

COUNTY OF SACRAMENTO
CALIFORNIA

#44

For the Agenda of:
January 28, 2014
Timed: 2:00 PM

To: Board of Supervisors

From: Department of Community Development

Subject: PLNP2013-00179. Affordable Housing Ordinance. Introduce An Ordinance To Repeal The Existing Ordinance Related To Affordable Housing, And Reenact A New Ordinance Relating To Affordable Housing In Sacramento County Code, Waive Full Reading And Continue To February 11, 2014 For Adoption. APN: County-wide. Environmental Determination: Exempt

Supervisory District(s): All

Contact: Cindy Storelli, Principal Planner, 874-5345

Overview

On January 14, 2014, the Board of Supervisors held a workshop on the Sacramento County Affordable Housing Ordinance. Two different approaches were discussed: an inclusionary ordinance and a fee-option ordinance. At the conclusion of the workshop, a majority of Board members indicated support for a fee-option ordinance and directed staff to report back on various options for fees. Additionally, they requested more information and details related to factors that might inform a decision on the program. A revised Affordable Housing Ordinance has been prepared and is attached to the Board report.

Recommendations

1. Receive and file the Residential Nexus Analysis dated August 2013; and
2. Recognize the exempt status of the ordinance; and
3. Introduce the ordinance, waive full reading, and continue to February 11, 2014 for adoption.

Measures/Evaluation

Adoption of the Affordable Housing Ordinance implements a key strategy of the 2013 Housing Element.

Fiscal Impact

The adoption of the Ordinance will set the fees to be collected on certain residential building permits. No additional action will be required.

BACKGROUND

The State of California requires cities and counties to identify programs in their Housing Element to facilitate the provision of housing for low income households. An ordinance is one of the tools that a local government can use to support the provision of affordable housing. There is no legal requirement to have an ordinance or to charge fees for this purpose.

During the update of the Housing Element, the County indicated that changes to the Ordinance would be processed separate from the Element update. The Element was adopted on October 8, 2013 with policy direction that the County remains committed to producing housing that is affordable to low income workers. The first key implementation of the Element is to bring forth amendments to the Ordinance. A draft Ordinance was presented during workshops at both the County Planning Commission and the Sacramento Housing and Redevelopment Commission meetings in November 2013. Subsequently, two sample ordinances were prepared for a workshop at the Board of Supervisors on January 14, 2014. During that meeting, these two different approaches, an “inclusionary” and “fee-option”, were discussed and the majority of the Board members supported the “fee option”. Additionally, the Board asked for a report back on the following:

- Home Size: Is 2,400 square feet the right number for an average home size in Sacramento County?
- Local Subsidy Required (Gap Financing): More information on the \$60,000 gap assumption.
- Fee Options and Cap: Chart of fee options, including increasing the fee for larger homes and no cap.
- A Fee Cap: Potential cap amounts.
- Affordability Fee – How much will be collected over time?: How much money do we have currently in the two funds?
- Report to the Board of Supervisors on a Regular Basis: How often should the County and the Sacramento Housing and Redevelopment Agency (SHRA) review the program priorities?
- SHRA’s Role: Review the ordinance to ensure that SHRA’s role is not diminished.
- Housing Credit Purchase Program: Address the existing credits and ensure that there is a mechanism for their use in the new ordinance or the guidelines.
- Credits for Land Dedication and/or Construction of Units: Ensure that there is adequate guidance for accepting dedicated lands and address developers who wish to construct affordable units.
- Use of funds for rehabilitation and homebuyer assistance: Determine if there is a mechanism for the funds to be used for rehabilitation of existing units and for home buyer assistance programs.
- Overall Fee Burden: Verification of overall fee burden in Sacramento County provided on chart at the workshop.
- Percentage Target: Recommend a fee that would produce affordable units between eight and ten percent of the market-rate units.

DISCUSSION

The sample “fee option” ordinance has been amended to reflect direction received from the Board of Supervisors.

Report Back: Staff researched and found the following additional information to supplement or modify what was provided in the January 14, 2014 staff report.

Home Size: In the Board report for the workshop, staff identified the average home size as 2,400 square feet based on census data for single family homes in the western region of the United States. Subsequent to that meeting, two additional sources of information show the following single family home sizes.

Table 1 – Average Single Family Home Size (in square feet)

Year	From Tax Assessor (Sacramento County)	The Gregory Group (Sacramento Region)
2000	2220	2423
2001	2315	2525
2002	2332	2586
2003	2364	2594
2004	2373	2537
2005	2411	2403
2006	2330	2342
2007	2252	2256
2008	2147	2312
2009	2097	2401
2010	2149	2327
2011	2317	2181
2012	2179	2229
2013	2107	2273
Average since 2000	2256	2385
Average since 2010	2188	2252

One source is the Sacramento County Assessor’s database. This data includes the incorporated cities. The average single family home size during the last 14 years has ranged from 2,097 to 2,373 square feet. The average for 2013 is 2,107 square feet. Staff also received information from the Gregory Group, a local real estate consulting firm. They maintain a new home database that they use for trend analysis of housing markets. Their data show a similar trend, for the same timeframe, with the range being slightly larger from 2,181 to 2,594 square feet. From both databases, the years with the largest homes were generally in the early 2000s and during the last four years, the home sizes have decreased to closer to 2,200 square feet. If the two databases are averaged together, the home size during the last 14 years has been 2,320 square feet, with a slight decrease to 2,220 square feet during the last four years. Staff contacted the City of Sacramento and spoke to Greg Sunderland who indicated that after a three-year analysis of over 6,000 permits, the City’s average square foot for single family is 2,254.

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Staff attempted to gather similar information for market-rate multiple family units. Unfortunately, the two above databases do not track individual multi-family units. The number of multiple family projects built in the last few years has varied each year, and many of the units built are affordable projects. Staff analyzed design review files for market-rate projects from the last five years and found that the average multi-family unit was approximately 1,400 square feet, which included 453 townhome units (none were apartments). For the purposes of this analysis, staff made an assumption that about five percent of the units built each year will be market-rate multiple family. Assuming an average size of 1,400 square feet brings the 2,200-square-foot average size down slightly to 2,150 square feet.

The above information indicates that the average size home varied in the last decade. Going forward, the County General Plan policies and the SACOG Regional Housing Needs Allocation (RHNA) indicate that almost 40 percent of the residential units in the new growth areas will be zoned for 20 units to the acre or higher. Units on those properties will tend to be smaller, more compact developments. Effective immediately, staff will be tracking unit size on all building permits and will report on the trends in the required biennial reports.

