



City of Healdsburg Housing Element Update 2023-2031

Draft Technical Background Report
September 2022

Housing Element Technical Background Report

1. INTRODUCTION

To meet all statutory requirements in Government Code §65583(a) (1 and 2) related to quantification and analysis of existing housing needs, this Technical Background Report (TBR) includes information locally acquired and from the U.S. Census, and data including but not limited to areas of economic and ethnic segregation, special needs, local knowledge of the housing stock, local housing resources, and an analysis of housing constraints. The sections are as follows:

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2. HOUSING NEEDS DATA

To meet all statutory requirements in Government Code §65583(a) (1 and 2) related to quantification and analysis of existing housing needs, this Technical Background Report also includes locally acquired information and data including but not limited to areas of economic and ethnic segregation, special needs, local knowledge of the housing stock, local housing resources, and an analysis of housing constraints.

This section of the Technical Background Report, in conjunction with the Housing Needs Data Report described below, includes the required quantification and analysis of needs, identification and analysis of the housing needs for special needs populations, and an analysis of zoning for a variety of housing types. Key information from this analysis is summarized earlier in Section 1 of this Housing Element.

Pre-Certified Housing Needs Dataset

The Housing Needs Data Report provided by the Association of Bay Area Governments is included in Appendix A of this Section and was used to prepare this Housing Element. This appendix contains a list of housing terms, RHNA methodology, household characteristics, demographics of housing stock, and data on special needs populations. The data in this report was reviewed and pre-certified by the California Department of Housing and Community Development (HCD) in April 2021 and meets most of the requirements for quantification of existing and projected, including the following:

- Population, employment trends and existing and projected housing needs for all income levels
- Household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding (e.g., existing households, existing extremely low-income households, total, lower and extremely low-income households overpaying, overcrowded households)
- Special housing needs (e.g., number of persons with disabilities, number of persons with developmental disabilities, elderly households by tenure, large households by tenure, farmworkers and female headed households)

The remaining housing needs data requirements, including quantification of persons experiencing homelessness, estimation of the number of units in need of rehabilitation and replacement, and projects at-risk of converting to market rate uses, are addressed within this section as the “Technical Background Report.” The section also contains other data related to local housing programs and resources, an analysis of housing constraints, and the assessment of fair housing.



Special Needs Housing Analysis

Per Government Code §65583(a)(1)(2), a quantitative analysis of population and employment trends and existing and projected housing needs for all income groups shall be included in this section of the Housing Element. This includes household and housing characteristics that are unique to Healdsburg. State housing law identifies special needs groups as: elderly households; disabled persons, including those with developmental disabilities; large households; female-headed households; homeless families and persons in need of emergency shelter; and agricultural workers. In identifying and analyzing housing needs, the City can provide resources and actions to accommodate a diversity of housing needs.

Low-income large households with four (4) or more persons, female-headed households with 1 or 2 children, and aging individuals experiencing disabilities represent demographics with the greatest need for expanded affordable housing options in Healdsburg. 4.5% of large households are renters and tend to live below the AMI. Female-headed households with 1 or 2 children living under the poverty level represent 1% of total households in Healdsburg and 41% of total households living under the poverty level and are most at risk of housing insecurity. 7.3% of individuals aged 35 to 64 years old experience a disability with ambulatory difficulties being the most common difficulty. 38% of total individuals with developmental disabilities are between ages 23 to 54.

According to US Census 5-year estimates, Healdsburg’s population has increased by 7% from 11,082 in 2010 to 11,845 in 2019. The area median income (AMI) for a family of four Sonoma County is \$112,800 as of May 2022. Employment rates for individuals over 16 years old are approximately 55% with the most common occupation being management, business, science, and arts. The 2019 US Census shows that the median gross rent in Healdsburg is \$1,736. Median gross rent has been increasing annually by roughly 6% and represents a growing disparity for renter-occupied large households as stagnant wages, housing shortages, and fire disasters continue to exacerbate overcrowded conditions particularly for low-income households.

Due to high land and home costs, it is important that adequate zoning provisions allow for the accommodation of affordable multifamily projects and residential care facilities. Developments with on-site day care and/or community services located in commercial or mixed-use areas can offer a highly viable option to meet the housing needs of special needs households mentioned above.

Extremely Low-Income Housing

Extremely low-income (ELI) households represent households making 30% of the AMI, or \$33,840 per household per year. According to the 2019 US Census, approximately 553 households earn \$24,999 or less and are considered ELI. 270 households make between \$25,000 and \$34,999. In Healdsburg, the median household income for ELI households is \$26,772 or less based on 2019 projections. Healdsburg has a total of 4,635 occupied housing units.¹

¹ U.S. Census Bureau



ELI households make up roughly 12% of total households. Of the total ELI households, 160 are renters and 140 are owners who experience housing problems, as shown in **Table 1**. Similarly, those who experience any housing problem may also experience cost burden and spend more than 50% of their income on housing. Estimates from the 2017-2019 California Poverty Measure show that 14.4% of households in Sonoma County live within the poverty threshold making approximately 18% of the AMI.²

In Healdsburg, 405 owners and 630 renters are households among low-income groups who experience at least 1 of 4 severe housing problems, as shown in **Table 1** below. Housing problems include incomplete kitchen facilities, incomplete plumbing facilities, more than 1.5 persons per room, and cost burden greater than 50%. Less severe housing problems include incomplete kitchens and plumbing facilities, more than one (1) person per room, and cost burden greater than 30%.³

