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Supervisor, Solano  
County, District 4

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Mayor, City of Suisun

Steve Young  
Mayor, City of Benicia

Steve Bird  
Mayor, City of Dixon

Harry Price  
Mayor, City of Fairfield

Ronald Kott  
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Ron Rowlett  
Mayor, City of Vacaville

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Monica Brown  
Supervisor, Solano  
County, District 2

Jim Sperring  
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County, District 5

**SUPPORT STAFF**

Birgitta E. Corsello  
Solano County  
Administrator's Office

Michelle Heppner  
Solano County  
Administrator's Office

Daryl Halls  
Solano Transportation  
Authority

Aaron Busch  
City of Vacaville

**SOLANO  
City-County Coordinating Council  
SPECIAL MEETING**

**AGENDA | September 16, 2021**

**ZOOM Meeting Connection Information:**

Click [HERE](#) to join the Zoom Meeting on a phone, computer or tablet device  
Meeting ID: 829 2321 3387 / Passcode: 995271  
AND/OR Call (408) 638-0968, Meeting ID: 829 2321 3387 / Passcode: 995271

**\*\*\* 6:30 P.M. start time \*\*\***

**PURPOSE STATEMENT – City County Coordinating Council**

“To discuss, coordinate, and resolve City/County issues including but not necessarily limited to land use, planning, duplication of services/improving efficiencies, as well as other agreed to topics of regional importance, to respond effectively to the actions of other levels of government, including the State and Federal government, to sponsor or support legislation at the State and Federal level that is of regional importance, and to sponsor or support regional activities that further the purpose of the Solano City-County Coordinating Council.”

*Time set forth on agenda is an estimate. Items may be heard before or after the times designated.*

**ITEM**

**AGENCY/STAFF**

**I. CALL TO ORDER (6:30 p.m.)**  
Roll Call

**II. APPROVAL OF AGENDA (6:31 p.m.)**

**III. OPPORTUNITY FOR PUBLIC COMMENT (6:32 p.m.)**

Due to COVID-19 and to protect County staff and members of the public, the CCCC's meeting will take place virtually. This precaution is being taken pursuant to the authority conferred by Governor Newsom's Executive Order N-29-20. All or some of the CCCC members will attend the meeting telephonically and participate in the meeting to the same extent as if they were present. To submit public comments, please see options below:

By email / postal:

If you wish to address any item listed on the CCCC's agenda by written comment, please submit comments in writing to Matthew A. Davis, Senior Management Analyst / Public Communications Officer by U.S. Mail or by email. Written comments must be received no later than 5:00 P.M. on the Wednesday prior to the meeting. The email address for Mr. Davis is [MADavis@SolanoCounty.com](mailto:MADavis@SolanoCounty.com). The mailing address is Matthew A. Davis, County Administrator's Office, 675 Texas Street, Suite 6500, Fairfield, CA 94533. Copies of comments received will be provided to the CCCC's members and will become a part of the official record but will not be read aloud at the meeting.

By telephone:

To submit comments verbally from your phone during the meeting, you may do so by dialing (408) 638-0968, Meeting ID number 829 2321 3387. Once entered, you will be able to hear the meeting and will be called upon to speak during the public speaking period.

The County of Solano does not discriminate against persons with disabilities. If you wish to participate in this meeting and you will require assistance to do so, please call Matthew A.



Davis at the County Administrator’s Office at (707) 784-6111 at least 24 hours in advance of the event to make reasonable arrangements to ensure accessibility to this meeting.

- IV. CONSENT CALENDAR (6:35 p.m.)** Chair  
 1. Approval of Minutes for April 22, 2021

***ACTION ITEM***

- V. REGULAR CALENDAR (6:40 p.m.)**

- (1) Presentation: Consideration and adoption of a resolution, approving the Final Solano Subregional RHNA Methodology and Allocation of dwelling units for the seven cities and unincorporated County.

Presenters: Bill Emlen, Assistant County Administrator, Solano County, Matt Walsh, Principal Planner, Solano County, David Early, Placeworks

- VI. INFORMATIONAL ITEM**

- (1) The CCCCs Steering Committee will be asked to convene to discuss the direction of upcoming meetings for 2022, including the meeting format / platform, dates and subject matter.

- VII. ANNOUNCEMENTS**

- VIII. CCCC CLOSING COMMENTS**

**ADJOURNMENT**

**SPECIAL MEETING OF THE CITY-COUNTY COORDINATING COUNCIL**  
**April 22, 2021 Action Meeting Minutes**

The April 22, 2021 special meeting of the Solano City-County Coordinating Council was held via ZOOM teleconference due to COVID-19 considerations.

**Roll and Call to Order**

**Members Present**

John Vasquez, Chair	Solano County Board of Supervisors (District 4)
Lori Wilson, Vice Chair	Mayor, City of Suisun City
Steve Bird	Mayor, City of Dixon
Harry Price	Mayor, City of Fairfield
Ronald Kott	Mayor, City of Rio Vista
Ron Rowlett	Mayor, City of Vacaville
Robert McConnell	Mayor, City of Vallejo
Erin Hannigan	Solano County Board of Supervisors (District 1)
Monica Brown	Solano County Board of Supervisors (District 2)

**Members Absent**

Steve Young	Mayor, City of Benicia
Jim Spering	Solano County Board of Supervisors (District 3)
Mitch Mashburn	Solano County Board of Supervisors (District 5)

**Staff to the City-County Coordinating Council Present:**

Birgitta Corsello	County Administrator, Solano County
Michelle Heppner	Legislative Officer, CAO, Solano County
Johanna Masiclat	Clerk of the Board/Office Manager, STA

**Guest Speakers and Other Staff Present**

Sebastian Conn	Community Development Manager, MCE
Leanne Hoadley	Manager of Community and Customer Engagement, MCE
Jenna Tenney	Marketing and Communications Manager, MCE
Dr. Bela Matyas	Public Health Officer, Solano County

**I. Meeting Called to Order**

The meeting of the City-County Coordinating Council was called to order at 6:31 pm.