Local Subsidy Required (Gap Financing): Staff believes the \$60,000 per unit in local subsidy required to produce an affordable unit is prudent. To arrive at the figure, staff originally utilized the Residential Nexus Analysis prepared by Keyser Marston Associates. Since the last Board hearing, staff has contacted surrounding jurisdictions to obtain per unit subsidy information and continued to work with SHRA to obtain per unit costs for completed affordable developments to augment what was submitted at the workshop by St. Anton. Additional documentation will be provided prior to the Board of Supervisors meeting. However, preliminary data for 16 projects from 2008-present show an average project funding gap of \$58,786. While the per unit local subsidy amounts vary greatly depending on access to other affordable funding sources, affordability levels, and construction type, staff believes that the \$60,000 per unit in local subsidy assumption is reasonable for a typical new construction, medium density, tax-credit or bond funded project.

Fee Options: The Board asked for staff to report back regarding different fee options. First, assuming the most accurate square footage of home and a documented average funding gap, staff was asked to determine what fee would be needed to produce an eight to ten percent program. Based on the above information, an average square foot home of 2,150 square feet and an average funding gap of \$60,000 are assumed below.

Table 2 – Program Based on an Average Unit Size of 2,100 Square Feet

Average Home Size (in square-feet)	2,150	2,150	2,150	2,150
Fee per Square-Foot	\$2.25	\$2.50	\$2.75	\$3
Fee per Unit based on square footage	\$4,838	\$5,375	\$5,913	\$6,450
Cap per Unit (based on 3,000 square-foot home)	\$6,750	\$7,500	\$8,250	\$9,000
Funds from every 1000 units (assumes a range of home sizes)	\$4.72M	\$5.25M	\$5.77M	\$6.30M
Units produced assuming \$60,000 funding gap	79	88	96	105
% of affordable units produced	7.9%	8.8%	9.6%	10.5%

Table 2 shows that fees of \$2.25 to \$3 per square foot will achieve programs that range from 7.9 to 10.5 percent. The cap is based on a 3,000-square-foot home. A range of home sizes, from 1100 to 8000 square feet, were assumed, along with the stated cap per unit were used to determine the funds that would be generated from every 1000 units.

The Board also asked what a “progressive” fee without a cap would look like. The primary purpose of this was to provide an incentive for smaller, infill units. Starting with a 1,100 square-foot unit and going up, three different ranges are shown in the Table 3 below:

Table 3 – Progressive Fee Program with no Cap

Home Size Range (square-feet)	1,100 to 2,499	2,500 to 3,499	Over 3,500
Fee per Square Foot	\$2.25	\$2.50	\$2.75
Average Funds from every 1000 units	\$3.16M	\$1.37M	\$0.6M
Units produced assuming \$60,000 funding gap	53	23	10
Overall % of affordable units produced	8.6%		

Assuming that most homes will fall into the first range, at \$2.25 per square footage, the percentage produced will be about 8.6 percent (the number of units produced the fees generated are based on 70 percent of the homes in the smaller square footage range, 20 percent in the middle range, and 10 percent in the largest range).

A Fee Cap: Table 2 shows potential cap amounts based on fee assumptions. Staff recommends a cap of \$7,500. However, eliminating the cap is not likely to have a substantial effect on the amount of funds collected over time inasmuch as the majority of new housing within the

unincorporated area is not in a product type of over 3,000 square feet. In fact, larger homes may come about as a result of remodeling and expansion which is not subject to the Ordinance. Most production homes will likely fall within the assumed range of 1,800 to 3,000 square feet.

Affordability Fee – How much will be collected over time?: Determining how much will be collected over time is not a simple task. Tables 2 and 3 show the amount of fees estimated to be collected per 1,000 units. The trend of building permits issued per year has been approximately 500 units per year in the last few years but has been slowly increasing. In light of the improvement in the economy, an annual 1000 unit assumption within the next few years is not unreasonable. Over the timeframe of the Housing Element (2013 to 2021), it is anticipated that the number of building permits issued each year will rise but will likely not reach the historic highs of the early 2000's. Therefore, receiving \$2.5M to \$5M per year seems likely. That amount of fees would produce about 40 to 80 units. Any money spent on ELI buy-down or rehabilitation will reduce the number of new affordable units built. Additionally, construction and land dedication approved as part of any development agreement will also impact the number of units produced annually. CDBG, HOME funds, mortgage revenue bonds, tax credits and the Low Income Trust Fund will produce additional units.

Report Back to Board of Supervisors on a Regular Basis: It was suggested that the program results be presented to the Board of Supervisors on a regular basis. There will be three opportunities for reporting to the Board regarding the implementation of the Ordinance. The new Ordinance specifies that SHRA, in consultation with the County, will recommend that the board set and review priorities for the use of the funds generated by the Ordinance. Additionally, in the current Ordinance, and proposed in the new Ordinance, a biennial (every two years) report, prepared by SHRA, is presented to the Board on the performance of the Ordinance. Furthermore, Housing Element law requires that the Board hold a public hearing annually on the implementation of the Housing Element. The Department of Community Development presents the information as part of the annual General Plan Report every March. Staff will enhance this annual review and will work with SHRA staff to fully address the affordable ordinance implementation in both the annual and the biennial reports. These reports will allow the Board to determine if adjustments to the Ordinance are warranted to reflect the current housing market. In addition, the Board will appropriate expenditures from the fund during SHRA's and the County's annual budget processes which will provide opportunity for additional review and direction.

SHRA's role: The current Ordinance and the newly adopted Housing Element both include a significant and continued role for SHRA in the implementation of housing programs. The proposed Ordinance has been reviewed by SHRA staff to ensure maximum and continued participation in the provision of affordable housing in Sacramento County. Attachment 2 shows the Housing Element programs that SHRA currently implements on behalf of the County. In addition to the implementation of the Ordinance, SHRA, in consultation with the County, will prepare the biennial report, recommend priorities for the use of the funds to the Board of the Supervisors, prepare program guidelines for the Board's adoption, and will receive program funds.

Housing Credit Purchase Program: On March 18, 2010, the Board authorized the creation of the Affordable Housing Credit Purchase Program enabling SHRA to serve as the initial conduit for

the purchase of affordable housing credits. SHRA purchased 101 credits from USA Properties (Arbor Creek Family Apartments in the Vineyard community area) providing \$3,815,000 in funding to the project and setting the value of an individual credit at \$37,772, which translates to \$5,600 per market-rate unit. The source of funding SHRA used for the purchase was \$1,960,000 of County Home Investment Partnership (HOME) funds and \$1,855,000 of Mather Taxable Bond funds. The Ordinance has added a provision that allows for existing banked credits to be purchased by private developers. Staff anticipates demand for the credits in larger square footage homes. Staff is proposing that once the 101 credits have been exhausted, the program will end.

