,023	\$1,201	\$161,550

Category	Annual Mean	Monthly	Affordable House
	Income	Affordable Rent ¹	Price ²
Two Wage Earners			
Food Service Supervisor and Retail Salesperson	\$55,917	\$1,398	\$188,190
Maintenance Worker and Office Worker	\$68,144	\$1,704	\$229,320
Farmworker and Childcare Worker	\$40,376	\$1,009	\$135,810
Retired - Average Social Security			
One-person household with only SS	\$12,024	\$301	\$40,320
Two-person household - both retired - only SS	\$24,048	\$601	\$80,910
Minimum Wage Earners (\$8.00 per hour)			
Single Wage Earner	\$16,640	\$416	\$55,980
Two Wage Earners	\$33,280	\$832	\$111,870
SSI (Aged or Disabled)			
One-person household with only SSI	\$7,236	\$181	\$24,210
Couple with SSI	\$10,848	\$271	\$36,450

Notes:

1 Assumes 30% of income devoted to monthly rent, including utilities.

2 Assumes 30% of income devoted to mortgage payment, taxes, mortgage insurance and homeowner's insurance; 10% down at 7%, 30 year term.

Source: Employment Development Department Labor Market Information, 2008

Home Sales Prices

Home sale prices for the City of Madera were compiled using data provided by Data Quick, an agency that monitors real estate activity nationwide and provides information to consumers, educational institutions, public agencies, lending institutions, title companies, and industry analysts. According to DataQuick, the median sale price for a home in Madera in December of 2007 was \$240,500. One year later in December 2008, the median sale price had declined by 61.90 percent to \$151,750. The median home sale price includes resale single-family homes, new single-family homes, and condominiums.

According to DataQuick, a significant factor that has lowered the median sale price of homes is the large increase in resale homes that are in foreclosed and pre-foreclosure (defaulted mortgages) status. In the second quarter of 2007, there were 215 home mortgages in the County of Madera that were in default. In the second quarter of 2008, the number of mortgages in default was 158 percent higher, with 555 mortgages in default. DataQuick estimates that the median home sale price in Madera will continue to decline as more foreclosed homes are sold below the median price.

Comparing the income data and maximum home purchase price based on the income limits established for lower-income households in **Table H-27** with the median home sale prices reported by DataQuick (December 2008), it is estimated that only those earning slightly more than the median income can afford to purchase a home. Households earning roughly \$48,400 (98 percent AMI) per year earn the minimum amount of monthly income needed to purchase a home at the median price of approximately \$150,000, without being severely cost burdened by a monthly mortgage payment.

**TABLE H-27: COUNTY OF MADERA
MEDIAN HOME SALE PRICES**

Jurisdiction	December 2008 Units Sold	December 2008	December 2007	% Change
Chowchilla	8	\$158,500	\$230,000	-31%
Coarsegold	5	\$231,090	\$249,000	-7%
Madera	45	\$151,750	\$240,500	-37%
Oakhurst	3	\$270,000	\$263,250	3%
County Total	148	\$165,000	\$242,750	-32%

Source: *dqnews.com*, "California Home Sale Price Medians by County and City," August 2008.

Table H-28 displays the median market rate rental prices by bedroom gathered as part of a rental survey performed in October 2008. A total of 74 single-family homes and 24 multi-family dwellings were evaluated during the survey. At the time of the survey, 3-bedroom apartments were the most plen-

tiful type of unit for rent. One-bedroom apartments were renting for approximately \$980 per month, which a single person with an income in the very low-, low-, or moderate-income categories would struggle to afford. Rent for a 3-bedroom home or apartment ranged from \$1,050 to \$1,195. A moderate-income family of four would likely be able to afford this rent, but a family with very low- or low-income status would not. These are indications of the continued need to offer programs such as those discussed in the “Current and Past Housing Programs in Madera” section and to continue to pursue other programmatic solutions to the supply of housing affordable to all income levels.

TABLE H-28: CITY OF MADERA MEDIAN RENT

Number of Bedrooms	Single-Family		Multi-Family	
	Median Rent	Number of Units Surveyed	Median Rent	Number of Units Surveyed
1 bedroom			\$980	5
2 bedroom	\$750	5	\$1,070	6
3 bedroom	\$1,050	21	\$1,195	13
4 bedroom	\$1,200	37		
5+ bedroom	\$1,325	11		
Total		74		24

Source: PMC rental survey, October 2, 2008.

ASSISTED HOUSING AND AT-RISK UNITS

Assisted Housing

Assisted housing is defined as units in which all or part of the costs are subsidized by the public sector so that housing is available to lower-income households at more affordable costs. By Housing and Urban Development (HUD) standards, an affordable unit’s monthly cost does not exceed 30 percent of the household’s income. Historically, this figure was 25 percent, but it

was raised to 30 percent to more accurately reflect current housing costs. However, financial institutions are using a figure of 30-35 percent of household income for housing costs (principal, interest, taxes, and insurance) as a maximum loan threshold.

The City of Madera Redevelopment Agency continually prioritizes increasing and improving the supply of affordable housing in the City. The agency has created affordable housing opportunities for owners and renters by funding projects with public funding and entering into public/private partnerships. According to the 2008-2013 Implementation Plan, the Madera RDA has been responsible for the production of 1,436 units through June 2007. The estimated number of housing units to be developed in the Redevelopment Project Area over the five year planning period (2008-2013) is 751 units. The Agency expect approximately 453 of these units will be for very low- income households. This expectation is based on continuation of the Agency's various housing programs.

Agency housing programs include the Infill Program that demolishes dilapidated structures and sells the lots to builders for affordable housing. The Construction Loan Program that provides low interest construction loans through a revolving loan fund for single family homes available to low-income households. The Downpayment Assistance Program is for first time homebuyers and is administered by the City of Madera. The Owner Participation Agreement Program finances the construction of public improvements required for new subdivisions in return for long-term affordability covenants on units sold to low- and very low-income households. In the Property Acquisition and Subdivision Program, the Agency acquires vacant property, makes necessary public improvements and sells to home builders. Affordability covenants are placed on home sold to moderate, low and very low-income households. The Targeted Single-family and Multi-family Rehab and Transitional Housing program assists owners of transitional, rental and owner-occupied housing to rehabilitate units. These units have to be available to very low, low and moderate income households. The New Multi-family program has the Agency working with developers of multi-family project to ensure affordable units are included as part of each development. Finally, the

Exterior Improvement Grants program assists the owners of transitional, rental and owner-occupied housing to improve the exterior façade of the units. Residents of the improved units must be very low, low or moderate-income households.

The Redevelopment Agency has also participated in developing and ensuring that the supply of affordable rental units is adequate to meet the demands of low-income households in the City. **Table H-29** provides a summary of the assisted housing projects in the City. The Agency utilizes tax exempt bonds and set-aside funds to subsidize affordable rent levels that are below market rate. A portion of the assisted units is also restricted to lower-income households through the HUD Section 8 program.

TABLE H-29: CITY OF MADERA ASSISTED HOUSING PROJECTS

Multi-Family	Total # of Units	# of Affordable Units	Section 8
Cottonwood Creek	40	40	--
Las Brisas*	81	81	--
Madera Apartments	68	65	--
Madera Garden Apartments	65	58	--
Sunrise Terrace	81	81	--
Sherwood Family Apartments	65	65	--
Crossings	65	65	--
Lakewood Terrace	81	81	--
Valley Vista	60	60	--
The Village of Madera	75	75	--
Yosemite Manor	76	76	76
Total	757	747	--

* Senior facility.

Source: City of Madera, Redevelopment Agency.

Units at Risk of Conversion

The Department of Housing and Community Development (HCD) defines assisted housing developments as multi-family rental housing projects that receive financial assistance through state and federal funding sources including HUD programs, state and local bond programs, redevelopment programs and those restricted as part of inclusionary or density bonus programs. At-risk projects are considered to be those projects that are subject to governmental regulatory agreements and where the project owners can cancel the regulatory agreement and convert the affordable rents to market-rate rents within the current or subsequent 5-year planning period.

According to the California Housing Partnership Cooperation, the Madera Apartments and Madera Garden Apartments are considered to be at risk. The Madera Apartments contain 68 units, of which 65 units are subsidized. The restrictive clause expiration date of the 65 units is April 18, 2011. The Madera Garden Apartments contain a total of 65 units, 58 of which are subsidized. The restrictive clause expiration of the 58 units expired on August 31, 2001; however the principal loan amount is \$878,424.30 outstanding. At the time the principal is paid in full, the restricted units face the possibility of conversion.

Cost of Replacing At-Risk Units

Generally, the cost of preserving assisted housing units is estimated to be significantly less than replacing units through new construction. Preserving units entails covering the difference between market rate and assisted rental rates. New construction tends to be less cost efficient because of the cost of land, which is often a limiting factor in the development of affordable housing.