**II. Approval of Agenda**

*A motion to approve the Agenda was made by Mayor Price and seconded by Mayor Kott. Agenda approved by 8-0 vote. (Mayor Rowlett had not yet joined the teleconference.)*

**III. Opportunity for Public Comment**

No public comments were received.

**IV. Consent Calendar**

*A motion to approve the March 4, 2021 Minutes was made by Mayor Price and seconded by Supervisor Hannigan. Minutes approved by 9-0 vote.*

## **V. Discussion Calendar**

### **1. Clean Energy Presentation**

Sebastian Conn, Community Development Manager, MCE and Leanne Hoadley, Manager of Community and Customer Engagement, MCE, and Jenna Tenney, Marketing and Communications Manager, MCE, gave a presentation on clean energy activities in Solano County, covering climate change, Community Choice Aggregators (CCAs) in California, current coverage in Solano County, benefits to consumers, new community engagement, next steps in coverage, and enrolling Vallejo in MCE.

Questions and discussion followed on the topics of solar and MCE, opt-out options for customers - including fees if after the initial opt-out period, and consumer outreach efforts.

PowerPoint on file.

*Action: No Action Required.*

### **2. Community Health Assessment Presentation**

Dr. Bela Matyas, Public Health Officer, Solano County, gave a presentation on the 2020 Community Health Assessment (CHA). The presentation covered the three pillars of the 2020 CHA; racial health inequities as a Public Health issue, social belonging, and trauma over the life course. Also included were a county demographic overview and a review of the eight identified and prioritized health needs. He noted the next steps will be to upload the information to our website and get the information to our partners. They will then develop a Community Health Improvement Plan to improve these markers as resources and opportunities allow. He noted that some improvement had been achieved in several areas, however, COVID-19 restrictions and statewide shutdown had adversely affected most of the improvements.

Questions and discussion followed on the subjects of comparison of results from the 2017 CHA, COVID-19 hampering progress, making steps towards change intentional, staff bringing the presentation to the city council meetings with an emphasis on the data by zip codes to bring community awareness, and focus on addressing health needs upstream to make the most impact.

PowerPoint on file.

*Action: No Action Required*

## **VI. Announcements**

There were no announcements.

## **VII. CCCC Closing Comments**

Mayor Price commented that Dr. Matyas' presentation was tremendously worthwhile and he feels that it is incumbent upon himself to make sure his colleagues on the city council come up to speed quickly. He added that all the PAL Centers in the world don't matter if we are not reaching people who need them.

SPECIAL CITY-COUNTY COORDINATING COUNCIL  
April 22, 2021 Action Meeting Minutes

Supervisor Hannigan inquired as to the interest of the CCCCs members towards attending GARE (Government Advocacy for Racial Equity) Training. Discussion followed regarding top-down training, starting with the Board of Supervisors and the Mayors.

**ADJOURNMENT:** The meeting was adjourned at 7:53 p.m. The next meeting is scheduled for August 19, 2021, at 6:30 p.m.

DRAFT



# SOLANO

## City-County Coordinating Council Staff Report

**Meeting of September 16, 2021**

**Staff / Agency:** Bill Emlen, Asst. County Administrator; Matt Walsh, Principal Planner; David Early, Placeworks

**Agenda Item No. V.1**

### TITLE / SUBJECT

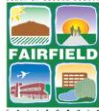
Consideration and adoption of a resolution, approving the Final Solano Subregional RHNA Methodology and Allocation of dwelling units for the seven cities and unincorporated County.

### BACKGROUND

Under State Housing Element law, the Regional Housing Needs Allocation (RHNA) process is the procedure for allocating a “fair share” of housing units, in all income categories, to each city and county in California, including the Bay Area. Under State law, the Association of Bay Area Governments (ABAG) is responsible for formulating the methodology and allocating the housing units to each jurisdiction. The RHNA planning period addresses an 8-year planning cycle. The jurisdictions then incorporate the unit allocation into the update to the General Plan’s Housing Element. The Housing Element update for each jurisdiction must identify sufficient sites to accommodate its share of the assigned housing allocation.

Under State law, contiguous cities and counties may choose to come together and form a subregion. Under this process, a subregion is allocated a total number of units, and the subregion itself must develop its own internal methodology for distributing those units among its agencies. The methodology must comply with California housing law, which has undergone statutory revisions in the last two years. Once the allocation is final, each agency must then update its Housing Element to incorporate those units into its next planning period for the years 2023 – 2030.

For background purposes, for the 2007-2014 RHNA cycle, Solano County was allocated a combined total of 12,985 housing units. For the 2014-2022 cycle, the County elected to form a subregion for the first time. In this cycle, the County was allocated 6,977 units. The reduction in unit allocation for the latter period was primarily resultant of a larger percentage of the Bay Area’s regional allocation being dispersed to Priority Development Areas and employment centers, most of which are in the inner Bay Area. For 2023-2030, the allocation for the cities and unincorporated Solano County is 10,992 as discussed in more detail below.



## 2023-2030 RHNA Cycle

In August 2019, the 4Cs agreed to act as the decision-making body for the Solano Subregion. To implement the Subregion, it is required that each participating agency in the Subregion adopt a resolution, agreeing to be included in the Subregion and agreeing to have the 4Cs act on behalf of each agency in the SubRHNA allocation process. The required Delegation Agreement and the Resolutions adopted by all seven cities and the County were submitted to ABAG.

In June 2020, ABAG was assigned a regional unit allocation of 441,176 from the State Department of Housing and Community Development (HCD), which, by statute, is required to be allocated among all Bay Area jurisdictions. Utilizing its regional allocation methodology, developed with guidance from the regional Housing Methodology Committee, ABAG ultimately assigned the Solano Subregion a total of 10,992 units out of this regional allocation. The 10,992 units is further broken down by affordability level: Very Low, Low, Moderate, and Above Moderate. The final Solano Subregional allocation of 10,992 units is required to be allocated among the County and its cities in a manner that meets the objectives of Housing Element Law and HCD.