Credits for land dedication and/or construction of units: The proposed Ordinance has a provision that allows those developers who wish to build or dedicate land to do so and receive a credit for the fees that would be required. This “credit” is different than the current credit program described above. The Ordinance provides direction for this option and the details would be negotiated as part of the development agreement for each project. Additionally, staff is aware of at least one project that built affordable units in advance of the construction of the future market-rate units. This project is the Vineyard Point Apartments by Lennar in the North Vineyard Station Specific Plan. To address this unique issue, staff proposes that the following language in the Ordinance:

22.35.030(D): Development projects may enter into an agreement with the County that allows construction of new market rate housing without payment of an affordability fee if the developer has constructed affordable unit in advance of construction of market rate units pursuant to an affordable housing plan adopted prior to the effective date of this ordinance. The number of market rate units not subject to the affordability fee shall be calculated by dividing the number of affordable units by nine percent.

Use of funds for rehabilitation and home buyer assistance: Board members also asked about using the funds for rehabilitation of existing multi-family or single family units, and home buyer assistance programs to encourage homeownership. The use of the funds collected for these programs is feasible for substantial rehabilitation as long as it is only a minor component of the funds and the units are subject to appropriate deed and/or regulatory restrictions. Keyser Marston Associates, along with County and SHRA Counsel agree that utilizing the funds for home buyer assistance programs is not advisable given the nature of the nexus study. However, home buyer assistance programs currently exist and are identified in the adopted Housing Element. The County, through SHRA, funds and/or administers these programs. During the biennial review of the priorities for the use of the funds generated by this Ordinance, the Board of Supervisors could direct that some funds from the Ordinance and other funds continue to be used for new construction and/or rehabilitation purposes.

Overall Fee Burden: A speaker at the January 14, 2014 workshop provided a chart (Attachment 2) showing the overall fee burden for projects in Sacramento County as compared to other jurisdictions in the region. Bob Davison, County Engineer, has reviewed this document. The document shows a fee burden comparison for single family development. While it appears that the chart is an accurate reflection of Vineyard and North Vineyard Station fees (assuming that the updated affordable housing fee is \$5,500 per unit), the chart does not give the entire picture. Below are some items that do not appear to have been considered in the chart:

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- The comparison is not an apples to apples comparison as it only examines impact fees and not other development costs. A more accurate comparison would include items funded by Mello-Roos CFDs and developers. If these costs were included, County cost burdens would compare more favorably with neighboring jurisdictions.
- The comparison could have included other development areas where costs are higher such as Placer Vineyards in Placer County and Southport in West Sacramento.
- The study only shows two County development areas. The County has other areas where the fees are substantially lower including Antelope and infill areas such as Carmichael.
- Some items funded by fees in North Vineyard station are direct development costs in other comparable areas. For example, the frontage fee in North Vineyard Station more equitably spreads an obligation that in other competing areas is a direct development cost for projects that front major roads.

Percentage Target: A majority of Board members indicated an interest in a program that results in an anticipated range of eight to ten percent of affordable units produced as supported by a per square foot fee on new market-rate homes. As discussed in other sections of this report, key assumptions include the square footage of the new single family and multi-family homes, and the required local gap or subsidy needed. The assumed gap is a critical factor in translating the fee to a projected program percentage. The fee amount is also critical, and while a cap plays a role, it has somewhat less of an effect on the program. In Table 2, the \$2.50 per square foot fee, with an assumed gap of \$60,000 most closely achieves an approximate nine percent program.

Revised Ordinance: The “fee-only” sample ordinance has been revised and is referred to as the Sacramento County Affordable Housing Ordinance (Ordinance). The framework for this Ordinance includes:

- Fee of \$2.50 per square foot of habitable floor area
- A cap of \$7,500 per unit
- At least ten percent of the funds set aside for ELI
- Clarification that funds can be used for new affordable units or substantial rehabilitation of existing units homebuyer assistance
- Credit for fees if the developer, in a development agreement, agrees to construct affordable units on site or dedicate or reserve land for affordable units
- Review of the performance of the Ordinance by the Board of Supervisors
- Administration of the program by SHRA with priorities set by the Board of Supervisors based on recommendations from SHRA in consultation with the County.

Nexus Analysis: The Patterson decision suggests that inclusionary ordinances may be viewed as “exactions” that must be justified by nexus studies which show there is a reasonable relationship between the affordable housing requirement(s) and the impact of the development. Staff secured the services of a consultant to conduct a residential nexus study to demonstrate the effect of market-rate residential development on the demand for affordable housing. The Residential

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Nexus Analysis (Attachment 5 of the January 14, 2014 staff report) was completed by Keyser Marston Associates, Inc. in August 2013. The Ordinance includes a finding by the Board that the nexus analysis is appropriate for the County to implement an impact fee for newly constructed residential units.

Conclusion and Next Steps: An Ordinance has been prepared based on the framework outlined in this Board report. Based on several documented assumptions, staff estimates that the Ordinance framework can translate to an approximate program of close to nine percent which is within the range referenced by members of the Board at the last hearing. Upon Board member review of critical assumptions including a 2,150-square-foot unit size, a funding gap of \$60,000, key parameters including a cap, and a per unit fee amount of \$2.50 per square foot, staff recommends that the Board introduce the Ordinance and continue the item for two weeks for adoption of the Ordinance.

MEASURES/EVALUATION

Adoption of the Affordable Housing Ordinance implements a key strategy of the 2013 Housing Element.

FISCAL IMPACT

The adoption of the Ordinance will set the fee to be collected on certain residential building permits. No additional action will be required.

Respectfully submitted,

APPROVED:
BRADLEY J. HUDSON
County Executive

LORI A. MOSS, Director
Department of Community Development

BY: _____
ROBERT B. LEONARD
Chief Deputy County Executive

Attachments:

ORD - Ordinance of the Sacramento County Code Relating to Affordable Housing

ATT 1 - SHRA Programs in the Housing Element

ATT 2 - Overall Fee Burden in the Sacramento Area

SCC NO. _____

**AN ORDINANCE OF THE SACRAMENTO COUNTY CODE RELATING TO
AFFORDABLE HOUSING**

The Board of Supervisors of the County of Sacramento, State of California,
ordains as follows:

SECTION 1. Sections 22.35.010 through 22.35.180 of Chapter 22.35, Title 22,
of the Sacramento County Code are repealed.

SECTION 2. Sections 22.35.010 through 22.35.110 are added to Chapter 22.35,
Title 22, of the Sacramento County Code to read as follows:

22.35.010 Purpose.

A. It is a public purpose of the County and a policy of the State to achieve a diverse and balanced community with housing available for households of all income levels. The County is committed to implementing policies and regulatory actions that will increase the supply of housing affordable to low, very low and extremely low income households. Because of a variety of factors and economic circumstances, including, but not limited to, increasing development costs, new residential development does not always provide housing for these economic groups. Further, the consumption of the remaining supply of suitable and available land exacerbates the County's on-going efforts to encourage and facilitate the production of housing that is affordable to persons of all income levels, including low, very low and extremely low income households.