Preservation

An analysis of the cost to preserve at-risk units includes determining the cost to acquire and rehabilitate the at-risk project as well as determining the monthly subsidy necessary to preserve affordability. In the event that the af-

fordability terms expire on the two at-risk units and the property owners of the projects decide to convert the rental rates of the units to be equal to or more than the fair market rental rates, interested parties (nonprofit, for profit, the RDA) may purchase and rehabilitate the property in order to maintain the affordability of the units. Purchasing the at-risk units depends on the owners' willingness to sell, interested parties to purchase the project, and available funding assistance. Currently, loopnet.com advertises a 10-unit multi-family complex for \$650,000, which is \$65,000 per unit. The average rehabilitation cost in Madera for each unit is \$20,000, which means that the estimated total cost to acquire and rehabilitate each unit is \$85,000. Roughly, the total cost to acquire and rehabilitate the at-risk units (123) is \$10.5 million.

Following the acquisition and rehabilitation of the units, the ongoing cost to preserve affordability is determined by identifying the gap (subsidy) between the assisted rent and the market rent. The exact amount is difficult to estimate because the rents are based on a tenant's income and therefore would depend on the size and income level of the household. **Table H-24** summarized the affordability situation in the city. Following are some general examples of expected subsidies:

An extremely low-income person can only afford up to \$283 per month and the fair-market rental rate in the City for a 1-bedroom unit is \$654 per month. The subsidy needed would be approximately \$371 per month or \$4,452 per year.

A very low-income family of three can afford \$605 a month and the fair-market rent in the City for a 2-bedroom unit is \$834. The subsidy would be approximately \$229 per month or \$2,784 per year.

A low-income family of four or larger would most likely find it difficult to find suitable housing. To avoid overcrowding, a large low-income family would need to find a single-family unit, and these rents are generally higher than those for multi-family units. A family of four could afford up to \$1,076 per month, and the fair market rent for a 3-bedroom unit is \$1,213. The subsidy would be approximately \$137 per month or \$1,644 per year.

Replacement

The City also has the option of replacing converted units through the construction of a new affordable housing project. The cost of developing a new affordable housing project is typically much higher than acquiring and rehabilitating an existing project, due to development fees and the price of purchasing land. The Pacific Companies, an affordable housing developer, is in the preliminary stages of developing a 65 unit (including manager's unit) affordable housing project called Arbor Point. According to the developer's pro forma calculations, the anticipated financing that is needed to construct Arbor point is \$18,066,212, not including the cost of land, which is equal to roughly \$277,941 per unit. The total construction cost includes a 2,500 square foot clubhouse/office, which is approximately 3 percent of the total square feet of the complex. Subtracting 3 percent from each of the unit cost yields a per-unit cost of roughly \$269,198. The cost to replace the at-risk units (123) is determined by multiplying the total number of at-risk units by the approximate cost to build each unit. In Madera, that cost would be \$33,111,354.

FUTURE HOUSING NEEDS

Under the state housing element requirement, housing needs are defined in three categories: existing needs, needs of special groups within the community, and projected needs over the next five-year period. Previous sections of this chapter have identified existing needs and needs of special groups. This section focuses on projected housing needs through 2014.

Projected housing needs are the total additional housing units required to adequately house a jurisdiction's projected population through the planning period in units that are affordable, in standard condition, and not overcrowded. These needs include those of the existing population as well as the needs of the additional population expected to reside in the city five years hence.

Madera's Share of 2007 to 2014 Housing Needs

Government Code Section 65584 assigns responsibility for developing projections of regional housing need and for allocating a share of this need to localities within the region to regional councils of government or the California Department of Housing and Community Development when there is no local council of government. For Madera County and its two incorporated communities (City of Madera and Chowchilla), HCD prepared and finalized these determinations. Based on a methodology that weighs a number of factors (e.g., projected population growth, employment, commute patterns, available sites), HCD determined quantifiable needs for housing units in Madera County according to various income categories. **Table H-31** depicts Madera's estimated need for the 7½ year period. In its final Regional Housing Needs Allocation (RHNA) figures, HCD allocated 6,299 housing units to the City. This is equivalent to a yearly need of 890 housing units for the 7½ year period. The total allocation is broken down into four income categories: very low (1,499 units or 24 percent of total units), low (996 units or 16 percent of total units), moderate (1,230 units or 20 percent of total units), and above moderate (2,573 units or 41 percent of total units). The City must estimate the projected number of extremely low-income households and one way to do so is by assuming half of its very low-income RHNA is for extremely low-income. In other words, of the 6,299 units allocated, 60 percent must be in the affordable range (extremely low-, very low-, low-, moderate-) and 41 percent in the above moderate range.

**TABLE H-30: CITY OF MADERA 2007-2014
REGIONAL HOUSING NEED BY INCOME CATEGORY**

Income Category	HCD Need Determination	Percentage of Total
Extremely Low	749	11%
Very Low	750	11%
Low	996	16%
Moderate	1230	20%

Income Category	HCD Need Determination	Percentage of Total
Above Moderate	2,573	41%
Total	6,299	100%
Average Yearly Need	890	--

Source: Department of Housing and Community Development, 2008

Residential Development Activity (2005 to 2008)

Over the past four years, Madera has issued building permits for 2,234 new units, nearly half of which were built in 2005. The pace of development rapidly dissipated after that year. **Table H-32** summarizes projects approved, building permits issued, and units constructed by year. Between January 1, 2000 and December 31, 2008, the City has issued permits for 323 units, none of which were for units restricted to households of low- or moderate-incomes. The years 2005 and 2006 were in the previous planning period and units constructed in these years have not been counted towards meeting the housing need in the current planning period, rather they are shown to highlight the rapid decline in housing development.

TABLE H-31: CITY OF MADERA RESIDENTIAL DEVELOPMENT ACTIVITY

Unit Type	Year			
	2005	2006	2007	2008
Single Family	1,027	725	218	71
Multi Family	133	26	23	11
Total	1,160	751	241	82

To relate this building permit activity to the 2007-2014 Regional Housing Need Allocation figures, these building permit figures have been assigned to one of the four income categories specified in the HCD needs allocation. The results of this analysis are shown in **Table H-33**. After accounting for approved and constructed housing units between January 2007, and December

2008, Madera's remaining fair share need is shown in **Table H-33**. Very little residential construction has occurred in the City in the past few years, which has led to limited progress toward the City's RHNA.

TABLE H-32: CITY OF MADERA BALANCE OF RHNA TO ACCOMMODATE ON VACANT OR UNDERUTILIZED SITES

Income Category	2007 to 2014 HCD Need Determination	Units Constructed January 1, 2007 - Present	Percentage of Need Met	Balance of Existing Need
Very Low	1,499	0	0	1,499
Low	996	0	0	996
Moderate	1,230	0	0	1,230
Above Moderate	2,573	323	12.6%	2,250
Total	6,299	323	--	5,976

** Units include both units constructed and those receiving building permits between January 1, 2007 and December, 2008. Source: Community Development Department, November 2008; Department of Housing and Community Development, December 2008.*

HOUSING RESOURCES

This section assesses the availability of land and services to meet the needs documented in the previous section. This section inventories Madera's available residentially designated land, calculates the buildout potential of this land, and reviews the adequacy of services to support future housing development.

Available Land Inventory

Relative to future basic construction needs, it has been indicated that during the period of 2009 and 2014, which is the time frame of this Housing Element, Madera's balance of existing need is 5,976 new units. With a slower residential development market in the past few years, very little has been built in the City during this current RHNA planning period and none of the units

constructed so far are restricted to very low-, low- or moderate-income households. The City's major responsibility is to provide adequate sites zoned to meet future construction needs. This section evaluates the City's available land supply to demonstrate if there is enough residentially zoned land to meet future housing demands, as determined by HCD's RHNA.

Available Land Currently Planned for Residential Use

The land inventory identified almost 350 sites (covering 719.34 gross acres) that are residentially designated and considered vacant. The complete list of available sites to meet the City RHNA is included in the Housing Element (HE) Appendix. The table in this appendix provides the Assessor's Parcel Number (APN), acreage, zoning, General Plan designation, constraints, maximum capacity and realistic capacity numbers. A description of how this realistic capacity number was determined is provided in the "Analysis of Development Potential Versus Projected Housing Need" section below.

One of the sites included in the inventory in the appendix is the site of the Ventana Specific Plan, adopted in January 2007. The Ventana Specific Plan contains two parcels currently, 047-014-005 and 047-014-007. The plan provides for nine neighborhoods total with two of the neighborhoods zoned appropriately for housing affordable to very low and low income households. As shown in the vacant land table these neighborhoods contain a total of 42.7 gross acres of land for approximately 433 dwelling units, which would be appropriate for very low-income households. The remaining land in the Specific Plan is PD (4500), which is appropriate for low or moderate income households (in this case we are assuming moderate-income-affordable homes) and PD (6000), which provides 811 potential units for above moderate-income households.

TABLE H-33: CITY OF MADERA VACANT SITE SUMMARY

Income Category	2007 to 2014 HCD Need Determination	Units Constructed January 1, 2007 - Present	Balance of Existing Need	Units Provided by Vacant Sites	Surplus Unit Capacity
Very Low	1,499	0	1,499	1,697	198
Low	996	0	996	1,048	52
Moderate	1,230	0	1,230	1,477	247
Above Moderate	2,573	323	2,250	2291	41
Total	6,299	323	5,976	6,513	537

Analysis of Development Potential Versus Projected Housing Need

As shown in **Table H-32** above, Madera has a net RHNA (after subtracting units already built and approved units between January 2007 and December 2008) of 5,976 housing units for the 2007-2014 RHNA planning period. Of this total, there is a need of 1,499 units for the very low-income category, 996 for low income, 1,230 for moderate income, and 2,250 for above moderate-income households.