In March 2021, the 4Cs held a public hearing to accept public comment and approved the proposed draft allocation and methodology. The 4Cs approved individual jurisdictional allocations are noted in the table below. The factors and weighting used were: Transit (35%), Development Capacity (35%), Fair Housing (15%), and Jobs (15%).

Subsequent to the 4Cs meeting, staff and consultants were informed by HCD staff that it would likely not accept Development Capacity as a factor, based on HCD's interpretation of the statute. In response to direction from 4Cs staff (inclusive of all jurisdictions), Placeworks, the housing consultant hired to assist the subregion, developed a revised methodology that removed Development Capacity as a factor while still attempting to keep the allocation to the agencies as close as possible to the allocation that the 4Cs approved in March, and while still utilizing factors that meet the required objectives. The revised factors and weighting reflect: Fair Housing/Opportunity (30%), Jobs (25%), Regional Planning (25%), and Transit Connectivity (20%). The revised methodology primarily affects the Cities of Benicia and Fairfield, as Benicia's total allocation increases by 38 units and Fairfield's total allocation increases by 77 units.

This revised methodology was vetted with the City Managers and Planning Directors and, with their authorization, was submitted to HCD for its formal 60-day review period. That review period ended on August 31, 2021. On August 31, 2021, HCD issued a determination (attached), approving the methodology and allocations, and finding that the subregional methodology furthered the required objectives under State law.

The details of the methodology are included as an exhibit to the attached resolution. The following table shows the overall allocation difference between what the 4Cs approved in draft form in March 2021 and what was ultimately submitted to HCD in June 2021 for their review.



Jurisdiction	4Cs Approved draft Allocation (March 2021)	Revised Allocation submitted to HCD (June 2021)
Benicia	712	750
Dixon	429	416
Fairfield	2,992	3,069
Rio Vista	369	327
Suisun City	629	620
Vacaville	2,626	2,595
Vallejo	2,921	2,900
Uninc.	314	315
<b>Total</b>	<b>10,992</b>	<b>10,992</b>

Next Steps

Should the 4Cs approve the final methodology, a 45-day appeal period will commence once the approved resolution is posted online. At the completion of the appeal period, the 4Cs will be required to address any appeals and confirm the final allocation.

**RECOMMENDATION**

Staff recommends that the 4Cs adopt a resolution, approving the final Solano Subregional Methodology and unit Allocations and direct staff to proceed with next steps in the subregional process for the seven cities and the unincorporated County.



# SOLANO COUNTY SUBREGION 6TH CYCLE REGIONAL HOUSING NEEDS ALLOCATION DRAFT METHODOLOGY

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## 1. INTRODUCTION

The Regional Housing Needs Allocation (RHNA) process is mandated by California law and requires all local jurisdictions to plan for their ‘fair share’ of housing units at all affordability levels. This Draft RHNA Methodology is part of the Solano Subregion’s 6th Cycle RHNA, covering the period from January 2023 through December 2030, and assigning housing need allocations to the Cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun, Vacaville, and Vallejo, and unincorporated Solano County.

Typically, a region’s council of governments prepares the RHNA methodology for all its member jurisdictions, however, Government Code Section 65584.03 allows for “...at least two or more cities and a county, or counties, to form a subregional entity for the purpose of allocation of the subregion’s existing and projected need for housing among its members...” For the 6<sup>th</sup> Cycle RHNA, all seven incorporated cities and unincorporated Solano County chose to form a subregional entity for which they designated the City County Coordinating Council (4Cs) to serve as the representative body.

The RHNA process for a subregion consists of several key steps. First, the California Department of Housing and Community Development (HCD) allocates a specified number of housing units to the region (in the Bay Area, the regional allocation is administered by the Association of Bay Area Governments, or ABAG), segmented into four income affordability levels: very low-income, low-income, moderate-income, and above moderate-income. Then the council of governments (ABAG) assigns a share of its allocation to any subregions that form—in the ABAG region, the Solano County Subregion is the only subregion preparing its own methodology for the 6<sup>th</sup> Cycle RHNA. For this 6<sup>th</sup> Cycle RHNA, the Solano County Subregion received an allocation of 10,992 units. Next, the Solano County Subregion develops a methodology to allocate units by income level to each jurisdiction within the subregion and incorporates the approved methodology into a RHNA Plan. When the RHNA Plan is complete, local jurisdictions must plan to accommodate the development of their respective allocation of units in each income group through the Housing Element of their General Plans, as required by State law.

California Government Code requires the RHNA methodology to further five specific objectives and incorporate a series of factors. These objectives and factors primarily serve to further fair housing goals and overcome historical income segregation patterns across the state by directing new units in relatively job-rich and high-amenity areas within each region.

This document describes the Draft Methodology to allocate housing units by income tier among the participating jurisdictions of the Solano County Subregion for the 6<sup>th</sup> Cycle RHNA, the process for developing the Methodology, and how the Methodology addresses the statutory requirements for furthering the five RHNA objectives identified in Government Code Section 65584(d). The Methodology consists of two primary components: the spatial allocation of units to each jurisdiction and the distribution of units by income tier. Following is an overview of the methodology for each component.

## 2. UNIT ALLOCATION METHODOLOGY

The unit allocation methodology applies four weighted factors to distribute the Subregional Share across the Solano Subregion’s eight jurisdictions. To distribute the allocation among the jurisdictions, the methodology starts with assigning a base allocation, which is the jurisdictions’ percent share of the subregion’s 2019 household distribution, multiplied by the total Subregion Share of 10,992 units.

The base allocation establishes a foundational allocation that recognizes the significant capacity differences between jurisdictions and provides for an allocation that is suitable for each jurisdiction’s existing size. The 2019 share of the households in the subregion reflects these differences. The base allocation is shown in **Table 1**. Note, the tables in this Draft Methodology document may not sum to the exact totals displayed due to rounding.