B. Housing Element Policy HE-5.2 (E3) provides that the County will review and amend as appropriate its Affordable Housing Ordinance to consider its effectiveness in producing affordable housing, its impact on the production of market rate housing, the current and projected future need for affordable housing in the County and the market's ability to meet that need, and options to streamline and/or clarify the Ordinance.

C. The Legislature of the State of California has found that the lack of affordable housing is a critical problem which threatens the economic, environmental and social quality of life in California.

D. To implement Policy HE-5-2 (E3), to carry out the policies of the State of California, to achieve the benefits of economic diversity for the residents of the County and to assist in making affordable housing available in the County for all income levels, it is essential that new residential development contain housing opportunities to households of low, very low and extremely low income, and that the County provide a regulatory framework which provides opportunities for development of a supply and mix of new housing to meet the future housing needs of all income segments of the community.

E. The Board of Supervisors finds and determines that the Residential Nexus Analysis prepared by Keyser Marston Associates, Inc. in August 2013 meets the requirements of Government Code for the implementation of an impact fee in that newly constructed units represent new households and new income in Sacramento County. These households will consume goods and services, either through purchases of goods and services or by “consuming” governmental services. New consumption translates to new jobs; a portion of the jobs are at lower compensation levels. Low compensation jobs translate to lower income households that cannot afford market rate units in the County and therefore need affordable housing. The affordability fee established herein is below the ceiling identified in the Residential Nexus Analysis which ranges from \$13.36 per square foot to \$24.20 per square foot depending on the unit type for eight prototype developments in the County for the impact fee requirement placed on market rate development.

F. The Board of Supervisors finds and determines that, based upon the above purposes and findings, there is a reasonable relationship between the need for affordable housing and the type of development projects that may meet their affordable obligation pursuant to this Chapter by payment of affordability fees.

22.35.020 Definitions.

“Affordability fee” means the fee required by Section 22.35.050.

“Affordable” means rented at an affordable rent or sold at an affordable housing price.

“Affordable housing price” means a sales price at which low income or very low income households can qualify for the purchase of for-sale affordable units. Qualification shall be based on no more than thirty-five (35) percent of income at eighty (80) percent, and fifty (50) percent of the median income applicable to Sacramento County, respectively for low income and very low income households, being applied to housing expenses, which shall include mortgage principal and interest, taxes, insurance, assessments, and homeowner fees, as applicable.

“Affordable housing plan” means the plan setting forth the elements of a development project’s affordable housing requirements and the manner in which the affordable housing is to be implemented.

“Affordable housing unit” or “affordable unit” means an ownership or rental dwelling unit developed to be occupied at an affordable housing price or an affordable rent.

“Affordable rent” means: (1) for a unit whose occupancy is restricted to low income households, a monthly rent consisting of a maximum of one-twelfth of thirty (30) percent of eighty (80) percent of the median income applicable to Sacramento County; (2) for a unit whose occupancy is restricted to a very low income household, a monthly rent consisting of a maximum of one-twelfth of thirty (30) percent of fifty (50) percent of the median income applicable to Sacramento County. In all cases the median income applicable to Sacramento County is as determined annually by the United States Department of Housing and Urban Development. Maximum rent is adjusted for household size appropriate to the unit, less a reasonable allowance for utilities, as published by SHRA.

“Buy-down” means the subsidy needed to pay the difference in price between a very low income affordable unit and an extremely low income affordable unit.

“Construct” means to build or cause to be built.

“County” means the County of Sacramento.

“Credits for affordable housing units” means unit credits, purchased by SHRA prior to the effective date of this ordinance, for the construction of affordable housing units in excess of a previous affordable housing obligation.

“Developer” means any person, firm, partnership, association, joint venture, corporation, or any entity or combination of entities that seeks County’s approvals for all or part of a development project. “Developer” includes “owner.”

“Development agreement” means an agreement entered into pursuant to Government Code sections 65864 et seq.

“Development project” means any real estate development project in the unincorporated County that includes at least one dwelling unit. Projects at one location developed by the same owner or developer undertaken in phases, stages or otherwise developed in distinct sections shall be considered a single development project for purposes of this Section. “Development project” includes units and acreage associated with the affordable housing component

“Dwelling unit” means a residential unit within a development project.

“Extremely low income” or “ELI” means a household whose income does not exceed thirty (30) percent of the median income, adjusted for household size, applicable to the County, as published and periodically updated by the United States Department of Housing and Urban Development.

“Market rate” means not restricted to an affordable housing price or affordable rent.

“Mobilehome park” has the same meaning as set forth in Zoning Code Section 130-126 or any successor section.

“Multifamily” means residential units planned, approved, or built on land planned or zoned for other than single-family residential.

“Newly constructed” means the habitable square footage of any primary residential unit that has not been previously occupied for any purpose, as set forth in Section 1107A, 14-N of the 2010 California Building Code, California Code of Regulations Title 24 Part 2, Volume 1 of 2. For the purposes of this Chapter, exceptions from this definition include accessory dwelling units, remodel or enlargement, or restoration of a dwelling unit which has been damaged or partially destroyed due to fire, flood, or earthquake.

“Regulatory agreement” means a written agreement incorporating affordable housing prices or affordable rent and occupancy restrictions, recorded as a lien on the affordable housing units.

“SHRA” means Sacramento Housing and Redevelopment Agency, a joint powers agency.

“Very low income” means a household whose income does not exceed fifty (50) percent of the median income, adjusted for household size, applicable to the County, as published and periodically updated by the United States Department of Housing and Urban Development.

22.35.030 Standard Affordable Housing Component.

- A. Development projects shall:
1. Pay an affordability fee on all newly constructed market rate units pursuant to Section 22.35.050(A); or
 2. Comply with the development project's approved affordable housing plan; if one exists, or
 3. Enter into a development agreement or other form of agreement with the County which provides for a fee credit for land dedication, construction of affordable dwelling units, or other mechanism which leads to the production of affordable housing, in an amount at least equivalent to the affordability fee established by Section 22.35.050(A).
 - a. Land dedicated pursuant to section 22.35.030(A)(3) must be a site that is approved and accepted by SHRA and consistent with the guidelines prepared pursuant to section 22.35.100.
 - b. Regulatory agreements shall be recorded and monitored by SHRA on all affordable housing units constructed pursuant to section 22.35.030(A)(3).
- B. Development projects may purchase credits for affordable housing units banked with SHRA prior to the effective date of this ordinance. Credits may be purchased in combination with payment of fees pursuant to section 22.35.030(A)(1) or land dedication, construction of units or other mechanism which leads to the production of affordable housing pursuant to section 22.35.030(A)(3).
- C. Development projects with a tentative subdivision map which was approved prior to the effective date of this ordinance and which contain density bonus units allowed pursuant to the repealed version of this Chapter may build according to that subdivision map.
- D. Development projects may enter into an agreement with the County that allows construction of new market rate housing without payment of an affordability fee if the developer has constructed affordable unit in advance of construction of market rate units pursuant to an affordable housing plan adopted prior to the effective date of this ordinance. The number of market rate units not subject to the affordability fee shall be calculated by dividing the number of affordable units by nine percent.