As shown in the **Housing Element Appendix**, Madera has a total holding capacity of 6,513 (realistic capacity) to 8,513.8 (maximum capacity) housing units under current zoning, which is more than enough units to satisfy the City’s RHNA with either the maximum or realistic capacity numbers. Using the maximum densities for each zoning district, Madera has a total residential holding capacity that is more than the total adjusted RHNA by 2,537 units. Using the realistic capacity, Madera has a total residential holding capacity that is more than the total adjusted RHNA by 537 units. The “realistic” capacities are based on recent development that has occurred in the City over the past few years. These examples are used to determine a realistic capacity for each site because they demonstrate the number of units that are actually built on a site after development standards are taken into account. Many of the

sites in the inventory are designated for medium densities. Projects currently in the pipeline include Villa de Roma, which will be 180 units on 15 acres with PD (3000) zoning and Medium Density General Plan designation. This equates to 86 percent of the total maximum number of units possible on this site according to its size and zoning. Another project, Foxglove, is also a 180-unit complex on 15 acres in the PD (3000) zone and Medium Density General Plan designation. The development history of multifamily projects built on medium density sites allows the City to conservatively assume a realistic capacity of 80 percent. This is also the case with the site that is in the PD (2000) zone where a recent development, Varbella is building at 87 percent of its maximum density. Additionally the Freedman project planned on a 4.3 acre site in the PD (1500) zone is developing at approximately 58 percent. This was taken into account for the PD (1500) site in the inventory, which was projected to yield 60 percent of the maximum density. Even though this percentage is slightly higher than the development project example, the track record of building more than 80 percent on a consistent basis allows the City to assume that at least 60 percent of this site's maximum number of units will be developed.

The range of zoning of available sites affords the opportunity for a variety of housing types. Present development patterns have single-family detached units in the R-1, PD 6000, and PD 4500 zones; single-family attached units (cluster units, planned developments, and split-lot duplexes) in the PD 6000 and PD 4500 zones; multi-family and mobile home parks in PD 3000 and PD 2000; and duplexes and apartments in R-2, R-3, and PD 1500 zones. Manufactured housing on approved foundation systems may be permitted in most residential zones upon approval by the Zoning Administrator.

In addition to the basic construction needs, the housing needs of each of the four income groups (very low, low, moderate, and above moderate) must be considered. Because capacity for housing production exceeds Madera's total need for new housing during the Housing Element planning period, a primary objective for the City over the Housing Element planning period will be to provide adequate sites to accommodate the housing needs of very low-, low-, and moderate-income households. The California Department of Housing

and Community Development assumes, in general, that the higher the density, the more affordable the housing. It is HCD's position that local jurisdictions can facilitate and encourage affordable housing development by allowing development at higher densities, which helps to reduce per unit land costs.

In regard to lower-income households, rental units would typically be constructed in the R-2, R-3, PD 3000, PD 2000, PD 1500, and Commercial zones. Among the sites listed in **Table H-34** as appropriate to meet the need for units affordable to very low- and low- income households are R3 sites with High Density (HD) proposed General Plan designations, PD (1500) with HD designation and PD (2000) and PD (3000) with Medium Density Residential (MDR) designations. Most of the sites used to show capacity for very low and low-income households are PD (3000), which is described as appropriate for multi-family and mobile home parks. Using the realistic capacity methodology described above and typical developed densities, these sites provide for approximately 1,264 units and another 433 in the Ventana Specific Plan, which provides for ample sites to satisfy the very low-income allocation and another 1,048 units are possible on these sites to fulfill the low-income allocations.

Single-family attached and detached units are also expected to be the major housing type for moderate- and above moderate-income groups. As indicated above, the currently zoned sites including some in the Ventana plan will provide approximately 727 units appropriate for moderate-income households. The remaining 750 units will be provided through a rezoning program (Action Item 1-1-3) that will rezone 97.03 acres of R1 zoned land to PD (4500). For above moderate- income households, there are sites for approximately 2,291 units, which would leave a surplus for approximately 41 units. Many of these are on smaller sites that would hold only one or two units but it is feasible that individual citizens may purchase these lots and build homes on them, which deems them appropriate for the above moderate allocation.

Adequacy of Public Facilities and Infrastructure

Water

The City's water supply system consists of a network of interconnected sub-systems serving specific areas in accordance with City policy. Water is supplied by 18 water wells, all of which are located inside the city limits. The City also has a 1 million gallon elevated water storage tank. According to Al Holguin, Water/Sewer Operations Manager, the City has a current (November 2008) pumping capacity of 28,416 gallons per minute (gpm) and an average daily usage of 21 million gallons per day (mgd) during the summer and 5 mgd during the winter. With approximately 12,419 water service connections the City is not currently facing any critical water supply issues or problems and does not anticipate there will be any constraints within the Housing Element planning period (2007-2014). The City has recognized the long term constraints to providing adequate infrastructure related to groundwater overdraft issues. The current General Plan update and corresponding EIR will mitigate the groundwater issues associated with housing production beyond the planning period. The City constructed additional wells in December 2002 and in 2003. Two or three wells are planned over the next two years to increase the City's supply of water.

Sewer

The City of Madera's Wastewater Treatment Plant is located at 13048 Road 21½ in Madera and is a secondary treatment facility. Sewer collection pipelines in the City range between 8 and 42 inches. According to Dave Underwood of the City of Madera's Wastewater Treatment Plant, the Wastewater Treatment Plant has a maximum design capacity of 10.1 million gallons per day (mgd). During wet weather periods where heavy rainfall occurs for an extended amount of time, the flow can increase significantly due to inflow and infiltration. The treatment facility has seen increases in flow of up to 1.0 million gallons per day during rainy periods. The City has taken measures to mitigate the inflow and has reduced it significantly. The current average flow the plant is receiving is 5.8 million gallons per day. Plant expansion was

completed in March 2008. The plant should not exceed its design capacity for several years to come.

To comply with Senate Bill (SB) 1087, the City will immediately forward its adopted Housing Element to its water and wastewater providers so they can grant priority for service allocations to proposed developments that include units affordable to lower-income households.

Housing Programs

Community Development Block Grant

The City's 2006/2007 CDBG entitlement was \$986,261. A little more than \$197,000 was allocated for administrative uses to the Fresno/Madera Continuum of Care and the Fair Housing Council of Central California. Almost \$150,000 was granted for public services including the Center for Independent Living, Madera Coalition for Community Justice Youth Leadership, Madera Police Crime Supplemental Patrol, and Madera Parks Kids Kamp Program. The remaining amount was distributed to the City's Neighborhood Revitalization Program, various ADA design projects, storm drainage projects, and a small contingency fund.

First Time Homebuyer (Down Payment Assistance Program)

The City of Madera promotes homeownership among first-time homebuyers through a down payment assistance program for households making less than 80 percent of the Madera County area median income. The program is available to individuals or households that have not owned a home within the past three years and the requirements include finding a home within the city limits, contributing at least one month's worth of income toward the purchase price, completion of homeownership classes, securing a good faith estimate or pre-approval letter for a loan within 30 days. The home may not exceed the Federal Housing Administration's mortgage limits (currently \$425,000). In 2007 and 2008, 21 low-income and 4 very low-income households were assisted through this program.

Owner-Occupied Rehabilitation Program

The City's Owner-Occupied Rehabilitation Program provides both zero-interest loans and grants to income eligible families whose homes are in need of repairs to ensure the health and safety of occupants. Zero-interest loans are provided to qualified homeowners whose annual gross incomes do not exceed 80 percent of the area median income for Madera. These loans are deferred, payable when there is a change in title to the property. The emergency repair grants are available to households earning up to 50 percent of the area median income. To be eligible, an applicant's property must be owner-occupied, within the city limits, and need rehabilitation to meet the Uniform Building Code or "safe, decent and sanitary" standards. If within the 100-year floodplain, properties must meet flood insurance requirements. If an overcrowding problem is demonstrated, a room addition may be authorized. The City provides recipients with a Rehabilitation Construction Management Contractor to assist them in determining a priority list of rehabilitation needs and a plan to fit those needs within the funding available.

Redevelopment Agency

Construction Loan Program

The Construction Loan Program that provides low interest construction loans through a revolving loan fund for single family homes available to low-income households.

Downpayment Assistance Program

The City of Madera administers the program for the Agency and works cooperatively with home builders to identify potential qualified low- and very low-income buyers.

Targeted Single Family and Multi Family Rehab and Transitional Housing

The Targeted Single-family and Multi-family Rehab and Transitional Housing program assists owners of transitional, rental and owner-occupied housing to rehabilitate units. These units have to be available to very low, low and moderate income households.

New Multi-Family

The New Multi-family program has the Agency working with developers of multi-family project to ensure affordable units are included as part of each development.

Exterior Improvement Grants

Exterior Improvement Grants program assists the owners of transitional, rental and owner-occupied housing to improve the exterior façade of the units. Residents of the improved units must be very low-, low- or moderate-income households.