Table 1 City of Healdsburg Cost Burden and Housing Problems by Tenure

Cost/fee type	Total renters	Total owners	Total households
Household income ≤30% AMI (≤\$33,840)			
Any housing problem	160	140	300
Cost burden >30%	160	140	300
Cost burden >50% ¹	150	140	190
Household income >30% to ≤50% (>\$33,840 to ≤\$56,400) median family income			
Any housing problem	255	160	415
Cost burden > 30%	255	160	415
Household income >50% to ≤80% (>\$56,400 to ≤\$90,240) median family income			
Any housing problems	215	105	320
Cost burden > 30%	180	110	290
<p><i>Source: HUD Consolidated Housing Affordability Strategy (CHAS), 2014-2018 ACS</i></p> <p>¹Cost burden is the ratio of housing costs to household income. For renters, housing cost is gross rent (contract rent plus utilities). For owners, housing cost is "select monthly owner costs", which includes mortgage payment, utilities, association fees, insurance, and real estate taxes (CHAS 2014-2018 ACS).</p>			

ABAG released their RHNA goals for the San Francisco Bay Area in December 2021 that was approved by HCD in January 2022. According to the RHNA Plan, Healdsburg must accommodate 190 units for very low-income (VLI) households during the 2023-2031 cycle. Although the RHNA Plan and Housing Needs Data Report does not include ELI household projections, Healdsburg may assume that 50% of VLI goals will be for ELI households. As such, the RHNA goals project 95 units for ELI households and 95 units for VLI households.

² Public Policy Institute of California, 2022. <https://www.ppic.org/publication/poverty-in-california/>

³ ABAG, 2021



ELI households have the highest needs and represent a portion of the population who are most at-risk of housing insecurity and associated health risks. This can be exacerbated by stagnant wages and increasing cost of living that may result in the lack of adequate resources to meet basic daily needs. ELI households are multiple wage earners and can be characterized as food service workers, full-time students, teachers, farmworkers, and healthcare professionals (ABAG, 2021). Housing types that can accommodate ELI households include supportive housing, single-room occupancy (SROs) units, mobile homes, studios, and one-bedroom units.

SROs and multi-family dwellings mixed with commercial use on-site are permitted in Downtown Commercial (CD) and Service Commercial (CS) zones and conditionally allowed in Plaza Retail (PR) zones. Supportive housing is permitted in all commercial and residential zones, including single-family residential (R-1), multi-family residential (RM), downtown residential (DR), mixed use (GMU, MU) zones, and industrial (I) zones.

Victory Studio Apartments in Healdsburg was recently completed and contains 20 units targeted for ELI households. Additionally, Mill District Apartments and Burbank Housing Development Corporation (BHDC) scattered sites are anticipated to produce 39 units targeted for ELI households and 83 units for VLI and ELI households within the housing cycle.

The City participates in Sonoma County's Urban County Area and is one of eight jurisdictions that receive HOME and CDBG funds to acquire, construct, and/or rehabilitate affordable housing for lower-income families. The City also partners with local non-profit organizations including Reach for Home, Housing Land Trust for Sonoma County, Fair Housing Advocates of Northern California, and others to provide housing services and financial assistance for low-income families.

Housing Program 8 (Section 2) allows the City to promote housing for ELI households and work with developers to provide funding applications. As such, the City continues to work with developers and local organizations to provide a variety of housing options for ELI households.

Elderly

Senior households represent individuals 65 years and older and may often experience challenges from accessing or securing affordable housing due to inflation coupled with living on a fixed income such as pensions, Social Security, and/or personal savings, which can result in over 50% of their income going towards housing costs. Increasing costs of living and healthcare can exacerbate existing issues related to disabilities, chronic health conditions or reduced mobility. Seniors who rent may be at greater risk of housing insecurity than those who own due to income differences.

According to the 2019 American Community Survey, 49.4% of total households are elderly who live alone in a nonfamily household. Nonfamily households consist of a householder living alone or where a householder shares a home exclusively with people whom they are not related. About 16.7% of senior households live with a married-couple family whereas 1.4% of senior households do not live alone in a non-family household such as an assisted living facility or senior care home. Of the 1,859 total senior households, 1,394 are owner occupied and 465 are rented. Although a large



proportion of owner-occupied senior households make above the AMI (30%), a larger proportion of extremely low-income senior households are renter-occupied (62%), which demonstrates that senior households who rent are at greater risks of housing challenges.

Table 2 Elderly Households by Income and Tenure

Income Level	Owner	Renter
Extremely low income 0 - 30% AMI	75	120
Very low income 31 - 50% AMI	170	75
Low income 51 - 80% AMI	129	60
Moderate income 81 - 100% AMI	185	40
Above moderate income 100%+ AMI	835	170
Total	1,394	465
<i>Source: U.S. Department of Housing and Urban Development (HUD), CHAS ACS Tabulation, 2013-2017 release</i>		

While younger householders can often perform routine home repairs independently, elderly householders are often physically limited and must rely on others for assistance. Elderly householders may also not be able to afford home refurbishments or modifications needed to ensure safety and improve mobility features, such as grab bars and ramps. Younger householders may be more willing to move if the features are no longer desirable while elderly householders are less willing to move for several reasons. Despite the physical conditions of a home, most often the home is familiar and is more cost effective to stay in the home rather than a facility.

For elderly householders who live in care homes or assisted living facilities, they buy into a life care project for an initial fee and monthly payments thereafter that provide services such as cooking, housekeeping, maintenance, and nursing. The fees assure occupancy and security of a particular unit size and may include meals.

SROs, ADUs/JADUs, senior residential care facilities, mobile home parks, and subsidized multi-family dwelling units continue to be viable housing options for seniors to age in-place. The zoning code allows ADUs/JADUs in all zoning districts except industrial areas. General residential care is conditionally allowed, and limited residential care is allowed in all residential and commercial or mixed-use areas. Mobile home parks are conditionally allowed in RM zones. Multi-family dwellings are allowed in RM, CD, CS zones, conditionally in DR & PR zones, and allowed in MU zones as 100% residential use.