22.35.040 Exempted Development Projects.

The following development projects are exempt from this Chapter and generate no affordable housing obligation:

- A. Conversion of nonresidential buildings to residential use;
- B. Mobilehome parks;
- C. Market rate and affordable units in a mixed-income development on a newly created multifamily site located on-site built at a density of 17 units per acre or more where at least twenty (20) percent of the units are affordable to low income renters or buyers. Affordable housing units shall have a regulatory agreement recorded and monitored by SHRA;
- D. A new single-family residential structure built by an owner-builder on his or her property, provided that (1) the new home is not intended for sale within two years of completion of construction; (2) the owner has not utilized the exemption set forth in this Section 22.35.040 within two years of applying for a building permit for the new

structure; and (3) the owner personally performs the work, or the owner directly contracts with a contractor to complete the project.

22.35.050 Affordability Fees.

A. The affordability fee is an amount equal to \$2.50 per habitable square foot of each market rate unit, up to a maximum of \$7500 per market rate unit.

B. The affordability fee shall be paid concurrently with the payment of building permit fees for the development project in accordance with the fee schedule in effect at the time of building permit application.

C. The affordability fee, including the maximum amount of the fee, shall be adjusted annually based on the Building Cost Index 20-City Average published by Engineer News-Record/McGraw Hill. County shall publish the fee schedule.

D. At least ten (10) percent of the affordability fees collected pursuant to this Section shall be used to buy down or produce ELI units.

22.35.060 Establishment and Administration of Fund for Affordability Fees.

A. There is hereby created by the Office of the County Auditor-Controller in the County Treasury a special interest-bearing fund entitled the Fund for Affordability Fees. All fees collected pursuant to Section 22.35.050 and interest shall be placed in said fund and shall be expended solely to purchase land for affordable housing, produce or substantially rehabilitate affordable units, or buy down ELI units,.

B. The affordability fees collected shall be transferred to SHRA and administered by the SHRA Executive Director who shall have the authority to govern the fund consistent with this Chapter, established priorities pursuant to section 22.35.060(C), and the guidelines prepared pursuant to section 22.35.100. Transfer of affordability fees to SHRA shall occur no less than quarterly. A portion of the funds may be used to cover reasonable administrative expenses. SHRA and County administrative expenses shall be approved by the Board of Supervisors through the SHRA and County annual budget processes.

C. The Board of Supervisors shall establish priorities for the use of the Fund. The SHRA Executive Director, in consultation with the County Director of Community Development, shall recommend priorities for the use of the funds for Board of Supervisors' approval on a biennial basis.

D. The Executive Director of SHRA, in consultation with the County Director of Community Development, shall report biennially on the performance of the affordable housing program, including the number of units produced, the amount of funds collected and the amount of funds expended. The report shall also include the levels of affordability in units constructed pursuant to this Chapter.

22.35.070 Quality.

Affordable units constructed using affordability fees paid pursuant to this Chapter, or constructed through a development agreement or other form of agreement pursuant to section 22.35.030(A)(3) shall be visually compatible with the market rate units and accommodate diverse family sizes by including units with different numbers of bedrooms, as determined by the approval authority, upon recommendation of the SHRA

Executive Director. External building materials and finishes, front yard landscaping and amenities shall be of the same type and quality for affordable units as for market rate units.

22.35.080 Accessibility.

A minimum of five (5) percent of the dwelling units (but not less than one (1) unit) in a multifamily project constructed using affordability fees paid pursuant to this Chapter shall be made accessible for persons with disabilities.

22.35.090 Occupancy and Affordability Requirement.

A. Any person who rents or owns an affordable unit shall occupy that unit as his or her principal residence.

B. Rental affordable units shall remain affordable for a period of no less than fifty-five (55) years from recordation of the notice of completion for the rental units.

C. For-sale affordable units shall remain affordable for a period of not less than thirty (30) years from the first sale of an individual property and from the date of any resale to an income-eligible buyer made at a time the affordable unit is subject to affordability restrictions under this Chapter.

22.35.100 Guidelines.

The Executive Director of SHRA, in consultation with the County Director of Community Development, shall prepare guidelines to ensure compliance with this Chapter. The guidelines shall be adopted by resolution of the Board of Supervisors.

22.35.110 Severability.

The Board of Supervisors of the County of Sacramento declares that should any section, paragraph, sentence, or word of this Chapter be declared for any reason to be invalid, it is the intent of the Board of Supervisors that it would have passed all other portions of this Chapter, independent of the provision declared invalid.

SECTION 3. This ordinance was introduced and the title thereof read at the regular meeting of the Board of Supervisors on _____, and on _____, further reading was waived by the unanimous vote of the Supervisors present.

This ordinance shall take effect and be in full force on and after thirty (30) days from the date of its passage, and before the expiration of fifteen (15) days from the date of its passage it shall be published once with the names of the members of the Board of Supervisors voting for and against the same, said publication to be made in a

newspaper of general circulation published in the County of Sacramento.

On a motion by Supervisor _____, seconded by Supervisor _____, the foregoing ordinance was passed and adopted by the Board of Supervisors of the County of Sacramento, State of California, this ____ day of _____ 2014 by the following vote:

AYES: Supervisors,

NOES: Supervisors,

ABSENT: Supervisors,

ABSTAIN: Supervisors,

Chair of the Board of Supervisors
of Sacramento County, California

(SEAL)

ATTEST: _____
Clerk, Board of Supervisors

514565

**Sacramento County Housing Element of 2013-2012, Excerpt
Programs Implemented Wholly or Partially by the Sacramento Housing and
Redevelopment Agency (SHRA)**

C1. The County, through the Sacramento Housing and Redevelopment Agency (SHRA) will fund and administer multifamily housing loan programs for the rehabilitation of substandard housing and the acquisition and rehabilitation of substandard property for occupancy by lower income households. SHRA will pursue offering financing for the acquisition and rehabilitation of multifamily properties, including financially troubled multifamily properties in foreclosure, to prevent further property and neighborhood deterioration. (Existing Program HE-13(a))

Implements Which Policy(ies): HE 3.1.1, HE 3.1.2

Responsible Department: SHRA

Funding: HOME, CDBG, Housing Trust Funds (for boarded properties), Mortgage Revenue Bonds, Low-Income Housing Tax Credits

Quantitative Objective: 60 rehabilitated units annually, including units substantially rehabilitated and units preserved.