**TABLE 1 BASE ALLOCATION**

Jurisdiction	Jurisdiction’s Share of 2019 Household Distribution	Base Allocation
City of Benicia	7.2%	791
City of Dixon	4.2%	458
City of Fairfield	25.2%	2,768
City of Rio Vista	2.9%	320
City of Suisun	6.1%	676
City of Vacaville	22.3%	2,456
City of Vallejo	27.5%	3,019
Unincorporated Solano County	4.6%	505
<b>Total</b>	<b>100%</b>	<b>10,992</b>

## ALLOCATION FACTORS

Using the base allocation as a foundation, the draft methodology adjusts each jurisdiction's regular growth allocation using four weighted factors.

In preparation for choosing the allocation factors, the Solano County Subregion collected and analyzed more than 20 data layers, including:

- High Resource Areas
- Access to High Opportunities
- Cost-burdened Households
- Overcrowded Households
- Racial Diversity
- Divergence Index
- TCAC/HDC Opportunity Score
- Child Poverty Status
- Educational Attainment
- Existing Jobs
- Future Jobs
- Jurisdiction Job Access
- Jobs-Housing Balance
- Jobs-Housing Fit
- Jobs Proximity-Auto
- Jobs Proximity-Transit
- Priority Development Areas
- Transit Connectivity
- Transit Access
- Future Transit Access
- Vehicle Miles Traveled
- Natural Hazards
- Future Household Growth
- Development Capacity
- ABAG 6<sup>th</sup> Cycle RHNA Allocation

After thoughtful consideration of all data sets, the Solano Subregion agreed to use six factors in four categories:

- Opportunity:
  - TCAC/HCD Opportunity Score
- Jobs:
  - Jobs-Housing Balance, and
  - Total Future Jobs
- Regional Planning:
  - ABAG 6th Cycle RHNA Allocation
- Transit Connectivity:
  - AllTransit Performance Score, and
  - Transit Connectivity (as measured by ABAG)

Each of these measures is shown in **Table 2** and described in more detail herein.

**TABLE 2 FACTORS AND SCALED SCORES**

Jurisdiction	TCAC/HCD Opportunity Score	Jobs-Housing Balance	Total Future Jobs	AllTransit Performance Score	ABAG Transit Connectivity	ABAG Draft RHNA Allocation
City of Benicia	1.50	0.83	0.80	1.00	0.50	0.67
City of Dixon	1.47	0.71	0.85	0.68	0.50	0.50
City of Fairfield	0.87	0.81	1.50	1.32	1.25	1.50
City of Rio Vista	1.48	0.51	0.50	0.86	0.50	0.55
City of Suisun	1.38	0.50	0.51	1.44	1.04	0.60
City of Vacaville	1.28	0.77	1.17	1.48	0.50	1.06
City of Vallejo	0.50	0.67	1.02	1.50	1.50	1.46
Unincorporated Solano County	1.22	1.50	0.53	0.50	1.30	0.71

**OPPORTUNITY**

***TCAC/HCD Opportunity Score***

HCD and the California Tax Credit Allocation Committee (TCAC) calculate opportunity scores at the census tract and block group level using 21 indicators: Income, Adult Educational Attainment, Labor Force Participation, Job Proximity, Median Home Value, 12 environmental health/pollution indicators, 4th Grade Math Proficiency, 4th Grade Reading Proficiency, High School Graduation Rate, and Students Living Above the Federal Poverty Level. According to HCD and TCAC, the Opportunity Scores offer “a way to measure place-based characteristics linked to critical life outcomes, such as educational attainment, earnings from employment, and economic mobility”. The Opportunity Score was selected for inclusion in the RHNA methodology to direct more housing to jurisdictions better equipped to support its residents.

**JOBS**

***Jobs-Housing Balance***

The number of jobs in a community relative to the population or number of housing units impacts the economic opportunity available to residents and the likelihood of residents needing to travel longer distances to reach their places of employment, which has implications for quality of life and greenhouse gas emissions. As part of the regional RHNA development, ABAG produced scores for each Solano County jurisdiction measuring the ratio of jobs to housing units, using data from the U.S. Census American Community Survey (2014-2018) and U.S. Census Longitudinal Employer-Household Dynamics (LEHD) (2017). This factor is used to direct more housing units to jurisdictions with a high number of existing jobs, relative to existing housing units.

***Future Jobs***

The availability of jobs in a community is an important consideration in siting housing, since residents need access to jobs for economic reasons, and the proximity of jobs to residents minimizes travel time and vehicle

miles traveled (VMT). The Future Jobs factor data is derived from each jurisdiction's share of the ABAG region's total future jobs, based on year 2050 projections from Plan Bay Area 2050.

## **REGIONAL PLANNING**

### ***ABAG 6<sup>th</sup> Cycle RHNA Allocation***

In May 2021, ABAG released its Draft RHNA Plan with its Final RHNA Methodology. Though the jurisdictions in Solano County formed a Subregion, ABAG's Methodology includes an allocation for each jurisdiction in the Subregion. Each jurisdiction's allocation under the ABAG Methodology was used as a factor to distribute units in a fashion consistent with the ABAG region.

## **TRANSIT CONNECTIVITY**

Availability of transit service is a key consideration in siting housing because transit allows residents to access jobs and services without being dependent on a personal vehicle or generating vehicle trips. The Solano Subregion considered different measures of Transit Connectivity and found that none accurately represented connectivity as experienced locally. As a result, the Subregion elected to include measures of Transit Connectivity from two different sources: AllTransit and ABAG, to achieve a combined score that was more agreeable locally.

Both measures ranked the Cities of Fairfield and Vallejo highest and the Cities of Benicia, Dixon, and Rio Vista lowest. However, there was more discrepancy between each source's scores of the Cities of Suisun City and Vacaville and Unincorporated Solano County. The Draft Subregional Methodology includes both scores as Factors weighted equally, effectively resulting in a combined score that more closely matches the local perception of Transit Connectivity. This pair of factors works to direct more housing units to jurisdictions with better transit connectivity.