Pacifica Senior Living Community (38 rooms) provides skilled nursing, assisted living, and dementia care. Magnolia Manor (6 beds), Fitch Mountain Terraces (60 units) and Parkland Senior Apartments (23 units) target seniors aged 62+ years old. The City continues to encourage senior housing development, rehabilitation, and preservation, particularly in areas near public transit and services



consistent with Policy 5.7 of this Housing Element. Additionally, the City's Senior Citizens Advisory Commission retains representatives in the community to advocate for senior needs to the city council. Regionally, nonprofit housing providers such as Petaluma Ecumenical Properties (PEP) Housing provide access to affordable housing for fixed income seniors. Additionally, SHARE Sonoma County is an organization that provides a matching service for low-income individuals who need housing with seniors who need caretaking services in their home. This program provides house sharing opportunities and allows seniors to age-in-place with reduced housing maintenance costs.

Persons with Disabilities, including Developmental Disabilities

State law defines disability as a "physical or mental impairment that makes performance of a major life activity difficult" (CA Dept of Fair Employment and Housing, 2022).

Physical impairment includes physiological disease, disorder, condition, cosmetic disfigurement or anatomical loss that affects one or more of the following body systems:

- Neurological, immunological, musculoskeletal, special sense organs, respiratory, including speech organs, cardiovascular, reproductive, digestive, genitourinary, hemic and lymphatic, skin, endocrine systems, or similar conditions
- Mental impairment includes psychological disorder or condition, such as mental impairment, organic brain syndrome, emotional or mental illness, specific learning disabilities, or any other mental or psychological disorder or condition that requires special education or related services

Furthermore, physical and mental impairments can include chronic or episodic conditions such as HIV/AIDS, hepatitis, epilepsy, seizure disorder, multiple sclerosis, heart disease, and other similar conditions. The level of difficulty means that any limitation to a major life activity is protected under state law such as the Prudence K. Poppink Act and Fair Employment and Housing Act. Most individuals in this group typically live on a small, fixed income that limits their ability to pay for housing. Individuals with mental, physical, or developmental disabilities need safe and affordable housing that are close to supportive services. As such, an analysis of any special needs housing, including persons with disabilities and developmental disabilities, allows the jurisdiction to implement housing strategies for specific needs of the target population, per Government Code §65583(a)(7)).

According to the US Census Bureau's 2019 ACS 5-Year estimates, roughly 9.6% of residents in Healdsburg experience a disability. Approximately 28.4% of individuals 75 years or older experience a disability. About 7.3% of individuals aged 35 to 64 years old experience a disability and represent the largest subgroup in Healdsburg. Ambulatory difficulties are the most common among all groups aged 18 and older and represent about 4.1% of the total population in Healdsburg. Cognitive difficulties are the most common among those age 17 and younger and represent about 3.3% of total individuals aged 17 and younger. An individual may have overlapping difficulties and indicates



that individuals exiting the workforce into retirement with ambulatory difficulties and young children and teenagers with cognitive difficulties have the highest need for stable housing and services.

Table 3 Disability Type per Age Group in Healdsburg

Disability Type	Under 5 years	5-17 years	18-34 years	35-64 years	65-74 years	75+ years	Total
Hearing difficulty	0	9	37	58	172	134	410
Vision difficulty	0	15	0	66	50	52	183
Cognitive difficulty	70 ¹		70	78	9	51	278
Ambulatory difficulty	1 ¹		51	195	91	145	483
Self-care difficulty	0		0	55	0	56	111
Independent living difficulty	-	-	40	66	64	86	256

Source: US Census Bureau, S1810 Disability Characteristics, 2019: ACS 5-Year Estimates
¹The number of individuals experiencing cognitive, ambulatory, and self-care difficulties represent age groups 17 and younger.

Additionally, SB 812 amended California’s Housing Element law to evaluate special housing needs for individuals experiencing developmental disabilities. Developmental disability is defined as an impairment that “originates before an individual attains 18 years of age, continues or may continue indefinitely, and constitutes a substantial disability for that individual” per the Lanternman Act. This includes intellectual disability, cerebral palsy, epilepsy, and autism. While the US Census does not contain information regarding developmental disability, the North Bay Regional Center is a non-profit, private organization that is contracted with the California Department of Developmental Services and partners with community-based organizations and agencies to serve developmentally disabled residents in the Sonoma County.

North Bay Regional Center provided data regarding the number of individuals with development disabilities in Healdsburg, as shown in **Table 4** below. 55% (47) of the total population with developmental disabilities are children and young adults aged 22 years or younger. Children and teenagers within this age group are most likely to live at home with a parent or guardian whereas many are able to live and work independently. 38% (32) are adults aged 23 and 54 who experience development disability and 7% (6) are senior citizens who experience developmental disabilities.

Table 4 Healdsburg Developmentally Disabled Individuals per Age Group

Zip Code	0-14 years	15-22 years	23-54 years	55-65 years	65+ years	Total
95448	31	16	32	4	2	85

Source: North Bay Regional Center, 2022

Individuals aged 23 to 54 are most vulnerable to housing insecurity due to aging parent or guardian



who may no longer be able to care for the individual that have specific needs. Individuals 23 years and older may continue living at home but with contracted at-home care providers or live in an assisted living facility based on the severity of the disability. Individuals within this demographic typically live on a fixed income such as SSI and requires personalized care to conduct daily tasks. Similarly, individuals experiencing ambulatory difficulties as mentioned in **Table 3** also require at-home care or care at assisted living communities. Assisted living facilities are considered residential uses and are allowed as multifamily development in MU zone under the North Entry Area Plan overlay zone (M.C.20.12.210). The development is not subject to floor area ratio limitations.

Fitch Mountain Terrace in Healdsburg is a 60-unit affordable housing development targeting seniors aged 62+ years old and persons with disabilities. Foss Creek Apartments provide 64 units targeting homeless, individuals with special needs, and others that meet the income threshold. Although the inventory of affordable units is robust to meet a variety of needs, there is a need for affordable units and special needs services targeting individuals aged 23-54 years with disabilities who are aging and want an independent lifestyle. The Exchange is a 41-unit affordable housing project within the Mill District development near the future Sonoma-Marín Area Rail Transit (SMART) stop that will serve low-income households.

