



RENTER PROTECTION AND HOUSING STABILITY MEASURES

City Council Study Session
September 29, 2026

Purpose of Tonight's Study Session

- Receive an overview of **four renter-protection measures** and their potential administrative and fiscal implications.
- Direct staff to proceed with the **Market and Feasibility Study** identified in Housing Element Program F 1.1.3 (Renter Protection and Housing Stability Program).
- Direct staff to return with **Vallejo-specific findings and options** before preparing an ordinance or ordinances.



Photo Credit: Nick Otto, San Francisco Chronicle



Four Renter-Protection Measures

Each measure serves a different function and requires policy choices.

Measure	Core Function	Key Design Choices
Rent Stabilization	Limits the amount or frequency of rent increases for covered units.	Coverage, formula, base rent, petitions
Just Cause for Eviction	Limits tenancy terminations to specific at-fault or no-fault grounds.	Grounds, cure period, relocation, notices
Tenant Anti-Harassment	Prohibits coercive, retaliatory, or intimidating conduct that interferes with tenancy rights.	Prohibited acts, complaints, remedies
Tenant Right to Counsel	Provides legal advice or representation in eviction or other covered disputes	Eligibility, provider, funding, scope

**State law establishes the baseline;
local ordinances can add protections within legal limits.**



Vallejo Rental Housing Conditions

Existing data establishes scale of need, not the number of units a future ordinance would cover.

18,709

**Renter-Occupied
Households**

44.5% of occupied households

10,463

**Cost-Burdened Renter
Households**

55.9% of renter households

5,875

**Severely Cost-Burdened
Renter Households**

31.4% of renter households

Housing Stock by Structure Type:



31,470 single-family units | **70.2%**

12,004 multifamily units | **26.8%**

1,358 mobile homes | **3.0%**

A recent San Francisco Chronicle analysis placed renter cost burden at approximately 71%. This annual estimate is not directly comparable to the Housing Element's 2015–2019 five-year ACS estimate.



Community Input and VHJC Priorities

Survey Participation and Findings

- **319 responses** collected from November 2023 through July 2024; 277 respondents identified as renters.
- Reported **support for renter-protection** measures ranged from 75% to 95%, with the highest support among renters.
- 53.6% identified **pests, rodents, or illegal activity** as a housing problem.
- Top priorities included **safety** (74.6%), **affordable or alternative housing** (69.9%), and **tenant associations** (54.9%).

VHJC Requested Policy Framework

Coverage	Broad coverage, including specified informal and non-traditional tenancies
Rent Cap	Lesser of 60% of CPI or 2.5%
Administration	Rent registry, petitions, hearings, vacancy and eviction data
Enforcement	Relocation, remedies, notice rules, and buyout safeguards

The study can test these priorities against Vallejo market data, legal requirements, administrative capacity, and fiscal sustainability.



Questions Requiring Vallejo-Specific Study

Study Area Questions	
Scale and Coverage	How many units and tenancies could be covered under different legal and policy choices?
Policy Parameters	What formulas, grounds, exemptions, notice rules, remedies, and petition processes are workable?
Administration and Enforcement	Which functions are complaint-based, proactive, contracted, or City-operated – and at what service level?
Legal Integration	How do state law, due process, mobile homes, hotels, affordable-housing rules, and potential short-term-rental regulations interact?
Fiscal and Market Effects	What are the staffing, technology, legal, hearing, fee, General Fund, maintenance, investment, and housing-supply implications?

Desired Study Outcome:

A factual, legal, administrative, and fiscal basis for Council policy direction



What Program Administration Could Require

Limited

Education and referrals
Mediation
Complaint response

Moderate

Registration and billing
Notice tracking
Petitions and hearings
Public outreach

Comprehensive

Proactive enforcement
Legal assistance
Tenant counseling
Broader compliance and data

Lower recurring cost> Higher recurring cost

Across service levels, programs may also require software, hearing officers, legal support, consultants, language access, and data management



Peer Program Staffing, Costs, and Fees

Three reference points illustrate how program scope affects cost. They are not estimates of Vallejo costs.

Jurisdiction	Service Level	Staff	Units	Annual Budget
Hayward	Low	3.5	11,580	\$642,000
San Pablo	Moderate	5	5,608	\$1.21 M
Richmond	High	14	18,000	\$3.00 M

Source: City of San Pablo Fiscal Analysis (July 2024). Reported amounts may have changed; San Pablo figures were proposed.

- Reported **annual fees** for fully covered units ranged from **\$66 to \$290 per unit**
- Pass-through rules varied. Some do not allow. Others allow up to 50% pass-through to tenants.

**Richmond is closest in registration scale;
Hayward is closer to Vallejo's gross multifamily scale.**



Proposed Policy Development Process

The Housing Element calls for study first, Council direction second, and ordinance preparation only if directed.



***Timing is illustrative.** Ordinance preparation and implementation would occur only if directed and adopted by the City Council.



Staff Recommendation

- ☒ **Receive** the presentation regarding four renter-protection measures and their potential administrative and fiscal implications.
- ☐ **Direct** staff to proceed with the Market and Feasibility Study identified in Housing Element Program F 1.1.3.
- ☐ **Return** to the City Council with Vallejo-specific findings, policy options, legal considerations, and preliminary staffing and fiscal implications before preparing an ordinance or ordinances.

Council direction tonight authorizes analysis – not a predetermined policy outcome.