Target Date: Ongoing, 2013 to 2021

C2. The Sacramento Housing and Redevelopment Agency (SHRA) will provide financial assistance for emergency repairs and disabled retrofitting for homes occupied by seniors and lower income residents designed to achieve neighborhood improvement objectives. (Existing Program HE-14(b)).

Implements Which Policy(ies): HE 3.1.1, HE 3.1.2, 4.1.1, 4.1.6

Responsible Department: SHRA (in conjunction with its non-profit partner)

Funding: Community Development Block Grant (CDBG)

Quantitative Objective: Repair 432 homes for very low- and low-income households through Emergency Repair Grants and Retrofit Assistance Grants or similar grants.

Target Date: June 2021

C3. The Department of Community Development will continue to work with the Sacramento Housing and Redevelopment Agency (SHRA) to publicize the Home Assistance and Repair Program for Seniors (HARPS) and the Emergency Repair Program (ERP-A) which assist seniors and low-income households with necessary repairs and accessibility modifications. Community Development will promote these programs in or near areas that were identified by the most recent Exterior Housing Conditions Survey as having higher percentages of distressed housing. (Existing Program HE-26(a))

Implements Which Policy(ies): HE 3.1.2, 4.1.1, 4.1.6

Responsible Department: Department of Community Development, SHRA (In conjunction with its nonprofit partner)

Funding: County General Fund

Objective: Publicize the HARPS and ERPA programs.

Target Date: Ongoing, 2013-2021

**Sacramento County Housing Element of 2013-2012, Excerpt
Programs Implemented Wholly or Partially by the Sacramento Housing and
Redevelopment Agency (SHRA)**
Page 2 of 6

C4. The Sacramento Housing and Redevelopment Agency (SHRA) will continue its contracts with the Sacramento County Home Loan Counseling Program, Sacramento Neighborworks, and programs offered by other non-profit organizations in their homebuyer education, counseling and post purchase counseling, including default/foreclosure counseling efforts. SHRA will continue to reimburse these agencies for their counseling services. (Modification of HE-43(b))

Implements Which Policy(ies): HE 3.1.3

Responsible Department: Sacramento Housing and Redevelopment Agency (as the referring agency), non-profit organizations, and private lenders

Funding: Program Fees, CDBG

Quantitative Objective: Serve 600 households annually.

Target Date: Ongoing, 2013-2021

C5. When the opportunity arises, the Sacramento Housing and Redevelopment Agency (SHRA) will convert older motels to permanent affordable housing. Such conversions should also be considered in conjunction with commercial corridor plans and community plan updates. (Existing Program HE-16(a))

Implements Which Policy(ies): HE 3.1.1

Responsible Department: SHRA

Funding: HOME, Community Development Block Grants, Housing Trust Fund

Objective: Support revitalization of older commercial corridors with rehabilitation and provision of new housing opportunities.

Target Date: Ongoing, 2013-2021

C6. The Sacramento Housing and Redevelopment Agency (SHRA) will assist, as funding is available, new owners of motels to obtain financing for their acquisition, rehabilitation and/or conversion. (Existing Program HE-16(b))

Implements Which Policy(ies): HE 3.1.1

Responsible Department: SHRA

Funding: Low-income Housing Tax Credits, Housing Trust Fund, and HOME Funds.

Objective: Rehabilitative units as a result of this program will be included in the annual objective of Program C1

Target Date: Ongoing, 2013-2021

C11. The Code Enforcement Division will direct owners of residential rental units cited for health and safety violations to the Sacramento Housing and Redevelopment (SHRA) website to view information on SHRA rehabilitation programs. The Code Enforcement Division will continue to provide information to tenants on rental property owner and tenant responsibilities for property maintenance. Information is provided both by printed brochures and on the Code Enforcement website, www.code-enforcement.saccounty.net. (Modification of Program HE 18(a))

Implements Which Policy(ies): HE 3.2.2

Responsible Department: Community Development - Code Enforcement Division

Funding: Code Enforcement Overhead

Objective: Increase the level of property maintenance through tenant and property owner education, thereby reducing the need for code enforcement.

Target Date: Ongoing, 2013-2021

**Sacramento County Housing Element of 2013-2012, Excerpt
Programs Implemented Wholly or Partially by the Sacramento Housing and
Redevelopment Agency (SHRA)**

Page 3 of 6

D9. The County through the Sacramento Housing and Redevelopment Agency (SHRA), will offer incentives such as below-market-rate loans and mortgage revenue bonds that will encourage the creation of affordable independent living housing for seniors. (Modification of Existing Program HE-29(b))

Implements Which Policy(ies): HE-4.1.3, HE 4.1.4, 4.1.6

Responsible Department: Sacramento Housing and Redevelopment Agency (SHRA)

Funding: Tax credits, mortgage revenue bonds, HOME

Objectives: Offer incentives to builders to provide housing and care choices for seniors of all income levels. These incentives include grants and financial help for developers of senior housing, including multifamily developer assistance programs administered by SHRA.

Target Date: Ongoing, 2013-2021

D20. The County through the Sacramento Housing and Redevelopment Agency (SHRA) will continue to administer the Shelter Plus Care program which provides supportive housing for homeless disabled individuals and families. (Existing Program HE-34(f))

Implements Which Policy(ies): HE 4.1.9

Responsible Department: SHRA

Funding: HUD Grants

Objective: Provide emergency housing for the homeless.

Target Date: Ongoing, 2013-2021

D21. The County through the Sacramento Housing and Redevelopment Agency (SHRA) will continue to administer an "ELI buy-down" program if funding is available from the County's Affordable Housing Ordinance. (Existing Program HE-38(a))

Implements Which Policy(ies): HE 4.2.1

Responsible Department: SHRA

Funding: Affordable Housing Program Fees

Objective: Buy down rental units within a project built to provide units for the extremely low income level.

Target Date: Ongoing, 2013-2021.

Note: Through this program, SHRA could use available fees generated through the Affordable Housing Ordinance to buy down rental units within a project built to provide units at an extremely low-income level. The amount of the buy down shall correlate with the additional subsidy needed to reduce a very low- income (50 percent area median income, adjusted by unit size) unit to an extremely low- income (30 percent area median income, adjusted by unit size) level.

D22. In order to preserve its public housing stock, the Sacramento Housing and Redevelopment Agency (SHRA) will continue to commit to a "no net loss" goal of its Annual Contribution Contract ("ACC") units. (Existing Program HE-39(a))

Implements Which Policy(ies): HE 4.2.2

Responsible Department: SHRA

Funding: U.S. Dept. of Housing and Community Development, HOME, tax credits, mortgage revenue bonds

Objective: Prevent the loss of units in SHRA's public housing stock.