Owner Participation Agreements

The Redevelopment Agency participates with developers in the construction of public improvements. Affordability covenants restrict the sales of the homes to persons and families within the targeted income group. Projects developed using this form of agreement include:

- Elm Estates I (6 lots);
- Mill Site (20 lots);
- Sierra Vista (8 lots);
- Elm Estates II (9 lots).

Subdivision Purchases

The Redevelopment Agency has developed a number of residential subdivisions in southeast Madera. Land is acquired, public improvements are constructed, and the fully developed lots are sold to participating builders. Affordability covenants restrict the sales of the homes to persons and families within the targeted income group.

Infill Acquisition

A key component of the housing program is the acquisition of substandard buildings and incompatible land uses. Following demolition, the lots are sold to participating builders. To date, over 100 properties have been acquired and redeveloped.

ENERGY CONSERVATION OPPORTUNITIES

State Housing Element law requires an analysis of the opportunities for energy conservation in residential development. Energy efficiency has direct application to affordable housing because the more money spent on energy, the less available for rent or mortgage payments. High energy costs have particularly detrimental effects on low-income households that do not have enough income or cash reserves to absorb cost increases and many times must choose between basic needs such as shelter, food, and energy.

Volatile energy markets have led to renewed widespread interest in energy conservation approaches. Pacific Gas and Electric (PG&E) provides gas and electricity services for the City of Madera. PG&E offers incentives to help consumers save energy and money through a variety of rebate programs and by providing energy saving tips and educational materials to its consumers.

All new buildings in California must meet the standards contained in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings). These regulations were established in 1978 and most recently updated in 1998 (effective date of July 1,

1999). Energy efficiency requirements are enforced by local governments through the building permit process. All new construction must comply with the standards in effect on the date a building permit application is made.

The California Subdivision Map Act (Government Code Sections 66473-66498) allows local governments to provide for solar access as follows:

Section 66475.3: For divisions of land for which a tentative map is required pursuant to Section 66426, the legislative body of a city or county may by ordinance require, as a condition of the approval of a tentative map, the dedication of easements for the purpose of assuring that each parcel or unit in the subdivision for which approval is sought shall have the right to receive sunlight across adjacent parcels or units in the subdivision for which approval is sought for any solar energy system, provided that such ordinance contains all of the following:

- 1) Specifies the standards for determining the exact dimensions and locations of such easements.
- 2) Specifies any restrictions on vegetation, buildings and other objects which would obstruct the passage of sunlight through the easement.
- 3) Specifies the terms or conditions, if any, under which an easement may be revised or terminated.
- 4) Specifies that in establishing such easements consideration shall be given to feasibility, contour, configuration of the parcel to be divided, and cost, and that such easements shall not result in reducing allowable densities or the percentage of a lot which may be occupied by a building or a structure under applicable planning and zoning in force at the time such tentative map is filed.
- 5) Specifies that the ordinance is not applicable to condominium projects which consist of the subdivision of airspace in an existing building where no new structures are added.

The City has adopted the uniform solar energy codes introduced by the International Association of Plumbing and Mechanical Officials. However, the number of installations of solar panels within the community has not been as great as expected. This is due to certain factors. The initial cost of installation of a solar unit is beyond the limits of many families within the community. Furthermore, the prevalence of the fog during winter months reduces the effectiveness of the solar unit.

The City and PG&E play a role in implementation of various other energy conservation measures. An insulation program promoted by the City has become very popular in the community. Under the program, households below poverty level are eligible for insulation free of charge, and low-income households are eligible nearly free of charge.

POTENTIAL HOUSING CONSTRAINTS

The provision of adequate and affordable housing can be constrained by a number of factors. This section assesses the various governmental and market factors that may serve as potential constraints to housing development and improvement in Madera.

Potential Government Constraints

Local governments have little or no influence upon the national economy or the federal monetary policies which influence it. Yet these two factors most significantly impact the overall cost of housing. The local housing market, however, can be encouraged and assisted locally. Part of the Housing Element's purpose is to evaluate the City's past performance in this regard. By reviewing local conditions and regulations that may impact the housing market, the local government can prepare for future growth through actions that protect the public's health and safety without unduly adding to the cost of housing production.

The facilitation of affordable housing can be constrained by a number of factors inherent in the municipal structure. Some governmental regulations can

increase the cost of development, thus constraining the availability of affordable housing.

Although there are several components of housing production which are beyond the control of local government, such as the cost and availability of mortgage capital, labor and materials, there are key elements which are directly controlled by local government and are thus legitimate subjects of inquiry for the Housing Element.

Governmental constraints are those imposed by the government which either limit the number of housing units to be built or increase the costs of those units which are built. Constraints increase costs by either adding direct specific expenses, such as street improvements or development fees, to the cost of a housing unit or by increasing the time necessary to build the unit, thereby increasing the builder's incidental costs such as interest payments or labor costs. All costs are ultimately passed on to the occupant of the housing unit either in higher mortgage payments or rent.

Governmental constraints can be classified in three basic categories: those which impose regulation, those which add direct costs, and those which result in time delays. Regulations and time delays result in increased costs, but they cannot be calculated as easily as direct costs such as fees. The most obvious and significant factors falling within the influence of local government are:

General Plan Designations and Zoning

As shown in **Table H-34** below, the General Plan land use designations that allow residential development include four residential designations that permit a range of residential development types.

TABLE H-34: CITY OF MADERA GENERAL PLAN LAND USE DESIGNATIONS PERMITTING RESIDENTIAL DEVELOPMENT

General Plan Designation	Residential Use	Density	Minimum Lot Size	Corresponding Zoning Districts
Residential Land Use Designations				
Very Low Density Residential (VLD)	Single-family units	1.5 per net acre	.5 acres	--
Low Density Residential (LD)	Single-family units	3-7 units/ net acre	6,000 sq. ft.	R-A, R-1, PD
Medium Density Residential (MDR)	Zero-lot line single-family units and all multi-family units	8-15 units/ net acre	None	R-2
High Density Residential (HD)	Single-family and multi-family units; intended to be applied to lands within walking distance of existing or planned shopping districts and in Village Centers	16-25 units/ net acre	None	R-3
Residential Reserve (overlay)	Intended for development after the year 2015	Per underlying land use designation	Per underlying land use designation	R-A, R-1, R-2, PD
Commercial Land Use Designation				
Community Commercial	Single-family and multi-family units	n/a residential allowed with special review		Mixed-Use Overlay
Mixed Use Designations				
Village Mixed Use	This category provides for a mix of uses generally corresponding to the Medium Density Residential, High Density Residential, Neighborhood Commercial, and Community Commercial land use categories. This designation is to be applied in the Village Centers and implemented through standard zoning districts, specific plans, planned development, or other methods.	Villages: 6-8 du/acre; Village Centers: 8-18 du/acre	n/a	Mixed Use
Village Reserve	This category applies to lands in Villages which require additional comprehensive planning prior to the submission of development projects.	Per underlying land use designation	Per underlying land use designation	R-A, R-1, R-2, R-3, PD

Source: City of Madera Land Use Element, September 2008

The City is tasked with allowing for the development of an array of housing types that are suitable for all economic segments of the community. The Housing Element must describe how the City’s Municipal Code allows for different types of housing to meet the needs of its residents. Housing types include single-family dwellings, duplexes, guest dwellings, mobile homes, group residential homes, multiple unit dwellings, convalescent homes, accessory structures, supportive housing, and single-room occupancy units. **Tables H-35 and H-36** below summarize the housing types permitted by right and those that require a use permit under the City Municipal Code.

As shown in **Table H-35** below, there are eleven residential zoning districts and four commercial zoning districts which allow residential development in the City of Madera. The table shows the residential uses permitted in each district, as well as the minimum lot sizes for each district. For each of these zoning districts, guest units without kitchen facilities are allowed upon administrative approval. Manufactured housing is also allowed in these zoning districts with a zoning administrator permit.

TABLE H-35: ZONING DISTRICTS PERMITTING RESIDENTIAL DEVELOPMENT

Zoning District	Residential Uses Permitted	Minimum Lot Area	Minimum Setback (fr/side/rear)	Building Height Limits
RA	Single-family dwellings	12,000 sq. ft.	15/5/15	35 ft.
R-1	Single-family and multi-family dwelling units	6,000 sq. ft.	15/5/15	35 ft.
R-2	Single-family and multi-family dwelling units	3,000 sq. ft.	15/5/15	35 ft.
R-3	Single-family and multi-family dwelling units	1,800 sq. ft.	15/5/15	50 ft.
PD (1500)	Single-family and multi-family dwelling units	1,500 sq. ft.	Same as Residential when applicable	-
PD (2000)	Single-family and multi-family dwelling units	2,000 sq. ft.	Same as Residential when applicable	-

Zoning District	Residential Uses Permitted	Minimum Lot Area	Minimum Setback (fr/side/rear)	Building Height Limits
PD (3000)	Single-family and multi-family dwelling units	3,000 sq. ft.	Same as Residential when applicable	-
PD (4500)	Single-family dwellings	4,500 sq. ft.	Same as Residential when applicable	-
PD (6000)	Single-family dwellings	6,000 sq. ft.	Same as Residential when applicable	-
PD (8000)	Single-family dwellings	8,000 sq. ft.	Same as Residential when applicable	-
PD (12000)	Single-family dwellings	12,000 sq. ft.	Same as Residential when applicable	-
C-1	Single-family and multi-family dwelling units (CUP required)	1,800 sq. ft.	Front setback applies when partially in R zone. 10 ft. (side/rear) abutting Residential	50 ft.
C-2	Single-family and multi-family dwelling units (CUP required)	1,800 sq. ft.	Front setback applies when partially in R zone. 10 ft. (side/rear) abutting Residential	65 ft.
C-N	Single-family; multifamily (CUP required)	5,000-6,000 sq. ft. (interior/corner lots)	10 ft. front and side (15ft. when next to R or PD); no rear (except when next to R or PD)	35 ft.
C-R	Single-family and multi-family dwelling units (CUP required)	5,000-6,000 sq. ft. (interior/corner lots)	10 front, 10 side, no rear except when adjacent to R or PD	24 ft.