### ***AllTransit Performance Score***

AllTransit Performance Scores, prepared by the Center for Neighborhood Technology (CNT), consider connectivity, access to jobs, and frequency of service.

### ***ABAG Transit Connectivity***

The Connectivity Score produced by ABAG considers each jurisdiction's percentage of the region's total acres within Transit Priority Areas.

## **FACTOR NORMALIZATION**

Each of these five selected factors is normalized on a scale of 0.5 to 1.5 (as shown in **Table 2**). The normalized scale serves to support ease of computation and comparison of factors among each other, and the range of the scale (0.5 to 1.5) is large enough to impact the distribution of housing units by adjusting them up (any score between 1 and 1.5) or down (any score between 0.5 and 1) from the base allocation, but not so large that the base allocation becomes insignificant. All factors are configured so that higher scores indicate that the jurisdiction is more favorable to support housing as far as that factor is concerned, while lower scores indicate less-favorable conditions for housing. For example, jurisdictions with better transit connectivity receive higher scores for the Transit Connectivity factor and jurisdictions with more children living in poverty receive a lower score for the Childhood Poverty Status factor resulting in more housing units assigned to jurisdictions with better transit connectivity and fewer children living in poverty.

## FACTOR WEIGHTING

Following selection of the factors, the methodology assigns weights to each. These weights establish what percentage of the total allocation will be distributed based on that factor. The Solano County Subregion choose to place the greatest weights on Transit Connectivity, recognizing the link between transit connectivity and greenhouse gas emissions reduction, quality of life, and fair housing goals. Future Jobs were weighted next highest because of the current imbalance of jobs and housing units in the subregion. Child Poverty Status and Development Capacity were assigned slightly lesser weights. The weights assigned to each factor are shown below:

- Opportunity—30%: TCAC/HCD Opportunity (30%)
- Jobs—25%: Jobs-Housing Balance (13%), Total Future Jobs (12%)
- Regional Planning—25%: ABAG 6<sup>th</sup> Cycle RHNA Allocation (25%)
- Transit Connectivity—20%: AllTransit Performance Score (10%), ABAG Transit Connectivity (10%)

Table 3 shows the resulting factor-adjusted allocations for each jurisdiction.

**TABLE 3 BASE ALLOCATION AND FACTOR ADJUSTMENT**

Jurisdiction	Base Allocation	Factor Adjusted Allocation	Net Change
City of Benicia	791	750	(41)
City of Dixon	458	395	(63)
City of Fairfield	2,768	3,069	301
City of Rio Vista	320	262	(58)
City of Suisun	676	604	(72)
City of Vacaville	2,456	2,543	87
City of Vallejo	3,019	2,865	(154)
Unincorporated Solano County	505	504	(1)
TOTAL	10,992	10,992	-

## MANUAL ADJUSTMENTS

Local agreements and practices in Solano County work to concentrate development in incorporated cities, rather than the Unincorporated County as a means of protecting important farmland, reducing sprawl, and only growing in locations with the infrastructure to support added population. To that end, the Subregion made additional adjustments to reduce the Unincorporated County’s allocation to 315 units, reducing the Factor Adjusted Allocation by 189 units and redistributing these among select incorporated jurisdictions, namely Dixon, Rio Vista, Suisun, Vacaville, and Vallejo. The resultant allocations by jurisdiction are shown in Table 4.

**TABLE 4 FACTOR AND MANUAL ADJUSTED ALLOCATION**

Jurisdiction	Factor Adjusted Allocation	Manual Adjustments	Revised Unit Allocation
City of Benicia	750	-	750
City of Dixon	395	21	416
City of Fairfield	3,069	-	3,069
City of Rio Vista	262	65	327
City of Suisun	604	16	620
City of Vacaville	2,543	52	2,595
City of Vallejo	2,865	35	2,900
Unincorporated Solano County	504	(189)	315
<b>TOTAL</b>	<b>10,992</b>	<b>-</b>	<b>10,992</b>

### 3. INCOME ALLOCATION METHODOLOGY

The Subregional Share of housing determined by ABAG includes both a total number of housing units and a distribution of those units across four affordability tiers: very low-income, low-income, moderate-income, and above-moderate income. Once the overall allocation for each jurisdiction is set, each jurisdiction’s housing unit allocation must be distributed among the four income tiers and the sum allocation in each income tier across all jurisdictions must equal the total amount set by ABAG for the subregion. The Solano County Subregional Share by income tier, as assigned by ABAG, is shown in **Table 5**.

**TABLE 5 SOLANO SUBREGIONAL INCOME TIER ALLOCATION**

Very Low	Low	Moderate	Above Mod	Total Units
2,803	1,612	1,832	4,745	10,992
25.5%	14.7%	16.7%	43.2%	100.0%

**Note:** Due to rounding, percentages may not total precisely.

The methodology uses the following process to distribute the units by income tier to each jurisdiction. Each numbered step is accompanied by a bulleted description of the justification and relevant background to that step, where appropriate.

1. Determine the current distribution of household income tiers for each jurisdiction.
  - » This step uses data from the 2014–2019 ACS.
2. Set the Income Adjustment Factor to calculate the percentage of each jurisdiction’s total allocation to be distributed across each income tier, such that the subregion makes progress toward an equal distribution of income tiers over the long-term.
  - » The region aims to move toward an equal housing unit income distribution across all jurisdictions. To achieve this, jurisdictions with the greatest percent of units in any one tier would receive a lesser allocation of units in that tier and vice-versa.
  - » An income adjustment factor set equal to 100% would result in all jurisdictions receiving the same percent allocation of units in each income tier, equal to the percent assigned by ABAG (e.g. 25.5% in the very low-income tier). The higher the Income Adjustment Factor, the greater the shift in income allocations toward a more equal distribution of housing units by income tier.
  - » The Solano County Subregion selected an income adjustment factor of 150%.
3. Adjust the allocations by income tier to ensure that the total of all jurisdictions’ allocations in each income tier is equal to the total assigned in Subregional Share from ABAG.
  - » Step 2 results in an excess of units assigned in the very low- and above moderate-income tiers and a shortage of units in the low- and moderate-income tiers.
  - » To adjust the total very low- and moderate-income allocations, those jurisdictions whose originally assigned percent allocations exceeded the percent allocation of Subregional Share assigned for that tier, received proportional adjustment down based on the following formula:  $(\text{original tier allocation}) - ((\text{original tier allocation} / \text{sum of all tier allocations to be adjusted}) * \text{total excess allocation for the income tier})$ .
  - » To adjust the moderate-income allocations, those jurisdictions whose very low-income allocations were reduced receive increases proportionate to the jurisdictions very low-income reduction.
  - » Finally, the moderate-income allocations were adjusted by simply subtracting the new allocations in the very low-, low-, and above moderate-income tiers from the jurisdiction’s total unit allocation.