Target Date: Ongoing, 2013-2021.

**Sacramento County Housing Element of 2013-2012, Excerpt
Programs Implemented Wholly or Partially by the Sacramento Housing and
Redevelopment Agency (SHRA)**

Page 4 of 6

D23. The Sacramento Housing and Redevelopment Agency (SHRA) will continue to implement the use of project-based rental subsidies such as the Housing Choice Voucher program. (Combination of Existing Programs HE-40(a) and HE-40(b))

Implements Which Policy(ies): HE 4.2.3

Responsible Department: SHRA

Funding: Housing Choice Voucher (Section 8) Program, Federal Housing Assistance Payment Voucher Program, State Mental Health Services Act Voucher Program

Objective: Ensure availability and choice of housing for extremely low-income households.

Target Date: Ongoing, 2013-2021.

Note: Housing assistance is provided on behalf of a family or individual. Participants in this program may choose any housing where the owner agrees to rent under the program and that meets the requirements of the program, including single-family homes, townhouses and apartments.

D26. The Sacramento Housing and Redevelopment Agency (SHRA) will update its new Analysis of Impediments to Fair Housing Choice and follow and implement its recommendations. (Modification of Existing Program HE-35(b))

Implements Which Policy(ies): HE 4.3.1

Responsible Department: SHRA

Funding: Community Development Block Grant

Objective: Improve the level of reporting to measure success in reducing housing discrimination.

Target Date: Complete update by 2016. Implement recommendations: 2016-2021

E1. When funding becomes available, the Sacramento Housing and Redevelopment Agency (SHRA) will strive to preserve affordable housing that are at risk of becoming market-rate. (Modification of Program HE-41(b))

Implements Which Policy(ies): HE 5.1.1

Responsible Department: SHRA

Funding: Housing Trust Fund, Community Development Block Grants, Tax Credits, Mortgage Revenue Bonds

Objective: Preserve as many units as possible that are "at risk" of conversion.

Target Date: Ongoing, 2013-2021

E2. The Sacramento Housing and Redevelopment Agency (SHRA) will continue to distribute financing and housing voucher program information to rental property owners and managers to ensure their understanding of options to the sale of HUD-assisted housing and its possible conversion to market rate. (Same as program HE-41(a))

Implements Which Policy(ies): HE 5.1.1

Responsible Department: SHRA

Funding: HOME, Community Development Block Grants

Objective: Preservation of existing affordable rental units.

Target Date: Ongoing, 2013-2021

**Sacramento County Housing Element of 2013-2012, Excerpt
Programs Implemented Wholly or Partially by the Sacramento Housing and
Redevelopment Agency (SHRA)**

Page 5 of 6

E5. The Sacramento Housing and Redevelopment Agency (SHRA) will seek Mortgage Credit Certificate (MCC) allocations from the State of California and funding from the California Housing Finance Agency and the CalHome Program to provide low interest loans and down payment assistance for first-time low- and moderate-income homebuyers. (Existing Program HE-43(a))

Implements Which Policy(ies): HE 5.2.2

Responsible Department: SHRA

Funding: Mortgage Credit Certificates, Housing Choice Voucher Homeownership Program, CalHome Program

Quantitative Objectives: Assist annually 280 households with MCCs and 50 households with Cal HOME First Time Homebuyer loans to become homeowners.

Target Date: Ongoing, 2013-2021

E6. The Sacramento Housing and Redevelopment Agency (SHRA) will continue to accept and submit developer applications to the Building Equity Growth in Neighborhoods (BEGIN) program through the State Department of Housing and Community Development, to provide dedicated down payment assistance to development projects for buyers up to 120 percent of the area median income. (Existing Program HE-43(d))

Implements Which Policy(ies): HE 5.2.3

Responsible Department: Sacramento Housing and Redevelopment Agency

Funding: BEGIN mortgage assistance through the State Department of Housing and Community Development

Quantitative Objective: 2 new homeownership units annually.

Target Date: Ongoing, 2013-2021

E7. The County will use available local, state, and federal funding to provide gap financing to stimulate private nonprofit and for profit developers to construct rental affordable housing. Financing will primarily benefit low- and very low-income households and will carry long-term affordability restrictions. The County, through the Sacramento Housing and Redevelopment Agency (SHRA), will continue to promote affordable housing programs through the Agency's Multifamily Lending and Mortgage Revenue Bond Policies, as well as through funding or program specific Notices of Funding Availability (NOFA), Requests for Proposals/Qualifications (RFP/Q) and Requests for Applications (RFA). (Existing Program HE-44(a))

Implements Which Policy(ies): HE 5.2.3

Responsible Department: SHRA

Funding: County Housing Trust Fund, HOME, Low-Income Housing Tax Credits, Mortgage Revenue Bonds

Quantitative Objective: Assist 64 units financed per year (512 units over eight years).

Target Date: Ongoing, 2013-2021

E8. The County will issue multifamily mortgage revenue bonds to finance affordable housing, subject to underwriting, overconcentration standards and construction standards as detailed in the Sacramento Housing and Redevelopment Agency's (SHRA) multifamily lending guidelines. (Existing Program HE-44(b))

Implements Which Policy(ies): HE 5.2.3

Responsible Department: SHRA

Funding: Tax-Exempt Mortgage Revenue Bonds with and without Low-Income Housing Tax Credits

Objective: Increase the availability of financing for new affordable housing construction through multifamily mortgage bonds.

Target Date: Ongoing, 2013-2021

**Sacramento County Housing Element of 2013-2012, Excerpt
Programs Implemented Wholly or Partially by the Sacramento Housing and
Redevelopment Agency (SHRA)**
Page 6 of 6

E9. The County through the Sacramento Housing and Redevelopment Agency (SHRA) will support developers applying for state or federal funding programs such as the Multifamily Housing Program and Low Income Tax Credits with local gap funds and/or regulatory incentives. (Same as Existing Program HE-44(c))

Implements Which Policy(ies): HE 5.2.3

Responsible Department: SHRA

Funding: HOME, Housing Trust Fund

Objective: Increase housing opportunities for lower income households, and use locally controlled funding to leverage funding from state and federal programs.