As such, providing a variety of housing types such as assisted living communities, residential care facilities, SROs with an on-site manager, and other supportive living communities near public transit can be beneficial to the demographic. Policy 5.8 has been added to this Housing Element update to continue to encourage the provision of new affordable housing projects that serve people with developmental disabilities. This includes facilitating Community Care HCD licensing, streamlining required land use approvals, and incentivizing developers to set aside a portion of units for developmentally disabled through subsidies and fee waivers.

Becoming Independent is a non-profit organization that serves North Bay residents with disabilities and provides independent and supported living services for Healdsburg residents. Program 8 has been added to this Housing Element to increase the city's existing capacity for coordinated services with local and regional non-profits.

Farmworkers

Statewide, farmworker housing is of unique concern and importance. Farmworkers are essential to the region's economy and its food supply. According to the United States Department of Agriculture (USDA) 2017 Census of Agriculture, only 18% of Sonoma County's farmworkers are migrant workers, with 82% of farmworkers considered settled and working farm(s) within 75 miles of their residences. Of the County's 3,594 farms counted in 2017, 48% used hired farm labor, 93% were considered family farms, and 44% of farms were smaller than 10 acres.

The 2019 ACS 5-Year Estimate identified approximately 249 Healdsburg residents employed in farming, fishing, and forestry occupations, representing 4.1% of the City workforce, 2.1% of City residents, and 3.39% of Sonoma County farmworkers. Healdsburg is surrounded by agriculture, and local farmworkers and their families need housing nearby.



Farmworker families in Sonoma County were estimated to spend between 30% and 54% of their annual income on housing during 2013-2014. Two-thirds of farmworkers lived in overcrowded dwellings in Sonoma County, and farmworkers who lived with their families were the most likely to live in overcrowded conditions. Per the Sonoma County Farmworker Health Survey 2013-2014, the “majority of farmworkers (88%) reported that Sonoma County was their permanent residence, and most (71%) farmworkers were living in the US with their families.” At that time the average annual income for single, childless farmworkers permanently residing in Sonoma County was \$18,750, while the County median income was \$35,510. Farmworker family earnings were \$23,750, compared to the median family income of \$69,920. Farmworker families were estimated to spend between 30% and 54% of their annual income on housing.

In 2021, the Press Democrat published a special report on low-wage earners living in Sonoma County, stating “many are farmworkers... who live in cramped apartments with too many people, or sheds with only a chemical toilet, or tiny mobile homes with leaking roofs or backed-up sewage pipes.” Two-thirds of farmworkers lived in overcrowded dwellings in Sonoma County, and farmworkers who lived with their families were the most likely to live in overcrowded conditions.

Large Households

Large households typically comprise of five (5) or more persons residing together under one roof, and may include multiple generations including a young family, grandparents, and extended family members. Large households serve a unique need in that householders may need to save money due to the high cost of living, share responsibilities for religious or cultural reasons, serve a member with disabilities, and other personal reasons. Housing units with three (3) or more bedrooms are residential types that serve large households and are mainly renter occupied.

In Healdsburg, large households represent 19% of the total units. Households with 2-3 bedrooms represent the largest share of housing type. Owner-occupied large households represent 14.5% of total units whereas renters represent 4.5% of total units and is lower than the County estimates, as shown in **Table 5** below.

Table 5 Existing Housing Stock – Number of Households by Tenure

Bedroom type	Owner households	percent	Renter households	percent	All households	percent
0-1 bedrooms	69	1.5	334	7.2	403	8.7
2-3 bedrooms	2,060	44.4	1,290	27.8	3,350	72.3
4+ bedrooms	674	14.5	208	4.5	882	19.0
Total	2,803	60.5%	1,832	40.0%	4,635	100%

Source: US Census Bureau S2504 2019: ACS 5-Year Estimates



US Census Data shows an increase in large family households since 2015 from 17.9% of total households to 22.1% of total households in 2019. In 2015, 14.9% of owners and 22% of renters were large households, growing to 16.2% of owners and 29.5% of renters in 2019.

According to ABAG, 14.3% of large households were very low-income and earned less than 50% AMI in 2017. In Healdsburg, 14% (30) of total large households are very low-income earning 31 - 50% of the AMI and 86% (180) are above moderate-income earning more than 100% AMI.

Renter-occupied large households tend to live below the AMI and are more likely to face housing insecurity due to lack of affordability for four or more bedrooms. A typical four-bedroom house on the market in 2022 ranged from \$859,000 to \$1.3 million. The City has worked with developers to include units for large households in affordable housing projects, including Harvest Grove and Riverfield Homes. Additionally, large households can benefit from creative multifamily dwelling solutions such as co-housing units with on-site childcare facilities. This type of development may be sited in commercial or mixed-use areas that are near services. The city’s municipal code permits multifamily, small-family day care uses and commercial mixed uses in CD and CS zones. 100% multifamily residential is permitted in MU and RM zones. Development standards allow maximum FARs and reduced parking requirements in commercial districts. As such, financial incentives that support and encourage developers to create mixed-use housing that targets low-income large households of five or more members can benefit the demographic and provide for a variety of housing needs.

Female-Headed Households

Female-headed (FH) households typically rely on a single income and can experience increased cost burden due to high living costs and childcare costs. Cost burden over time can result in poverty in which households make 18% of the AMI. Additionally, lack of resources needed for childcare or job training services may exacerbate housing cost burden and increase the need for affordable housing.

Table 6 below shows female-headed households with no spouse or parent present and represents roughly 18% of total households in Healdsburg, which is lower than the County’s estimate. Families that live below the poverty level represent 2.5% of total households and roughly 48% of the total number of families living below poverty are single-parent females. Comparatively, 2015 ACS estimated roughly 2.6% of female-headed households that lived below the poverty level. About 52% of all households living below the poverty limit were single-parent females and indicates a slight decrease in the female-headed households in poverty.