Source: City of Madera Zoning Ordinance

Table H-36 below demonstrates the residential zone districts and the uses that are permitted by administrative approval (requiring no application), permitted through Zoning Administrator approval, or permitted via conditional use permit (CUP) approved by the City of Madera Planning Commission. In all cases, the residential district for which a use is requested must provide the minimum required square footage for the use to be considered. The condi-

tions of the use permit are specific to each use. Generally, the conditions are designed to make the housing for the requested use and the surrounding uses compatible. For example, a residential use for the disabled may provide comprehensive supportive services on site and the use permit condition may require additional parking. Another example is a condition that requires the structure used for residential purposes to meet required ADA provisions or reasonable accommodations. The use permit process provides an opportunity for the proponents of the use to have a dialogue with the neighbors and meet their reasonable concerns or remove the concerns through information.

TABLE H-36: HOUSING TYPES PERMITTED BY ZONING DISTRICT

Land Use	RA	R1	R2	R3
Foster homes, rehabilitation facilities, day care centers, and other related facilities, <6 persons	P	P	P	P
Single-family housing	P	P	P	P
Temporary emergency shelters	P	P	P	P
Second dwelling unit	ZA	P	ZA	
Detached dwellings with no kitchen	P	P	P	P
Multi-family housing			P	P
Two-family housing/duplexes			P	P
Mobile homes/manufactured homes	ZA	ZA	ZA	ZA
Assisted living facilities for elderly		CUP	CUP	CUP
Foster homes, rehabilitation facilities, day care centers, and other related facilities, 7 or more persons		CUP	CUP	CUP
Senior citizen congregate care housing			CUP	P
Rooming/boarded houses				CUP
Hotels, motels, bungalow courts, and dwelling groups				CUP
Rest homes and convalescent hospitals				CUP

Land Use	RA	R1	R2	R3
Dormitory				CUP
Fraternity/sorority				CUP
Emergency Shelters ¹	P	P	P	P
Transitional/Supportive Housing ¹	P	P	P	P

CUP=Conditional Use Permit

P= Permitted

ZA=Zoning Administrator

Source: City of Madera Zoning Ordinance

¹ Emergency shelters, transitional and supportive housing types would be considered under the “foster homes, rehabilitation facilities, day care centers, and other related facilities which provide housing for six or fewer unrelated persons” category according to Section 10-3.504 of the City of Madera Municipal Code.

Parking Requirements

The City requires one covered and one uncovered parking space for each single-family unit and multi-family unit. For multi-family units, the Zoning Ordinance requires one guest parking space for every four units. For senior citizen housing projects, one covered parking space for each unit is required. In addition, one guest parking space is required to be provided at the rate of one space for every four units.

The City requires 1.5 parking spaces for each 1-bedroom single-family unit and two spaces for single-family units containing more than 1 bedroom (one covered and one uncovered). In addition to the parking spaces required for single-family units, all projects with six or more units are required to provide off-street parking for visitors. For these units, one space for the first four units and one space for each four units thereafter is required.

For senior citizen housing projects, one covered parking space for each unit is required. In addition, one guest parking space is required to be provided at the rate of one space for every four units. Furthermore, employee parking is required to be provided at a rate of one space for every two employees, and parking for a manager’s quarters is required at the standard residential rate.

Density Bonus

According to the Madera Zoning Ordinance, the City will grant a 25 percent density bonus over the housing unit density allowed by the existing zoning if the developer agrees to meet one of the following conditions:

- 10 percent of the units are for very low-income households;
- 20 percent of the units are for low-income households; or
- 50 percent of the units are for senior citizens and at least 10 percent of the units are for very low-income senior citizens, or at least 20 percent of its units are for low-income senior citizens.

The City may provide additional incentives for the developer, unless the City Council finds that additional incentives are not necessary to make the proposed development economically feasible.

As stated in the Zoning Ordinance, additional possible incentives include the following:

- A reduction in site development standards or a modification of zoning code requirements or architectural design requirements which exceed minimum building standards approved by the State Building Standards Commission as provided in the California Health & Safety Code.
- Approval of mixed use zoning in conjunction with housing development consisting of commercial, office, industrial, or other land uses which will reduce the cost of the housing development, if such land uses are compatible with the housing development and the existing or planned development in the area, and consistent with the General Plan.

Secondary Dwelling Units

One type of housing appropriate for lower-income persons is second dwelling units. "Second unit" means an attached or a detached residential dwelling unit which provides complete independent living facilities for one or more persons. It includes permanent provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as the single-family dwelling is situated. A second unit also includes attached or detached efficiency units, or manufactured homes, as defined in Sections 17958.1 and 18007 of the Health and Safety Code.

Assembly Bill (AB) 1866 (Chapter 1062, Statutes of 2002), also known as the "second unit law," amended the California Government Code to facilitate the development of second units. This amendment now requires localities to allow second units ministerially without discretionary review or hearings. To be considered a ministerial review, the process used to approve second units must "apply predictable, objective, fixed, quantifiable and clear standards." Applications for second units should not be subject to onerous conditions of approval or public hearing process or public comment.

The second unit law established maximum standards for second units on lots zoned for residential use that contain existing single-family dwellings. No other standards can be applied to the approval of second units than those listed in Section 95852.2(b) of the Government Code, except the City may require that the primary structure be owner-occupied. The City may apply the following standards:

- The unit is not intended for sale and may be rented;
- The lot is zoned for single-family or multi-family use;
- The lot contains an existing single-family dwelling;

- 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;
- The increased floor area of an attached second unit shall not exceed 30 percent of the existing living area;
- The total area of floor space for a detached second unit shall not exceed 1,200 square feet;
- 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 zone in which the property is located;
- Local building code requirements which apply to detached dwellings, as appropriate; and
- Approval by the local health officer where a private sewage disposal system is being used, if required.

According to the City's Municipal Code, detached dwellings without kitchen facilities are permitted in all residential zones. Second dwelling units with kitchen facilities on the same lot as primary residence are allowed with a Zoning Administrator approval and units on R-1 lots are permitted uses subject to the following standards:

- A) Secondary units shall conform to the height, open space, lot coverage, parking, and setback requirements of the R-1 zone along with other requirements of the zoning code and other applicable city codes.
- B) Either the primary or secondary unit may be for rental purposes and neither unit may be sold separately.

- C) No application under this [Municipal Code] section shall be considered for any lot less than 6,000 square feet in area.
- D) The secondary unit shall provide separate, independent living quarters for one household and may be detached but shall be similar in architectural style to the existing primary residence.
- E) The increased floor area of an attached secondary unit shall not exceed 30 percent of the existing living area. The total area of floor space for a detached secondary unit shall not exceed 1,200 square feet.
- F) An additional 500 square feet of useable open space shall be required for the secondary unit, bringing the total open space requirement for both the primary residence and the secondary unit to 1,500 square feet.
- G) Utilities:
 - 1) All detached secondary residential units shall have completely separate utilities, such as sewer, water, gas, and refuse collection.
 - 2) All utilities shall be adequate to serve both residential units. This shall be based on an evaluation by the Community Development Director/City Engineer of the existing level of development in the neighborhood, and the potential for increased density related to the existing capacity in the utilities serving the neighborhood.
 - 3) Secondary units shall not be located over underground utilities serving the primary unit.
- H) Secondary units shall be provided with at least one covered parking space, in addition to parking required for the existing residence.

- I) Development impact fees to be charged shall be based on the multi-family rate.
- J) The application for a permit processed under the provisions of this section shall be limited to owner-occupants.

These conditions of approval for secondary dwelling units closely resemble those listed in the second unit law. However, some changes are required to ensure full compliance with this legislation. Currently, secondary units with kitchen facilities are permitted in the R1 zone with a zoning administrator permit. However, a recent change in state law, Assembly Bill (AB) 1866, requires secondary dwelling units to be allowed ministerially or without any discretionary review in all residential zones. A zoning administrator permit does require the Zoning Administrator (Planning Director) to approve each application and to hold a public hearing.

As a result, Action Item 4-5-2 requires these units types to be allowed in all residential zones and provides language to change the regulatory review necessary to comply with AB 1866. In addition, the City will omit the condition that precludes second unit development of lots less than 6,000 square feet. This requirement serves as a potential constraint to the development of secondary dwelling units in residential zones outside of the R1 zone, which conflicts with the second unit law. The City will implement Action Item 4-5-2 to address this compliance issue.