The final distribution of units across all income tiers is shown in **Table 6**.



**TABLE 6 INCOME DISTRIBUTIONS BY JURISDICTION**

Jurisdiction	Very Low		Low		Moderate		Above Moderate		Total Housing Units
	%	Housing Units	%	Housing Units	%	Housing Units	%	Housing Units	
City of Benicia	28.3%	212	16.9%	127	16.4%	123	38.4%	288	750
City of Dixon	27.2%	113	14.9%	62	14.9%	62	43.0%	179	416
City of Fairfield	25.8%	792	15.1%	464	17.6%	539	41.5%	1,274	3,069
City of Rio Vista	24.2%	79	12.5%	41	15.3%	50	48.0%	157	327
City of Suisun	25.8%	160	15.3%	95	15.8%	98	43.1%	267	620
City of Vacaville	26.1%	677	15.6%	404	15.8%	409	42.6%	1,105	2,595
City of Vallejo	23.8%	690	12.7%	369	17.1%	495	46.4%	1,346	2,900
Unincorporated Solano County	25.4%	80	15.9%	50	17.8%	56	41.0%	129	315
<b>HCD Requirement</b>	25.5%	2,803	14.7%	1,612	16.7%	1,832	43.2%	4,745	10,992

#### 4. STATUTORY OBJECTIVES

In compliance with California law, the methodology furthers all statutory objectives, as outlined herein.

**Objective 1.** *Increasing the housing supply and the mix of housing types, tenure, and affordability in all cities and counties within the region in an equitable manner, which shall result in each jurisdiction receiving an allocation of units for low- and very low-income households.*

As described above, the methodology for allocating units in each income tier supports a redistribution of units, such that the jurisdictions that currently have a lesser share of low- and very low-income units receive a larger allocation. The methodology allocates units in all four income tiers to each of the subregion’s eight jurisdictions. The distribution of units overall follows a data-driven process informed by regional priorities to co-locate housing where there is Opportunity (30% weighting for TCAC Opportunity Score), Jobs (25% combined weighting for Jobs-Housing Balance and Future Jobs), alignment with regional planning (25% weighting for the ABAG 6<sup>th</sup> Cycle RHNA Allocation) and Transit (20% combined weighting for the AllTransit Performance score and ABAG Transit Connectivity score).

**Objective 2.** *Promoting infill development and socioeconomic equity, the protection of environmental and agricultural resources, the encouragement of efficient development patterns, and the achievement of the region’s greenhouse gas reductions targets provided by the California Air Resources Board pursuant to Government Code Section 65080.*

The methodology allocates a greater share of units to incorporated, urbanized cities. Moreover, 45% of factor weighting prioritizes Transit Connectivity, proximity to Future Jobs, and Jobs-Housing Balance to encourage efficient development patterns and support efforts to minimize vehicle miles traveled and greenhouse gas emissions.

**Objective 3.** *Promoting an improved intraregional relationship between jobs and housing, including an improved balance between the number of low-wage jobs and the number of housing units affordable to low-wage workers in each jurisdiction.*

The methodology concentrates the majority of housing in the jobs-rich cities of Fairfield, Vacaville, and Vallejo and includes both Jobs-Housing Balance and Future Jobs as factors in the methodology to support an appropriate balance of jobs and housing units.

**Objective 4.** *Allocating a lower proportion of housing need to an income category when a jurisdiction already has a disproportionately high share of households in that income category, as compared to the countywide distribution of households in that category from the most recent American Community Survey.*

The methodology's distribution of housing units by income tier allocates a lower proportion of housing units by income category to jurisdictions whose existing share of units in that income tier is larger than the regional average. Similarly, the methodology allocates a greater proportion of units by income category to those jurisdictions whose existing share of units in that income tier is smaller than the regional average. As a result, all jurisdictions are assigned housing units by income tier at levels that would move their share of units by income tier closer to the regional average, once constructed.

**Objective 5.** *Affirmatively furthering fair housing.*

The Solano County Subregion addresses the objective of affirmatively furthering fair housing by including the TCAC/HCD Opportunity Score as its highest weighted factor (30%) in the methodology. According to the State of California, this objective is also concerned with overcoming "patterns of segregation and fostering inclusive communities free from barriers that restrict access to opportunity." The methodology's use of a 150% Income Adjustment Factor makes great strides to address any existing concentrations of poverty and move the subregion toward a balanced integration of residents of all income levels, thereby enabling better access to opportunities for all residents.

**DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT  
DIVISION OF HOUSING POLICY DEVELOPMENT**

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August 31, 2021

Birgitta E. Corsello, County Administrator  
Solano County Department of Resource Management  
675 Texas Street, Suite 5500  
Fairfield, CA 94533

Dear Birgitta E. Corsello:

**RE: Review of Draft Regional Housing Need Allocation (RHNA) Methodology**

Thank you for submitting the draft Solano Subregion Sixth Cycle Regional Housing Need Allocation (RHNA) Methodology. Pursuant to Government Code Section 65584.04(i), the California Department of Housing and Community Development (HCD) is required to review draft RHNA methodologies to determine whether a methodology furthers the statutory objectives described in Government Code Section 65584(d).