Table 6 Female-Headed Households in Healdsburg

Household type	Number	Percent
Total households	4,635	100
Total FH households	1,272	27.4
FH households w. children under 18	170	3.7
FH households living alone	841	18.1



Total families under the poverty level	115	2.5
FH households under the poverty level	55	1.2
No child	8	<1
1 or 2 children	47	1
3 or 4 children	0	0
<i>Source: US Census Tables B17012 & DP02 2019: ACS 5-Year estimates</i>		

Female-headed households with 1 or 2 children living under the federal poverty level have the greatest need for affordable housing in Healdsburg. Low-income female-headed households may qualify for housing vouchers or other rental subsidies that lower housing costs. Additionally, FH households can benefit from transitional or shared housing, ADUs/JADUs, and mobile homes that allow for long-term residency. This may include fixed-term affordability provisions, matching service that connects low-income FH households to affordable units throughout the region, and other unconventional multifamily housing strategies such as co-housing units with on-site daycare and communal facilities as mentioned above. Supportive and transitional housing is permitted in all residential and commercial or mixed-use areas and are subject to the residential development standards for each zoning district. Identifying more site opportunities that expand multifamily options for low-income female headed households can greatly benefit this demographic.

Riverfield Homes is a six-unit multifamily development targeting low-income families. Mill District is a 41-unit affordable housing complex aimed at low-income families and working individuals. Sonoma County’s Community Action Partnership provides short-term housing targeting women and children to transition into permanent housing through the Pathways Program. Program 8 of this Housing Element allows the city to continue providing extremely low-income housing for special needs groups consistent with Policies 5.4 and 5.11.

Homelessness

Homeless individuals and families have perhaps the most immediate housing need of any group. They also have one of the most difficult sets of housing needs and support services to meet, due to both the diversity and the complexity of factors that lead to homelessness. HUD defines homelessness as “living in a supervised...shelter...to provide temporary living arrangement” or an individual whose “primary nighttime residence [is] not designed for or ordinarily used as a regular sleeping accommodation...including a car, park, abandoned building, bus or train station, airport, or camping ground.” California law requires that Housing Elements estimate the need for emergency shelter or other types of viable shelters for individuals experiencing homelessness.

The top three drivers of homelessness are losing a job, alcohol or drug abuse, and domestic dispute.⁴ Some can receive wrap-around services and re-enter the workforce while some continue to

⁴ ABAG/MTC Housing Data Needs Workbook, 2021



experience chronic homelessness. The top three constraints to securing permanent housing are unaffordable rent, lack of adequate income, and lack of funds.

According to the 2022 Sonoma County Point-In-Time survey, 97 homeless individuals were observed in Healdsburg (100% unsheltered). The number of individuals has generally decreased since 2018 from a total of 129 individuals, though the population has increased from 64 in 2019 and 69 in 2020.

Homeless shelters, transitional and supportive housing continue to be viable options for individuals experiencing homelessness. The zoning code allows transitional and supportive housing in all residential and commercial or mixed-use areas in Healdsburg. Homeless shelters are permitted in CS zone and residential districts that are subject to development standards under M.C. 20.20.045. On-site parking provisions allow a minimum of one parking spot per resident family, 0.35 parking space per bed and one space per staff member. Policy 5.3 of this Housing Element amends multi-family, mixed-use, and nonresidential zoning districts to allow permanent supportive housing and low-barrier navigation centers.

Sonoma County CDC secured Project Homekey funds of \$7 million in December 2021 for the renovation of the 22-unit L&M Hotel at 70 Healdsburg Avenue. Subsequently on March 22, 2022, the Board of Supervisors approved capital funds of \$950,000 to continue renovations. The project will target the chronically homeless and provide temporary housing to families and individuals by August 2022. Other shelters in Healdsburg include Holbrook Apartment, an 11-unit transitional housing for families, Victory Apartments, a four-unit transitional apartment, and Victory Studios, a seven-plex SRO transitional housing.

Additionally, the City partnered with Reach for Home, a local organization, to provide short-term rental assistance for low-income renters in Healdsburg facing homelessness due to unpaid rent, termination of other rental subsidies, or unsafe housing conditions. Other local organizations that serve homeless populations are North County Community Services, a ministry-run service in Healdsburg that accommodates four-bed overnight emergency shelters, and Reach for Home, a local organization that services homeless shelters through on-site management. The County's CoC program includes a strategic planning process that also provides rental assistance for individuals in permanent supportive housing and other homelessness services. Program 8 of this housing element establishes goals for the City to continue participating in the county's strategic plan, periodic surveys, and implementation of the Northern Sonoma County Homelessness Plan.

Zoning for a Variety of Housing Types

Healdsburg has four zoning district overlays.

- Hillside (H) Overlay. It is combined with any residential district. The purpose of this overlay is to prevent loss of views and preserve the natural beauty of the hillsides if dwellings on hillsides were located as close together as dwellings on level terrain. The minimum required lot area and lot width for a lot within a Hillside Overlay are required to increase by three



percent over the minimum area and minimum width prescribed in the base residential zoning district.

- **Development Cluster (DC) Overlay:** It is applied only to the R-1-40,000 District. The purposes of the Development Cluster Overlay are to allow innovative design for housing developments, including variability in lot size, design, and configuration. It also ensures that each property complies with the General Plan residential densities and applicable specific plans. The total number of dwelling units allowed cannot exceed that allowed by the Specific Plan, PD, or RMP. Other residential dwelling types, including zero lot line and attached dwellings, are permitted if it is consistent in terms of density and configuration with an applicable Specific Plan or a Residential Master Plan Ordinance. Density ranges in any contiguous Development Cluster Overlay area shall be between 0 and 1.3 dwelling units per acre, including adjacent public rights-of-way. The minimum lot area is 6,000 square feet.
- **Historic District (HD) Overlay:** The purpose of this overlay is to preserve, maintain and enhance the historic integrity of designated areas that are of historic significance/structures found within the city. All uses permitted in the base zoning district are permitted in the Historic District Overlay. Construction of buildings and structures within an HD Overlay area, including accessory buildings over 400 square feet in floor area, except for accessory dwelling units (ADUs) requires approval by the historic committee. New ADU construction on a parcel containing a primary unit listed as a state or federal historic resource must comply with the Citywide Design Guidelines.
- **North Entry Area Plan (NEAP) Overlay:** The purpose of this overlay is to supplement the Mixed Use (MU) District as identified and help implement the community vision for a new mixed-use neighborhood at the north end of Healdsburg. Permitted and conditionally permitted uses shall be those uses permitted in the Mixed Use (MU) District.