Manufactured Housing

Manufactured housing can provide quality housing at a reasonable price. The recent trend in state legislation has been to encourage homeowners to place and finance manufactured homes on single-family lots. As a result, mobile homes as well as factory-built housing may now be taxed as real estate and may be set on permanent foundations, in common with conventional site-built housing.

California SB 1960 (1981) prohibited local jurisdictions from excluding manufactured homes from all lots zoned for single-family dwellings; in other words, limiting the location of these homes to mobile home parks is forbidden. However, SB 1960 does allow the local jurisdiction to designate certain single-family lots for manufactured homes based on compatibility for this type of use.

The City of Madera Zoning Ordinance permits manufactured housing in most residential zones upon approval by the Zoning Administrator. Therefore, the Zoning Ordinance does not act as a constraint to manufactured housing.

Emergency Shelters

In effect since January 1, 2008, Senate Bill (SB) 2 (Cedillo, 2007) requires the City to allow emergency shelters without any discretionary action in at least one zone that is appropriate for permanent emergency shelters (i.e., with commercial uses compatible with residential or light industrial zones in transition), regardless of its demonstrated need. The goal of SB 2 was to ensure that local governments are sharing the responsibility of providing opportunities for the development of emergency shelters. To that end, the legislation also requires that the City demonstrate site capacity in the zone identified to be appropriate for the development of emergency shelters. Within the identified zone, only objective development and management standards may be applied, given they are designed to encourage and facilitate the development of or conversion to an emergency shelter. Those standards may include:

- 1) The maximum number of beds or persons permitted to be served nightly by the facility;
- 2) Off-street parking based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone;

- 3) The size and location of exterior and interior on-site waiting and client intake areas;
- 4) The provision of on-site management;
- 5) The proximity to other emergency shelters provided that emergency shelters are not required to be more than 30 feet apart;
- 6) The length of stay;
- 7) Lighting; and
- 8) Security during hours that the emergency shelter is in operation.

In Madera, emergency shelters are considered under the “foster homes, rehabilitation facilities, day care centers, and other related facilities which provide housing for six or fewer unrelated persons” category according to Section 10-3.504 of the City of Madera Municipal Code. These housing types are permitted in the RA, R1, R2 and R3 zones.

Transitional and Supportive Housing

Transitional housing is defined in Section 50675.2 of the Health and Safety Code as rental housing for stays of at least six months but where the units are recirculated to another program recipient after a set period. It may be designated for a homeless individual or family transitioning to permanent housing. This housing can take many structural forms such as group housing and multi-family units and may include supportive services to allow individuals to gain necessary life skills in support of independent living.

Supportive housing is defined by Section 50675.14 of the Health and Safety Code housing with linked on-site or off-site services with no limit on the length of stay and is occupied by a target population as defined in Health and Safety Code Section 53260 (i.e., low-income person with mental disabilities, AIDS,

substance abuse or chronic health conditions, or persons whose disabilities originated before the age of 18). Services linked to supportive housing are usually focused on retaining housing, living and working in the community, and/or health improvement.

SB 2 requires that transitional and supportive housing types be treated as residential uses and subject only to those restrictions that apply to other residential uses of the same type in the same zone. Both transitional and supportive housing types must be explicitly permitted in the municipal code. Transitional and supportive housing types are considered part of the “foster homes, day care facilities, rehabilitation center and other related facilities which provide housing for six or fewer unrelated persons category.” Transitional and supportive housing types for more than six persons require a conditional use permit. The conditions for these are not listed in the municipal code but if one of these facilities were proposed, the conditions would only be those requirements set by the state that allow for the maintenance of health and safety standards.

In compliance with SB 2, these types of facilities for six or fewer persons are allowed by right in all residential zones. In an effort to clarify the Zoning Ordinance and to further comply with SB 2, the City will add definitions of both transitional and supportive housing as defined in the Health and Safety Code Sections 50675.2 and 50675.14, respectively. In addition, the Zoning Ordinance will be amended to explicitly allow “emergency shelters” in the code as defined by California Health and Safety Code Section 5080.1. The state code defines an emergency shelter as “housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person.”

Under the City’s current Zoning Ordinance, emergency shelters, transitional and supportive housing types are possible in a wide variety of zones, depending on type and size. Smaller emergency and transitional facilities for fewer than six individuals would be permitted in all residential zones. Emergency shelters and transitional or supportive housing facilities for more than

six individuals are permitted in the R-3, C-1, and C-2 zones with conditional use permit approval.

Group Homes

The Madera Zoning Ordinance allows group homes and other related facilities (six or fewer persons) in residential zones upon administrative approval. Administrative approval does not require any kind of application or staff review. Group homes that provide housing for more than six persons are allowed in residential zones upon obtaining a conditional use permit from the Planning Commission. These facilities are also allowed with a use permit in the Light Commercial (C-1) and Heavy Commercial (C-2) zones. Group homes are not permitted in any other zones.

Persons with Disabilities

As part of a governmental constraints analysis, Housing Element law requires each jurisdiction to analyze potential governmental constraints to the development, improvement, and maintenance of housing for persons with disabilities, demonstrate local efforts to remove any such constraints, and provide for reasonable accommodations for persons with disabilities through programs that remove constraints.

The City provides for a variety of housing intended to care for the special needs of the disabled. Group home housing types that house six or fewer people are allowed by right in all residential zones and those that house more than seven persons are permitted with a conditional use permit in the R-1, R-2 and R-3 zones.

The City does not have any processes for individuals with disabilities to make requests for reasonable accommodations with respect to zoning, permit processing, or building laws, however there is an active ADA advisory committee created to advise the City Council on issues related to the needs of individuals with disabilities. Although the City does not have any local building requirements for disabled persons' accessibility, the City does follow Califor-

nia's accessibility laws which require the following for multi-family residential developments:

- Multi-family developments containing 4-20 units only require that all of their ground floor units are adaptable (interior modifications) and meet accessibility requirements.
- Multi-family developments containing greater than 20 units require that 2 percent of the total units are adaptable and the remainder of the units are accessible.
- Single-family residential developments are exempt from accessibility requirements, but accessibility features for a single-family home may be added at the request of a homeowner.

Extremely Low-Income Households

Housing for Extremely Low-Income Households

Assembly Bill 2634 (Lieber, 2006) requires the quantification and analysis of existing and projected housing needs of extremely low-income households. This need is demonstrated in **Table H-3** and the accompanying narrative. The number of households estimated to be in the extremely low-income category is 3,002. Additionally, as stated in the Housing Authority section above, the 2005-2010 Consolidated Plan stated that 70 percent of the 3,509 (2,456) families on the public housing and voucher waiting lists were extremely low-income. Elements must also identify zoning to encourage and facilitate supportive housing and single-room occupancy units (SROs).

Extremely low-income households typically comprise persons with special housing needs including, but not limited to, persons experiencing homelessness or near-homelessness, persons with substance abuse problems, and persons with mental illness or developmental disabilities. The Institute for Local Government's (ICG) Housing Resource Center defines an SRO as "a type of residential hotel offering one-room units for long-term occupancy by

one or two people...and may have a kitchen or bath facilities (but not both) in the room.” The City does not explicitly define SROs in the Zoning Ordinance, but has defined “boardinghouse” in the Zoning Ordinance (Section 10-3.205) as “a dwelling other than a hotel where lodging and/or meals for three or more persons are provided for compensation.” The City’s Zoning Ordinance currently allows boarding or rooming houses with a conditional use permit (CUP) in the R-3 zone, which is a high density residential zone. Action Item 4-5-1 states that the City will amend the Zoning Ordinance to add the definition of a single-room occupancy unit or “SRO” to the current boardinghouse definition. Action Item 4-5-1 requires the City to amend its code to explicitly define SROs as a use in the zoning code.

Farmworker Housing

In Madera, permanent rental housing affordable to low- and very low-income households is the main type of housing for permanent farmworkers. Locations identified for multi-family residential would provide sites for this group. Most housing specifically for farmworkers exists in the unincorporated county. The only farmworker complex within the city limits is the 40-unit Cottonwood Farm Labor complex operated by Self Help Housing.

Seasonal farmworkers stay primarily in boardinghouses and secondary dwelling units. Boardinghouses are a housing alternative which offers the most reasonably priced lodging for seasonal farmworkers. The City allows boardinghouses and bungalow courts in the R-3 zone with a use permit.

Growth Control/Growth Management

The City is in the process of developing Growth Control policies in the General Plan update.

Design Criteria

Other than the standards related to the Planned Development process, the City does not have a design review process or a set of design criteria for new

residential development. The PD process allows for special design review criteria to ensure that the maximum utility of a site is realized. The utility of sites are maximized through the PD process by allowing variations from the Zoning Ordinance, like clustering and density transfers. The City is also in the process of developing Design Review policies in the General Plan update.

Open Space Requirements

Land use controls which can impact a city's ability to provide affordable housing include open space and off-street parking requirements. Because these on-site improvements are land-intensive, they increase the cost of land development by reducing the unit density while adding landscaping and parking area development costs. Open space and parking standards are typically determined by surveying similar communities and what the local experience has indicated is appropriate. The City of Madera off-street parking requirements for all residential land uses reflect typical standards found elsewhere around the state, especially among similarly sized communities. The standard parking requirement for apartment development is two spaces for apartments with two or more bedrooms, with guest parking required at 25 percent of the number of units. This standard provides for adequate off-street parking for tenants and visitors and permits emergency vehicle access and circulation.