Target Date: Ongoing, 2013-2021

E14. The County through the Sacramento Housing and Redevelopment Agency (SHRA) will continue to provide financial support and/or properties for self-help (sweat equity) housing programs for low-income people who construct their own homes under the supervision of non-profit corporations. (Continued Program HE-43(c))

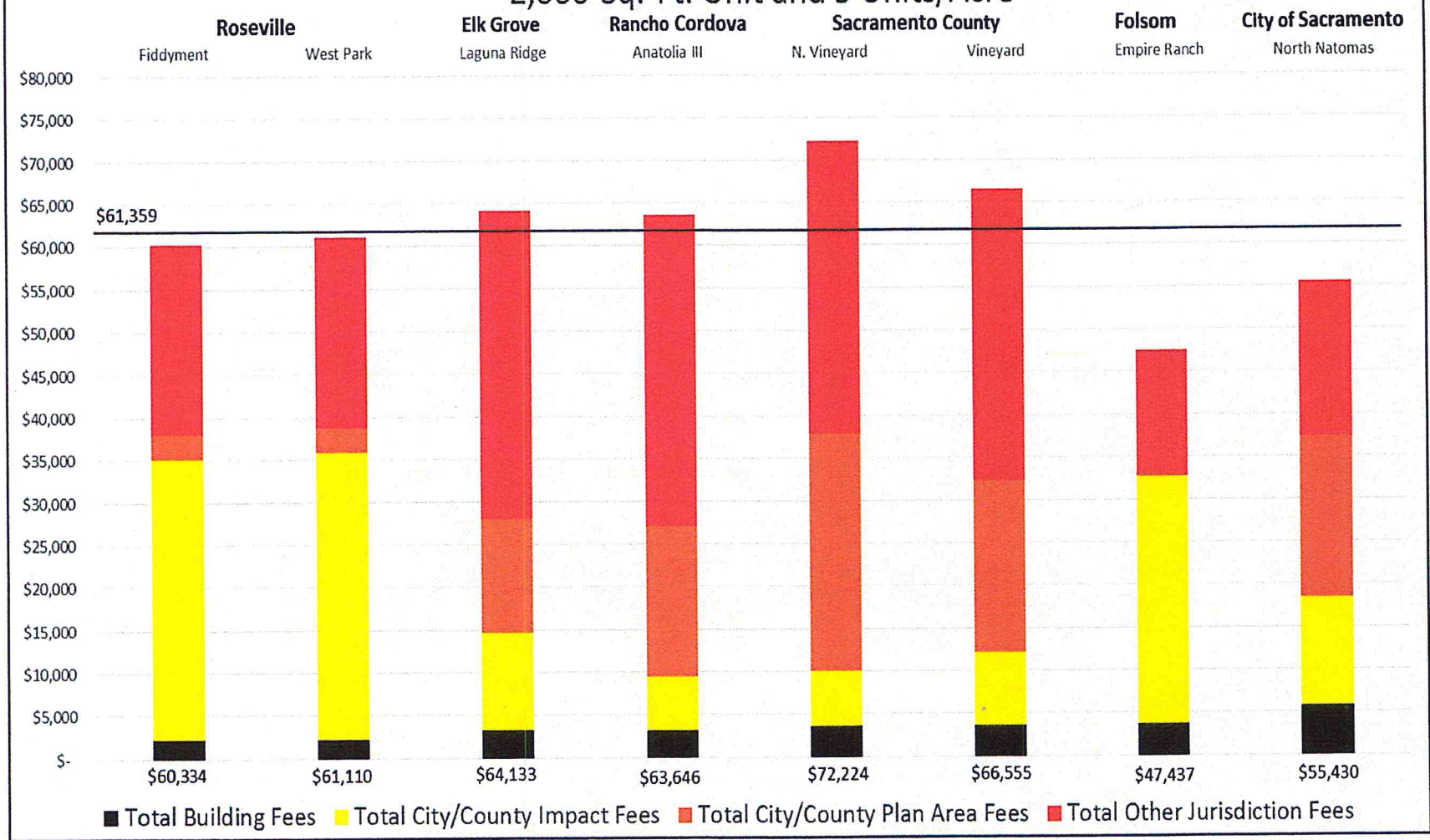
Implements Which Policy(ies): HE 5.2.2

Responsible Department: Sacramento Housing and Redevelopment Agency

Funding: Housing Trust Funds

Objective: Increase homeownership opportunities for low-income families. Give 3 properties to Habitat for Humanity in 2013 and at least 1 property in 2014.

Figure 1
Fee Burden Comparison for Single-Family Development
2,000-Sq.-Ft. Unit and 5 Units/Acre





RECORDING REQUESTED
WHEN RECORDED MAIL TO:

County of Sacramento
Department of Community Development
Planning and Environmental Review Division
827 Seventh Street, Room 220
Sacramento, CA 95814

CONTACT PERSON: Catherine Hack
TELEPHONE: (916) 874-7914

SPACE ABOVE RESERVED FOR RECORDER'S USE

NOTICE OF EXEMPTION

Project Title:

AFFORDABLE HOUSING ORDINANCE

Control Number:

PLNP2013-ZOB-00179

Project Location:

Unincorporated areas of Sacramento County

APN:

Various – County-wide

Description of Project:

The proposed project consists of repealing the existing Affordable Housing Ordinance and adoption of a new ordinance.

The existing ordinance requires development projects of five units or more to produce 15 percent of the project's dwelling units at affordable rents or prices. The ordinance allows this be accomplished by either constructing the affordable units, or by the dedication of land and paying an affordability fee. Projects under 100 units can pay an in lieu fee instead. The current ordinance requires the program to produce six percent of the units for Low Income, six percent for Very Low Income and three percent for Extremely Low Income (ELI).

The new ordinance requires the construction of units, or the dedication of land to accommodate the units required by an eight percent obligation and a fee of \$1.25 per square foot. Projects not in master plan areas and under 750 units can pay an affordability fee of \$2.50 per square foot. In the master plan areas or projects 750 units or larger, the construction or land dedication options will be approved via a development agreement (DA) and a third option is allowed that allows for the production of an equivalent number of affordable units. Additionally, projects that have an existing affordable housing plan may use their existing plan. The proposed program requires that four percent of the units be for Low Income, four percent for Very Low Income and that that County will set aside at least 10 percent of the funds collected to buy down units for ELI households.

Name of public agency approving project:

Sacramento County

Name of person or agency carrying out project:

Sacramento County Department of Community Development
Planning and Environmental Review Division
Attn: Cindy Storelli

Exempt Status:

GENERAL RULE [Section 15061(b)(3)]
STATUTORY EXEMPTION--15267

Reasons why project is exempt:

The project consists of the adoption of an ordinance to provide financial assistance for the development and construction of residential housing for persons and families of low and very low income. It can be seen with certainty that there is no possibility that the activity in question may have a significant impact on the environment and is therefore exempt from the provisions of CEQA.

[Original Signature On File]

Catherine Hack
ENVIRONMENTAL COORDINATOR OF
SACRAMENTO COUNTY, STATE OF CALIFORNIA

Copy To:

County of Sacramento
County Clerk
600 Eighth Street, Room 101
Sacramento, CA 95814

OPR:

State Clearinghouse
1400 Tenth Street
Sacramento, CA 95814