Table 7 Healdsburg Zoning Districts

	Zoning district	Name of Zoning District	Minimum Lot area	Minimum Site Area per Dwelling Un
Residential Districts	R-1-40,000	Single-Family Residential District	40,000 sq. ft.	Same as a minimum lot area
	R-1-20,000	Single-Family Residential District	20,000 sq. ft.	
	R-1-12,500	Single-Family Residential District	12,500 sq. ft.	
	R-1-6,000	Single-Family Residential District	6,000 sq. ft. ⁽¹⁾	
	R-1-3,500	Single-Family Residential District	3,500 sq. ft. ⁽¹⁾	
	RM	Multi-Family Residential District	6,000 sq. ft	
	DR	Downtown Residential District	6,000 sq. ft	4500 sq. ft
Office Districts	ORM	Office and Multi-Family Residential District	6,000 sq. ft	-
Special Districts	CD	Downtown Commercial District	none	2700 sq. ft.
	CS	Commercial Service District	10,000 sq. ft	2700 sq. ft.
	MU	Mixed-Use District	20,000 sq. ft	-
	GMU	Grove Street Mixed-Use District	12,500 sq. ft	12,500 sq. ft./ SFD or duplex
	RMP	Residential Master Plan District		
	PD	Planned Development District		
⁽¹⁾ Except for small lot subdivisions, as provided for by HMC 20.20.040 .				

Single- and Multifamily Rental Housing

Single- and multifamily housing types include detached and attached single-family homes, duplexes, triplexes, townhomes, condominiums, and rental apartments. According to the 2020 ACS 5-Year estimates, there are 5481 housing units in Healdsburg. Detached single-family dwellings account for most of Healdsburg’s housing stock, consisting of 74% (4056 units) while single-family attached accounts for 4.7% (257 units) of housing stock. Duplexes, triplexes, and fourplexes comprise 11 percent (604 units) and multi-family complexes with five or more units comprise 9.3 percent (507 units) of the housing stock.



Housing for Agricultural Employees

There is a limited amount of agricultural land within the city limits mostly dedicated to viticulture farming. The 2020 ACS 5-Year estimate reported that 4.1% of Healdsburg's residents (249 people) were employed in the agriculture, forestry, fishing/hunting, and mining industries. The ACS data does not identify persons employed specifically in the agricultural industry or occupation. The Healdsburg Zoning Code makes zoning available to accommodate various housing types to address the needs of farm workers. The U.S. Department of Agriculture (USDA)-subsidized Harvest Grove Apartments is a 44-unit apartment community on 3 acres of land dedicated to very low-income agricultural workers and their families. Additional agricultural worker housing in Healdsburg includes the Quarry Ridge, a 20-unit apartment on 1.93 acres of land dedicated to low-income families. The project was financed by USDA, HCD, and SHOP. The project's program also includes a reduced mortgage loan, favorable loan terms, and reduced cash down payment requirements.

Emergency Shelters and Low Barrier Navigation Centers

North County Community Services (NCCS) provides rental assistance and manages several low-income and transitional housing units in Healdsburg. They offer emergency accommodation by converting the Parish Hall of St. Paul's Episcopal Church into the Spare Room at night. The facility has two sets of bunk beds to accommodate one to four people for one to three nights. In emergencies, two additional people can be accommodated. Staff reports that it is always full and that many guests stay at the shelter multiple times during a single month. Guests are accepted on a first-come, first-served basis, with women and children receiving first preference. NCCS provides sheets and toiletries. St. Paul's Church also makes a shower available to the general homeless population, providing approximately 100 showers per month.

Transitional and Supportive Housing

Transitional housing is typically temporary rental housing with the provision of supportive services that are designed to help persons transitioning from homelessness maintain stability and to prevent repeated homelessness. Transitional housing is permitted in all residential zones, PR and I zones. NCCS leases Victory Apartments, a four-unit apartment building in downtown Healdsburg from the City to provide transitional housing for up to 16 very low-income people. Additionally, NCCS provides Holbrook Apartment for families and Victory Studios, a seven-plex for single occupancy transitional housing.

Single Room Occupancy (SROs)

Single Room Occupancy (SRO) is a type of development serving extremely low-income households. It includes housing with shared facilities, such as living or dining areas, with private sleeping areas. Rent is much lower than those associated with typical apartment complexes. The City's Downtown Commercial District (CD), Commercial Service District (CS), and Plaza Retail District (PR) zone district allow for single-room occupancy units.



Manufactured Homes

Manufactured homes on permanent foundations are allowed on lots zoned for single-family dwellings, except for those abutting a designated historical landmark site (CMC Chapter 15.24). Manufactured homes are allowed in RR, R1 and R2 zones under a conditional use permit, and must be certified under the National Mobile Home Construction and Safety Standards Act of 1974 which is consistent with Gov. Code § 65852.3.

Mobile Home Parks

Mobile home parks (MHP) are described as “any area or tract of land where one or more spaces are rented or leased or held out for rent or lease to accommodate mobile homes, manufactured homes or travel trailers used for human habitation for 30 days or longer.” Mobile homes account for 0.7 percent (39 units) of housing in the 2020 ACS 5-Year Estimate. Mobile Home Parks are permitted in multi-family residential (RM) and office and multi-family residential (ORM) districts.