The draft RHNA methodology begins with the total ABAG regional determination provided by HCD of 441,176 units. Of those units, ABAG allocated 10,992 to the Solano County Subregion. The methodology then provides a base allocation according to each jurisdiction's percent share of the subregion's 2019 household distribution based on Department of Finance (DOF) Table E-5 data. Next, the methodology adjusts that base allocation using four weighted factors: opportunity, jobs, ABAG's initial allocation for each jurisdiction, and transit. Lastly, the methodology applies a manual adjustment that shifts 189 units from the unincorporated county to five of its seven cities. The resulting increase to the cities ranges from 21 units (Dixon) to 65 units (Rio Vista). In terms of percent increase, the range is from 1.2 percent (Vallejo) to 24.8 percent (Rio Vista). Fairfield and Benicia do not receive additional units.

The final step in the methodology is to divide each jurisdiction's allocation by the four income categories: very low, low, moderate, and above moderate. Here, the methodology employs a three-step process. First, the methodology uses American Community Survey (ACS) data to determine the current distribution of households by income tiers. Second, the methodology multiplies the current distribution by a 150 percent income factor to promote jurisdictions within the county moving towards a more equal distribution of households by income. Third, another adjustment is applied to ensure that the total of all jurisdictions' allocations is equal to the total assigned Subregional RHNA.

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**HCD has completed its review of the methodology and finds that the draft Solano Subregion RHNA Methodology furthers the statutory objectives described in Government Code 65584(d).**<sup>1</sup> HCD commends the subregion for including factors in the draft methodology that direct units toward jurisdictions with better job access and lower vehicle miles traveled (VMT). The methodology also directs more lower income units into high resource areas. In the interest of furthering RHNA statutory objective four (balancing income distributions), the draft methodology makes adjustments that increase the number of lower income units going to higher income areas as a percentage of their total allocation.

HCD encourages regions to limit the factors included in their methodology to those which support furthering the statutory objectives and cautions against the use of non-formula-based factors. HCD is generally supportive of the subregion's decision to reduce the share of RHNA assigned to the unincorporated county to further statutory objectives. However, the redistribution of those units could be based on factors included in other steps of the methodology, such as opportunity, location of jobs, or transit. HCD's analysis found that allocating those 189 units to the cities based on the existing formula and policy-based methodology, instead of the manual adjustment, would result in a more equitable distribution of those units throughout the subregion and would have done more to further objective five, affirmatively furthering fair housing.

Below is a brief summary of findings related to each statutory objective described within Government Code Section 65584(d):

*1. Increasing the housing supply and the mix of housing types, tenure, and affordability in all cities and counties within the region in an equitable manner, which shall result in each jurisdiction receiving an allocation of units for low- and very low-income households.*

On a per capita basis, the methodology allocates roughly the same shares of RHNA to jurisdictions with more low-income households and those with more high-income households. However, due to the income adjustment, these higher income jurisdictions generally receive greater lower income RHNA allocations relative to their existing share of low-income households. On average, higher income cities receive a share of lower income RHNA that is greater than their share of existing lower income households. Lower income cities receive a smaller share of lower income RHNA relative to their existing lower income households.

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<sup>1</sup> While HCD finds this methodology furthers statutory objectives, applying this methodology to another region or cycle may not necessarily further the statutory objectives as housing conditions and circumstances may differ.

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*2. Promoting infill development and socioeconomic equity, the protection of environmental and agricultural resources, the encouragement of efficient development patterns, and the achievement of the region's greenhouse gas reductions targets provided by the State Air Resources Board pursuant to Section 65080.*

The draft methodology encourages a more efficient development pattern due to its weighted jobs and transit factors that direct more housing units to areas with lower per capita VMT. Jurisdictions with the lowest VMT per capita receive more RHNA per capita than those with the highest per capita VMT. Additionally, the 189-unit reduction of the unincorporated county's allocation encourages more efficient development as the unincorporated area has the second highest per capita VMT, and jobs access – both by car and transit – than most of the subregion's cities.

*3. Promoting an improved intraregional relationship between jobs and housing, including an improved balance between the number of low-wage jobs and the number of housing units affordable to low-wage workers in each jurisdiction.*

Most cities in the subregion have a jobs/housing fit between 0.7 and 1.5 and the draft methodology generally maintains these balances with the three largest RHNA allocations going to the three largest job centers. Unincorporated Solano County has the subregion's highest imbalance at 2.7 jobs for every housing unit, but other policy considerations result in allocating more units to cities rather than unincorporated areas. Redistributing the 189-unit adjustment from the unincorporated county to the cities based on the jobs factor included in the overall allocation methodology could have done more to further this objective.

*4. Allocating a lower proportion of housing need to an income category when a jurisdiction already has a disproportionately high share of households in that income category, as compared to the countywide distribution of households in that category from the most recent American Community Survey.*

On average, cities with a larger existing share of lower income units receive smaller allocations of low- and very low-income units as a percentage of their total RHNA. For cities with higher shares of lower income units, the average lower income allocation is 38 percent of total RHNA. The average lower income allocation for cities with smaller percentages of lower income units is 42 percent.

*5. Affirmatively furthering fair housing, which means taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics. Specifically, affirmatively furthering fair housing means taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced*

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*living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws.*

Jurisdictions with more access to opportunity receive larger lower income allocations on a per capita basis. Jurisdictions where more than 50 percent of households live in low-resource and high-segregation areas receive a share of the lower income RHNA that is, on average, 93 percent of their share of lower income households, compared to 116 percent for higher resourced jurisdictions. The draft methodology allocates less total RHNA to jurisdictions with higher access to resources on a per capita basis. Using the AFFH factor included in the overall allocation methodology to redistribute the 189-unit manual adjustment could help allocate more total RHNA to higher resource jurisdictions.

HCD appreciates the active role of PlaceWorks and local government staff in providing data and input throughout the draft Solano Subregion RHNA methodology development and review period. HCD especially thanks Andrea Howard, David Early, Matt Walsh, Robert Guerrero, Daryl Hall, and the subregion participants for their significant efforts and assistance.