QUESTIONS

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REFERENCE TABLES

Table 1: Housing Element Program F 1.1.3 Actions and Timeframes

Actions:	Timeframe:
Market and Feasibility Study	June 2025
Rent Stabilization and Just Cause for Eviction Ordinances	Council consideration by September 2025
Tenant Anti-Harassment and Right to Counsel Ordinances	Council consideration by June 2026
Program Evaluation and Additional Measures	Early 2028 through January 2029

Table 2: State and Local Renter-Protection Laws and Programs

Law or Policy Level:	General Function:	Relevance to Vallejo:
California Tenant Protection Act (AB 1482)	For many covered units, generally limits annual rent increases to 5% plus the applicable change in the cost of living or 10%, whichever is lower, and requires just cause after the applicable occupancy period.	Provides the statewide baseline. Statutory exemptions include qualifying newer housing, certain affordable housing, specified owner-occupied duplexes, and certain single-family homes and condominiums <u>when</u> ownership and notice requirements are met.
Costa-Hawkins Rental Housing Act	Limits which units and rental rates may be subject to local rent stabilization and generally <u>permits</u> an owner to establish an initial rent following a lawful vacancy.	Any Vallejo rent-stabilization ordinance must operate within these limits unless state law changes.
Ellis Act	Preserves an owner's right to withdraw residential <u>accommodations</u> from the rental market while allowing local regulation of specified procedures and tenant protections.	A local ordinance may establish notices, relocation requirements, re-occupancy rights, and related procedures within state-law limits.
Local Renter-Protection Programs	May establish protections beyond the state baseline where authorized, including lower rent limits, earlier or broader just-cause coverage, relocation assistance, notice filing, registration, petitions, hearings, and enforcement.	The City can determine the local policy design and must fund and administer any local functions it creates.

Note: These are simplified summaries for policy discussion and are not complete statements of state law.

Table 3: Selected Vallejo Housing Indicators

Indicator:	Housing Element Data:	Source:
Total Housing Stock	44,832 units	2021 California Department of Finance (DOF)
Renter-Occupied Households	18,709 households (44.5% of occupied households)	2015-2019 American Community Survey (ACS)
Single-Family Housing	31,470 units (70.2% of housing stock)	2021 California DOF
Multifamily Housing (2-4 units)	4,863 units (10.8% of housing stock)	2021 California DOF
Multifamily Housing (5 or more units)	7,141 units (15.9% of housing stock)	2021 California DOF
Mobile Homes	1,358 units (3.0% of housing stock)	2021 California DOF
Cost-Burdened Renter Households	10,463 households; 55.9% of renters	2015-2019 ACS
Severely Cost-Burdened Renter Households	5,875 households; 31.4% of renters	2015-2019 ACS
Housing More than 30 Years Old	36,897 units; 81.7% of housing stock	2015-2019 ACS
Housing More than 50 Years Old	19,922 units; 44.1% of housing stock	2015-2019 ACS
Source: Vallejo Housing Element, Housing Needs Assessment Tables 2-11, 2-17, 2-18, and 2-21.		

Table 4: Selected Findings from the VHJC Survey

Survey Topic:	Finding Reported by VHJC:
Support for Renter Protections	Approximately 75% to 95% overall support for the policies presented, with support generally highest among renters.
Housing Conditions	53.6% of respondents reported that issues such as pests, rodents, or illegal activity were “a big problem” or “a little bit of a problem”. Respondents also discussed mold, plumbing, broken appliances, maintenance, and safety.
Reported Rents	Among 268 respondents answering the question, the average reported monthly rent was \$1,385.22. VHJC cautions that the survey did not collect household size or number of earners and could not establish household rent burden.
Reported Rent Increases	Among 61 respondents providing a percentage, online respondents reported an average annual increase of <u>12%</u> and in-person respondents reported 6%. Other respondents reported dollar increases or no increase, making responses difficult to compare.
Supportive Services	The most frequently selected priorities were safety (74.6%), affordable housing and alternative housing models (69.9%), and tenant associations (54.9%).

Table 5: Selected Local Renter-Protection Program Staffing and Cost

Jurisdiction:	Capacity:	FTEs:	Units Administered:	Annual Budget:	Cost Per Unit:
East Palo Alto	Low	2+ temporary staff	2,500	\$615,000	\$246
Hayward	Low	3.5	11,580	\$642,000	\$55
San Pablo estimate	Moderate	5	5,608	\$1.21 million	\$215
Alameda	Moderate	7.5	16,579	\$1.99 million	\$120
Richmond	High	14	18,000	\$3.00 million	\$167
Berkeley	High	26	25,000	\$7.51 million	\$300
Source: City of San Pablo Fiscal Analysis, Tables 1 and 12. Operating-program budgets generally reflect fiscal year 2023-24; the San Pablo figures are estimates. Unit counts are approximate and include different categories of fully and partially covered or registered units. Costs are not directly comparable because responsibilities and service levels differ.					

Table 6: Annual Per-Unit Regulatory Fees Reported in the San Pablo Analysis

Jurisdiction:	Annual Fee Reported per Unit:	Tenant Pass-Through Reported:
East Palo Alto	Covered Unit: \$234	Not allowed
Hayward	Covered Unit: \$66 Non-Covered Unit: \$32	Up to 50%
San Pablo proposal	Controlled Unit: \$120 Partially Exempt Unit: \$84	Not specified
Alameda	Fully Covered Unit: \$162 Partially Covered Unit: \$109	Up to 50%
Richmond	Fully Covered Unit: \$220 Partially Covered or Subsidized Unit: \$125	Not allowed
Berkeley	Fully Covered Unit: \$290 Partially Covered Unit: \$178	Not allowed
Source: City of San Pablo Fiscal Analysis, Tables 1, 9, and 12. The operating-program fees reflect amounts reported in the July 2024 analysis and may have changed. The San Pablo amounts were proposed fees and were not being collected.		