Accessory Dwelling Units (ADUs)

An Accessory Dwelling Unit (ADU) is a dwelling unit for rental or occupancy that is attached to or detached from a single-family dwelling or multifamily dwelling located on the same lot as the primary dwelling(s). The City’s zoning district development standards allow one attached ADU, one detached ADU, and one JADU on a new or existing single-family dwelling. An exception ADU is generally 850 square feet or less, no taller than 16 feet, and with rear and side setbacks of at least 4 feet that may be constructed without meeting development standards. For JADUs, a property owner is required to live in the primary dwelling or JADU. ADUs do not require a property owner to live on-site. On a lot with an existing multifamily dwelling structure, multiple ADUs are allowed up to 25% of the number of existing units, or one (1) ADU, whichever is greater. Multifamily ADUs can be created through the conversion of areas within the residential structure not used for livable space, such as storage rooms, boiler rooms, passageways, attics, basements, or garages.

Impact fees are not required for an ADU that is 850 square feet or less. Impact fees for ADUs larger than 850 square feet are based on the proportionate size of the ADU as compared to the primary unit and will not exceed more than 50% of the fees for a new single-family or multifamily dwelling.

Thirty-five dwelling units received a building permit for ADU between 2018 and 2019. The statewide average estimated construction cost per square foot for a site-built ADUs is between \$370-\$435 and \$327-\$385 for a prefab built ADU.



3. LOCAL HOUSING PROGRAMS & RESOURCES

Resources: Housing Assistance Programs

The following programs include Federal-, State-, and locally run programs providing funding for construction, rehabilitation, or rental assistance for very low-, low-, and moderate-income households. This section describes programs utilized by the City and those that may be locally available and potentially applicable within the jurisdiction.

Federal Assistance Programs

The **Community Development Block Grant (CDBG) Program** funds a wide variety of local housing and community development projects that improve the quality of living for lower-income residents whose incomes are less than 80 percent the Area Median Incomes as established by the U.S. Department of Housing and Urban Development (HUD).

Sonoma County receives approximately \$1.8 million annually in CDBG funds. The program is administered by the Community Development Commission, and the Sonoma County Board of Supervisors makes the final decision regarding how the funds are distributed locally. The City of Sebastopol is a part of the urban county group of non-entitlement jurisdictions with funds administered by the Sonoma County Community Development Commission. The Cities & Towns Advisory Committee administers CDBG funding to participating cities. The City can apply directly to the Sonoma County Community Development Commission to obtain CDBG funds for designated projects; however, the City is not guaranteed any minimum allocation.

CDBG funds can be used for activities that meet one of the following National Objectives:

- Benefits low- and moderate- income persons;
- Aids in the prevention or elimination of blight; and
- Meets a need from having a particular urgency (e.g. disasters)
- Examples of such activities include the following:
 - Housing rehabilitation
 - Community centers and senior centers
 - Acquisition of real property for affordable housing
 - Infrastructure improvements
 - Public services
 - Accessibility modifications



- Permanent supportive housing for people experiencing homelessness
- Homeless shelters

Home Investment Partnerships (HOME) grants are provided by HUD to fund a wide variety of projects that implement local housing strategies and create affordable housing for low-income households including building, buying, rehabilitating affordable housing, or providing direct rental assistance (*Source: HUD*). The County receives approximately \$650,000 in HOME funds annually. The City or nonprofit developers can apply to Sonoma County CDC to obtain HOME funds, which are used on a competitive basis. There is no minimum funding guaranteed to be allocated to projects in Sebastopol. The City can work with affordable housing developers to support applications for these funds that can be used for all aspects of affordable housing development (*Source: SCHA*).

Housing Choice Voucher Section 8 (HCV Program) is a major federal program for assisting very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market.

To become a participant of the HCV Program, individuals and families must sign up on the Waiting List with the Sonoma County Housing Authority. This is a list of people who are waiting to receive rental assistance. Names can only be added to the Waiting List when the list is open, which is approximately every three to five years. While the list is open, 750 applications are randomly selected and assigned a place in line. Once a name reaches the top of the waiting list, the applicant is interviewed to determine whether they are eligible for the program. Most recently, the Sonoma County HCV Program Waiting List was opened to receive applications from October 1, 2021 - November 1, 2021.

If selected, participants may choose any housing that meets the Housing Quality Standards of the program. The Sonoma County Housing Authority (SCHA) pays a housing subsidy directly to the landlord, and the participant pays the difference between the actual rent charged and the amount subsidized by the program. The tenant's share of rent and utilities is generally between 30 to 40 percent of their monthly income.

Currently, 107 Healdsburg households receive Housing Choice Vouchers.

The **Emergency Shelter Grant (ESG) Program** administered by Sonoma County CDC which provides HUD funds to rehabilitate and operate emergency shelters and transitional shelters, provide essential social services, provide permanent housing solutions and prevent homelessness (*Source: SCHA*).

The **Federal Home Loan Bank System** facilitates Affordable Housing Programs (AHP) which subsidize the interest rates for affordable housing. The San Francisco Home Loan Bank District provides local services within California. AHP grants are awarded annually through a competitive application process to Bank members working in partnership with housing developers and community organizations. Basic eligibility requirements include having at least 20 percent of units in



rental housing reserved for very low-income households and any owner-occupied housing must serve lower income households (*Source: Federal Home Loan Bank of San Francisco*).

HUD Section 811/202 Programs provide critical affordable housing to elderly and persons who experience disabilities. The Section 202 program funds development and operation of affordable housing for very low-income elderly households. The Section 811 program provides non-profits with funding to develop and operate supportive housing for disabled very- and extremely-low-income persons (*Source: HUD*).

Low-Income Housing Preservation and Residential Home Ownership Act (LIHPRHA) requires that all eligible HUD Section 236 and Section 211(d) projects which are “at-risk” of conversion to market-rate rental housing through the mortgage prepayment option be subject to LIHPRHA incentives. The incentives include HUD subsidies which guarantee owners an eight percent annual return on equity. Owners must file a Plan of Action to obtain incentives or offer the project for sale to a) non-profit organizations, b) tenants, or c) public bodies.

Low Income Housing Tax Credits (LIHTC) provide State and Local LIHTC- allocating agencies the equivalent of approximately \$8 billion in annual budget authority to issue tax credits based on population for the acquisition, rehabilitation, or new construction of rental housing targeted to lower-income households.