HCD looks forward to continuing our partnership with Solano governments to assist them with meeting and exceeding the planning and production of the county's housing need.

Support opportunities available for the Solano region this cycle include, but are not limited to:

- SB 2 Planning Grants Technical Assistance: Ongoing regionally tailored technical assistance will also remain available throughout the housing element development timeline. Technical assistance information is available at <https://www.hcd.ca.gov/community-development/planning-grants-ta.shtml>.
- HCD also encourages all Solano's local governments to consider the many other affordable housing and community development resources available to local governments, including the Permanent Local Housing Allocation program. HCD's programs can be found at <https://www.hcd.ca.gov/grants-funding/nofas.shtml>.
- Prohousing Designation Program – Ongoing awards distributed over-the-counter to local jurisdictions with compliant Housing Elements and prohousing policies. Those awarded receive additional points or application processing preference when applying to housing and non-housing funding programs including the Affordable Housing & Sustainable Communities (AHSC), Infill Infrastructure Grant (IIG), and Transformative Climate Communities (TCC).

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If HCD can provide any additional assistance, or if you, or your staff, have any questions, please contact Tom Brinkhuis, Housing Policy Specialist at (916) 263-6651 or [tom.brinkhuis@hcd.ca.gov](mailto:tom.brinkhuis@hcd.ca.gov).



Tyrone Buckley  
Assistant Deputy Director of Fair Housing

cc:

City of Benicia: Erik Upson, City Manager  
City of Dixon: Jim Lindley, City Manager  
City of Fairfield: Stefan Chatwin, City Manager  
City of Rio Vista: Robert Hickey, City Manager  
City of Suisun City: Greg Folsom, City Manager  
City of Vacaville: Aaron Busch, City Manager  
City of Vallejo: Anne Cardwell, Interim City Manager

**RESOLUTION OF THE SOLANO COUNTY CITY COUNTY COORDINATING COUNCIL (4C's)  
APPROVING THE SOLANO COUNTY SUB-REGIONAL HOUSING METHODOLOGY AND  
ALLOCATION**

WHEREAS, in August 2019, the cities of Solano County and the County of Solano all agreed to form a "Subregion" for the purpose of allocating the Solano County's subregional housing need ("SubRHNA") among its member jurisdictions for the 6th Housing Element cycle, as allowed by Government Code section 65584.03; and

WHEREAS, the cities and the County further designated the Solano County City-County Coordinating Council (the "4C's") to act as the subregional entity ("Subregional Entity") for the Solano Subregion pursuant to Government Code section 65584.03; and

WHEREAS, in June 2020, the Association of Bay Area Governments ("ABAG") and the 4C's entered into a Subregional Delegation Agreement that set forth the process, timing, and other terms and conditions of the delegation or responsibilities by the council of governments to the subregion; and

WHEREAS, pursuant to both the Subregion Delegation Agreement and subdivision (h) of Government Code section 65584.04, the 4C's published a draft Solano Subregion RHNA Methodology and an estimate of the number of housing units that will be assigned to each of the County's cities and to unincorporated Solano County on February 25, 2021; and

WHEREAS, the proposed methodology uses factors described in section 65584.04 of the Government Code; and

WHEREAS, on August 31, 2021, the State Department of Housing and Community Development (HCD) issued its findings that the draft Solano Subregion RHNA Methodology furthers the statutory objectives described in subdivision (d) of Government Code section 65584; and

WHEREAS, the Subregional RHNA increases the housing supply and the mix of housing types, tenure, and affordability in all cities and counties within the region in an equitable manner, which shall result in each jurisdiction receiving an allocation of units for low- and very low-income households; and

WHEREAS, the RHNA promotes infill development and socioeconomic equity, the protection of environmental and agricultural resources, the encouragement of efficient development patterns, and the achievement of the region's greenhouse gas reductions targets provided by the State Air Resources Board pursuant to Section 65080; and

WHEREAS, the Subregional RHNA promotes an improved intraregional relationship between jobs and housing, including an improved balance between the number of low-wage jobs and the number of housing units affordable to low-wage workers in each jurisdiction; and

WHEREAS, the Subregional RHNA allocates a lower proportion of housing need to an income category when a jurisdiction already has a disproportionately high share of households in that income category, as compared to the countywide distribution of households in that category from the most recent American Community Survey; and

WHEREAS, the Subregional RHNA affirmatively furthers fair housing, which means taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected



characteristics. Specifically, affirmatively furthering fair housing means taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws; and

WHEREAS, the Subregional RHNA is based in part on the 6<sup>th</sup> Cycle RHNA allocations promulgated by ABAG, which are consistent with 2050 housing projections contained in the Plan Bay Area 2050 Sustainable Communities Strategy (SCS) in the Regional Transportation Plan, and also in part on projected 2050 jobs contained in the SCS, so the Subregional RHNA is therefore consistent with the SCS.

NOW, THEREFORE, BE IT RESOLVED as follows:

1. The draft Solano Subregion RHNA Methodology is adopted as the final Solano Subregion RHNA Methodology and final housing needs allocation plan.
2. The Solano County City-County Coordinating Council (4C's) hereby authorizes and directs Solano County Planning staff to submit the proposed methodology for allocating the Solano County Subregion's housing need and the resulting estimate of subregional housing allocations, attached to this resolution, to the jurisdictions within the Solano Subregion, HCD, and to ABAG on behalf of the Subregional Entity and the cities of Solano County and the County of Solano, and to publish the adopted allocation methodology, together with this resolution and written findings, on its internet website.

\*\*\*\*\*

Passed and adopted by the Solano County City-County Coordinating Council on September 16, 2021, by the following vote:

AYES: \_\_\_\_\_  
NOES: \_\_\_\_\_  
ABSENT: \_\_\_\_\_

\_\_\_\_\_  
John Vasquez, Chair  
Solano County City-County Coordinating Council

ATTEST:  
Birgitta Corsello, Clerk

By: \_\_\_\_\_