Open space standards do not exceed those used in other cities of comparable size. In Madera, these standards reflect a strong community value in open space and the role it plays in the overall quality of life of the City's residents. The standard for conventional single-family residential lot-by-lot development is 60 percent open space (or 40 percent coverage). This requirement is inclusive of driveways, uncovered patios and swimming pools, or other hardscape intended for outdoor use. In considering a minimum 4,500 square foot lot, the site coverage would need to be in excess of 1,800 square feet to exceed this standard. Planned development procedures provide for the clustering of residential units and the concentration of open space for common use. Indeed, the City has consistently encouraged this type of de-

velopment as one method of providing different housing types at more affordable levels.

According to the Madera Zoning Ordinance, the minimum useable open space for each residential unit is shown in **Table H-37**:

TABLE H-37: CITY OF MADERA MINIMUM OPEN SPACE REQUIREMENTS

Zoning District	Square Footage
R-A	2,000 sf
R-1	1,000 sf
R-2	750 sf
R-3	500 sf
PUD	750 sf

Source: City of Madera Zoning Ordinance

In addition to the minimum open space requirements above, the City requires that buildings located on a lot in an R-1 zone shall not exceed a cumulative floor area of 1,400 square feet plus 20 percent of the site area on which those buildings are located.

For apartment projects containing 50 or more units, one or more amenities are required such as a community room, storage facility, basketball court, swimming pool, tennis court, putting green, lawn bowling, tot lot, or outdoor cooking facilities or barbecues.

Building Codes and Enforcement

Building standards are essential to ensure safe housing, although some codes and standards may constrain the development or preservation of affordable housing. The City of Madera has adopted the California Government Code 50022.1 through 50022.6, the texts of those certain publications of the International Conference of Building Officials, the International Associa-

tion of Plumbing and Mechanical Officials, the Western Fire Chiefs Association and the National Fire Protection Association, together with parts of the appendices thereto, the 2007 California Building Code, based on the 2006 International Building Code, the 2007 California Mechanical Code, based on the 2006 Uniform Mechanical Code, the 2007 California Fire Code, based on the 2006 International Fire Code, the 2007 California Plumbing Code, based on the 2006 Uniform Plumbing Code, the Uniform Swimming Pool, Spa and Hot Tub Code - 2006 Edition, the 2007 California Electrical Code, based on the 2005 National Electrical Code, the 2007 Energy Code, and the 2006 International Existing Building Code. The CODE was last amended on October 1, 2008.

Building codes and their enforcement can increase the cost of housing and impact the feasibility of rehabilitating older properties that must be upgraded to current code standards. In this manner, building codes and their enforcement could potentially act as a constraint on the amount of housing and its affordability. The City operates a code enforcement program employing seven full-time and three part-time Code Enforcement Officers. Enforcement involves ensuring that development within the City conforms to the standards contained in the Madera Municipal Code, which includes the above Uniform Codes by reference. However, the codes enforced by Madera are similar to the codes enforced by most other cities in the region and are necessary to promote the minimum standards of safety and accessibility to housing. Thus, the codes are not considered to be an undue constraint on housing investment. The code enforcement process is initiated both by resident complaints and through the observation of code violations by enforcement staff. The City has had a housing rehabilitation program in the past where the efforts of code enforcement officials would be coordinated to target areas where rehabilitation needs are most prevalent. However, the program has limited funding and is currently not very active.

On-/Off-Site Improvement Requirements

The City of Madera requires that developers complete certain site improvements in conjunction with new housing development. The following are re-

quired improvements for residential subdivisions with five or more parcels according to City Standard Specifications:

- Storm drainage system;
- Sanitary sewer system and domestic water system including water meters;
- Electric, telephone, and cablevision facilities; and
- Street infrastructure including curb and gutters, sidewalks, streetlights (galvanized steel), and fire hydrants.

On-site improvements vary with the type of project proposed. The improvements are guided by City Code and Standard Specifications. The right-of-way improvements can be a major cost of development; but they are essential to orderly development, the provision of services, and the health and safety of residents. An action taken by the City to reduce these costs to some extent was the adoption of the 50-foot Residential Access Street Standard. This standard allows for a narrower pavement width and contiguous sidewalk, along with a narrower right-of-way, all of which will lower the cost of residential development.

The General Plan also recommends automatic irrigation systems for medium and high density residential projects. This recommendation, along with low maintenance and drought-tolerant plants, should reduce the long-term costs for these types of projects. The state in its mandatory water efficiency regulations indicates that the cost of installing and maintaining water-efficient landscapes should not exceed the costs of other landscaping. Any actual differential should be offset by lower maintenance costs in a very short time.

Development Fees and Other Exactions Required of Developers

Table H-38a indicates the building and impact fees in 2008 for a typical 1,500 square foot 2 bathroom single-family home in the City of Madera. The sewer

and water fees vary depending on which one of the four quadrants the a development will be located. The “typical” example provided in **Table H-38a** is based on fees for the Southeast quadrant where much of the RDA- assisted housing development has tended to occur in recent years.

TABLE H-38A: CITY OF MADERA AVERAGE PERMIT FEE FOR SINGLE-FAMILY DEVELOPMENT

2008 Development Impact Fees	
Building Permit Valuation Fee (Per Standard Tables)	\$714.00
Construction Plan Check (60% of Valuation)	\$475.00
Permit Prep Fees	\$31.00
Plan Archival Fees	\$15.00
Electrical Permit	\$45.00
Mechanical Permit	\$16.80
Plumbing Fee	\$42.60
Building Permit Fee – Energy	\$75.00
Seismic Fee	\$30.00
School District Impact Fees (\$5.65/s.f.)	\$8,475
Typical Southeast SFD Development Impact Fees ¹	\$14,992.38
Total Building Permit and Impact Fees	\$24,911.78

Sources: City of Madera Community Development Department-Building Division, 2008

¹ Development Impact Fees include administrative, fire, police, parks, public works, sewer, storm drain, streets transportation facility, traffic signal, water impact, and wastewater impact fees.

Table H-38b lists the estimated building fees for multi-family development based on 2008 building and development impact fee requirements. The fees in the following table are based on a “typical” multi-family development of a 4-plex with 700 square foot, 1 bathroom units in the Southeast quadrant of the City.

The building and development impact fees shown in **Tables H-38a** and **H-38b** are not considered constraints to development of multi-family housing because the total fees for a “typical” multi-family projects are approximately half of the fees applied to a single-family unit.

TABLE H-38B: CITY OF MADERA AVERAGE PERMIT FEE FOR MULTI-FAMILY DEVELOPMENT

2008 Development Impact Fees	
Building Permit Valuation Fee (Per Standard Tables)	\$255.00
Construction Plan Check (60% of Valuation)	\$192.00
Permit Prep Fees	\$31.00
Plan Archival Fees	\$15.00
Electrical Permit	\$21.00
Mechanical Permit	\$12.00
Plumbing Fee	\$36.00
Building Permit Fee – Energy	\$37.00
Seismic Fee	\$14.00
School District Impact Fees (\$5.65/s.f.)	\$3,955.00
Typical Southeast SFD Development Impact Fees ¹	\$9,318.88
Total Building Permit and Impact Fees	\$13,886.88

Sources: City of Madera Community Development Department-Building Division, 2008

¹ Development Impact Fees include administrative, fire, police, parks, public works, sewer, storm drain, streets transportation facility, traffic signal, water impact, and wastewater impact fees.

Certain residential projects that require General Plan amendments, zoning code changes, or other planning-related functions require fees in addition to those listed above. Some of these costs are summarized in **Table H-39** below. Again, cost increases have occurred since 2002, with the largest in-

creases listed for a General Plan amendment, a difference of \$1,560. The cost for a Negative Declaration decreased by \$80 from 2002 to 2008.

TABLE H-39: CITY OF MADERA PLANNING FEES, 2002 AND 2008

	2002	2008
General Plan Amendment	\$2,070	\$3,630
Rezoning (minor/major)	\$1,860/\$2,220	\$2,630/\$3,630
Use Permit (for residential zones only)	0-25 units - \$1,090	\$1,680
	25+ units - \$1,710	\$1,830
Site Plan Review	0-25 units - \$370/\$620	\$920/\$1,560
(Less than 1,200 sf/More than 1,200 sf & 0-25 units)	25+ units - \$1,280	\$2,290 + 50% of Full
Negative Declaration	\$350	\$270
Environmental Impact Report	\$1,170+cost	\$1,180 + 10% of Cost

Source: City of Madera Community Development Department, 2002 and 2008

Processing and Permit Procedures

Processing time for projects in the City of Madera is generally minimal. Multi-family projects in residential zones are permitted uses and therefore require only administrative review. A project can be approved and under way for building permit applications in as little as two to four weeks. This procedure, identified as a site plan review application, was established in 1988. It better defines application procedures and project requirements and streamlines the process for many larger developments which might otherwise be subject to use permit approval.

In Planned Development zones, a precise plan is required for the project and must be approved by the Planning Commission. The formal review period is four weeks. The time before approval typically ranges from four to six weeks and varies with time between the submittal date and the next regularly

scheduled Planning Commission meeting. Use permits are required for residential uses in commercial zones. The review period is the same as that for precise plans. It cannot be reduced due to the public hearing and environmental review notification requirements. Use permits have a 15-day appeal period and are void after one year unless building permits are obtained. Extensions of this time frame may be requested if a project requires a longer period of time in which to obtain financing and prepare building and improvement plans.

The formal review period for tentative subdivision maps is four to six weeks. The applicant's preparation time and preliminary staff review may increase the time frames for subdivisions. The time frame often depends on the accuracy and adequacy of the initial plans. A requirement for an environmental impact report (EIR) will lengthen the process but an EIR can be processed simultaneously with the map. Review and processing times for tentative maps are minimal in the City of Madera since the City Council has delegated the decision-making process to the Planning Commission. Parcel maps for less than five parcels are approved by the City's Development Review Committee so that the processing time is only limited to the public hearing notification time frame.

The processing time for projects has been kept to a minimum. Staffing levels in the various departments responsible for development review are also kept to a minimum and may result in a slight increase in the time for processing of projects when the workload is heavy. The adequacy and accuracy of plans varies significantly among the various developers. Procedural guidelines have been developed and checklists have been made available for applicants to reduce time in the preliminary plan preparation phases. Revised application forms have also been created which contain an outline of procedures and application submittal requirements.

Multi-Family Residential Permit Processing and Procedures

Multi-family residential development (3 or more units) proposed for the R-1, R-2, and R-3 zoning districts require a site plan review application that re-

quires administrative approval, which typically takes approximately two weeks. Multi-family development proposed in the Commercial and Planned Development zones requires Planning Commission approval, which can take approximately one to two months. Conditional use permits are also required for residential development in Planned Development zones and all Commercial zones with the exception of the Neighborhood Commercial (C-N) zone.

Following initial plan approval from either administrative staff or the Planning Commission, application for required building permits may commence. A site utility and grading permit and electrical, mechanical, and plumbing permit are the permits required for multi-family residential developments.

Potential Non-Governmental/Market Constraints

All resources needed to develop housing in Madera are subject to the laws of supply and demand, meaning that these resources may not always be available at prices which make housing development attractive. Thus, cost factors are the primary non-governmental constraints upon development of housing in Madera. This is particularly true in the case of housing for low- and moderate-income households, where basic development cost factors such as the cost of land, required site improvements, and basic construction are critical in determining the income a household must have in order to afford housing.

Availability of Financing

The ability for individual persons or households to obtain financing for homeownership is also a potential constraint to lower-income household obtaining affordable housing. The Home Mortgage Disclosure Act (HMDA) is a federal law enacted in 1975 that requires mortgage lenders to collect, report, and disclose information about their mortgage applications, originations, and purchases. HMDA was designed to provide the public with loan data that can be used to assess how financial institutions are serving the housing needs of their communities. HMDA record provides some measure of the availability of financing for homes in Madera.

Table H-40 displays the aggregate loan applications processed in the Madera Metropolitan Statistical Area (MSA) as reported by individual lending institutions within the MSA for the years 2005, 2006, and 2007. In 2005, 6,534 loan applications were processed and 67 percent of those were approved (4,408). In 2006, there were 175 less applications (6,359) completed and 287 less applications approved (4,121). During 2007, there was a significant decline in the total applications completed from the prior two years. In 2007, there were 2,937 applications completed, a decline of 54 percent from the previous year. Of the total applications completed in 2007, 59 percent were approved, which was a decline in the percentage of approved loans from 2005 and 2006.

The decline in total applications processed between 2005 and 2007 is not unique to the City of Madera. Fresno, a neighboring city, had a decline of 41 percent in total applications received between 2006 and 2007. The 6 percent decline in the percentage of approved loans between 2006 (65 percent) and 2007 (59 percent) in Madera was twice as high as the percentage decline in Fresno, which experienced a 3 percent decline from 2006 (67 percent) to 2007 (64 percent).

As seen in **Table H-40**, the percentage of approved loans has declined over the reported years, while the percentage of denied loans has increased. In 2007, the majority of Census tracts within Madera reported a similar trend in the rising percentage of denied applications and decreasing percentage of approved applications. Census tract 0006.01 is the only Census tract in 2007 in Madera in which the total number of denied applications exceeded the total number of approved applications. According to the 2000 Census, this tract had the 83rd highest rate of unemployment amongst California Census tracts and a poverty rate of 41 percent.

The overall availability of financing in the City of Madera as compared to Fresno is not a constraint for residents to become homeowners.

TABLE H-40: MADERA MSA HOME MORTGAGE DISCLOSURE ACT DATA

Home Purchase Loans							
Year	Approved		Denied		Withdrawn/ Incomplete		Total Loan Applications
	Madera MSA	% Total Loan Applications	Madera MSA	% Total Loan Applications	Madera MSA	% Total Loan Applications	Madera MSA/MD
2005	4,408	67.46%	1,225	18.75%	901	13.79%	6,534
2006	4,121	64.81%	1,380	21.70%	858	13.49%	6,359
2007	1,738	59.18%	844	28.74%	355	12.09%	2,937
Totals	10,267	64.86%	3,449	21.79%	2,114	13.35%	15,830

Source: Federal Financial Institutions Examination Council: Home Mortgage Disclosure Act, 2005, 2006, 2007.

Note: Loans approved include loans originated and loans approved, not accepted.

Federal and State Actions

While financing availability is a non-governmental constraint, various state and federal government policies can have significant impacts on the affordability of housing. Most important of these policies are those federal monetary policies that influence interest rates. Interest rates affect both construction costs (construction loans) and long-term mortgage costs, thereby having a significant direct impact on the affordability of housing (California Statewide Plan Update, 1990). The volatility of interest rates is demonstrated by the fact that within the last 20 years, mortgage rates have been as high as 13 percent and as low as 5 percent. Construction financing has been even more volatile. The federal government has increased the per-capita limits on tax-exempt bonds and the Low Income Housing Tax Credit Program. That change provides more allocation authority for states, which simply means more supply of funds. The federal government has significantly reduced its involvement in direct construction programs to meet the housing needs of low- and very low-income households. However, it has worked with local housing authorities to make the Section 8 program more efficient and effective. Additionally, HUD has worked aggressively with private sector owners

of older assisted housing projects in an effort to keep them affordable. It is now much easier for owners to sell to nonprofits and for-profits who are willing to enter into new regulatory agreements.

Land Costs

Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. Among the variables affecting the cost of land are its location, its amenities, the availability of public services, and the financing arrangements made between the buyer and seller.

According to a local developer, a finished lot of 6,000 square feet in size (60 ft. by 100 ft.) containing water, sewer, electric, gas and cable connections costs approximately \$35,000 to \$50,000. In addition to the cost of the raw land, new housing prices are influenced by the cost of holding land while development permits are processed. The shorter the period of time that it takes a local government to process applications for building, the lesser the effect inflation will have on the cost of construction and labor. Permit processing times are discussed earlier in this chapter in the context of governmental constraints on the development of affordable housing.

Development Costs

Construction Costs

According to a local developer, construction cost which includes labor and material is approximately \$80.69 per square foot. Therefore, a 4 bedroom, 2 bathroom, 2 car garage, 1,330 square foot house built on a concrete slab would cost an estimated \$107,317 to construct.

Total Housing Development Costs

As shown in **Table H-41**, the total of all housing development costs discussed above for a typical entry-level single-family home (1,500 square feet) is \$172,784, including land, site improvements, construction costs, fees and permits (as shown in **Table H-38a**). Permit and plan check fees are based on a 1,330 square foot house with two baths and an attached garage built on a concrete slab. This figure does not include developer profit, school district fees, marketing, or financing costs. This is a great increase from the original figures quoted by the same developer in 2002, an almost \$31,000 increase in development costs. The original house quoted in 2002 was an estimate for a 6,500 square foot lot, with a 1,500 square foot house used as an example.

TABLE H-41: CITY OF MADERA SINGLE FAMILY HOUSING DEVELOPMENT COSTS

	2002	2008
Finished Lot Price	\$35,000	\$43,000
Total Construction Cost	\$78,000	\$107,317
Development Impact Fees	\$9,374	\$24,911.78
Permit Preparation Fee	\$31	Included above
Developer Profit (15 %)	19,162	Not included
Plan Check Fee	\$343	Included above
Total Housing Development Cost	\$141,910	\$172,784

Source: Mike Pistoresi, 2002, DMP Construction 2008

The specifications for the hypothetical house used for this analysis were chosen to define it as an entry-level family home.

An additional element to note is that other factors are expected to drastically affect the pricing of local homes in the short term. Increased oil prices have caused the cost of materials to skyrocket. While area contractors have been able to absorb the increase for the past year, they will no longer be able to do so. It has become difficult to have prices fixed on any commodity for a period longer than 30 days. For copper wire and piping, a price guarantee can only be made for 24 hours. Another issue that has also come into play is the fact that there is now a surplus of subcontractors for the small amount of work available. The initial result is that developers can garner very competitive pricing for their work. However, this surplus will soon be gone as many of the subcontractors can no longer afford to be in business with the severe decline in work. Therefore eventually it is anticipated that local developers will be faced with less contractors available and hence higher prices