National Housing Trust Fund (NHTF) is a federal program administered in California by HCD whereby funds can be used to increase and preserve the supply of affordable housing, with an emphasis on permanent housing for extremely low-income households. Previously, NHTF funding was allocated through the Housing for a Healthy California Program. Beginning in Fiscal Year 2022, the NHTF will be aligned with federal regulations. HCD is currently in the process of developing guidelines for the 2022 allocation of NHTF funds.

Off-Farm Labor Housing Direct Loans & Grants is a federal program administered by the US Department of Agriculture Rural Development. This program provides affordable financing to develop housing for year-round and migrant or seasonal domestic farm laborers. Housing construction may be in urban or rural areas, if there is a demonstrated need for farmworkers nearby. The rental housing is for very low- to moderate-income (\$5,500 above low-income limit) farmworkers and their families (*Source: USDA RD*).

State Assistance Programs

Affordable Housing and Sustainable Communities Program (AHSC) is administered by the Strategic Growth Council and implemented by the Department of Housing and Community Development (HCD). The AHSC Program funds land-use, housing, transportation, and land preservation projects to support infill and compact development that reduce greenhouse gas emissions. The AHSC provides grants and/or loans that benefit disadvantaged communities through increasing accessibility of affordable housing, employment centers, and key destinations via low-



carbon transportation. Eligible applicants for the AHSC program include localities, public housing authorities, and redevelopment successor agencies among others.

CalHome Program is administered by HCD and provides grants to local public agencies and nonprofit developers to assist individual first-time homebuyers through deferred-payment loans for down payment assistance and home rehabilitation, including manufactured homes not on permanent foundations, acquisition and rehabilitation, homebuyer counseling, self-help mortgage assistance, or technical assistance for self-help homeownership. The CalHome Program also provides financial assistance for development of multiple-unit ownership projects (*Source: HCD*).

California Emergency Solutions and Housing (CESH) Program is administered by HCD and provides grants to fund a variety of activities to assist persons experiencing or at risk of homelessness. Local governments, non-profit organizations, or designated unified funding agencies can apply for funding to use for housing relocation and stabilization services, operating subsidies for permanent housing, flexible housing subsidy funds, operating support for emergency housing interventions, and systems support for homelessness services and housing delivery systems.

California Housing Accelerator Program is a new HCD program and intends to reduce the backlog of shovel-ready housing projects that have been stuck in financial limbo. Projects which have been funded under other HCD programs and have not been able to access low-income housing tax credits are eligible for the program. Applications for funding assistance must go through a selective process, giving priority to Tier I "Multifamily Project Tracker" projects, and once selected is provided a forgivable loan. The program is funded by the Coronavirus State Fiscal Recovery Fund established by the federal American Rescue Plan of 2021.

California Housing Finance Agency (CalHFA) operates several programs to help reduce the cost of housing. These programs, funded through the sale of taxable and tax-exempt bonds, provide permanent financing of affordable housing developments, financing for homebuyers, hardship assistance, resources to increase homeownership for Black residents, and grants for the pre-development costs associated with the construction of Accessory Dwelling Units.

Community Placement Plan (CPP) and Community Resource Development Plan (CRDP) Funds. In collaboration with the regional center, the California Department of Developmental Services uses CPP and CRDP funds to develop safe, affordable, and sustainable homes as a residential option for individuals with intellectual and developmental disabilities.

Golden State Acquisition Fund (GSAF) provides funding seeded by HCD's Affordable Housing Innovation Fund to preserve and expand quality affordable and senior housing. Combined with matching funds, GSAF makes up to five-year loans to developers for the acquisition or preservation of affordable housing. Terms for funding include development parameters that require projects to designate units to lower income households. Nonprofit and for-profit developers, cities, counties, and other public agencies within California are all eligible for GSAF financing.

Infill Infrastructure Grant Program (IIG) promotes infill development by providing financial assistance for infrastructure improvements necessary for specific residential or mixed-use infill



development projects or areas. Criteria for funding include affordability, density, and access to transit. Eligible applicants for the IGG Program include nonprofit and for-profit developers of qualifying infill projects and localities with jurisdiction over qualifying infill areas among others.

Joe Serna, Jr. Farmworker Housing Grant (FWHG) Program is administered by HCD and finances the new construction, rehabilitation, and acquisition of owner-occupied and rental units for agricultural workers, with a priority for lower income households. Eligible applicants include local government agencies, nonprofit corporations, and cooperative housing corporations among others.

Local Housing Trust Fund (LHTF) Program is funded through HCD and provides matching funds to local and regional housing trust funds dedicated to the creation, rehabilitation, or preservation of affordable housing, transitional housing, and emergency shelters. Funds are also used to provide down payment assistance for first-time homebuyers and is restricted for units with at least 55 years of affordability for households earning less than sixty percent AMI.

Mobile Home Park Rehabilitation and Resident Ownership Program (MPRRP) is administered by HCD and is used to finance the preservation of affordable mobile home parks by conversion to ownership or control by resident organizations, nonprofit housing sponsors, or local public entities. Eligible applicants include mobile home park resident organizations, nonprofit entities, and local public agencies. Low-income residents of converted parks can apply for individual loans to the entity that has purchased the park.

Multifamily Housing Program (MHP) is administered by HCD and assists the new construction, rehabilitation, and preservation of permanent and transitional rental housing for lower income households. Eligible applicants must have successfully developed at least one affordable housing project.

Predevelopment Loan Program (PDLP) provides predevelopment capital to finance the predevelopment costs of projects to construct, rehabilitate, convert, or preserve assisted housing projects with priority given to developments which are rural, located in the public transit corridors, or which preserve and acquire existing government-assisted rental housing as risk of conversion to market rates. Eligible applicants include local government agencies among others.

Project Homekey is administered by HCD and provides grants to local entities to acquire and rehabilitate a variety of housing types to sustain and expand housing for people experiencing homelessness or are at risk of experiencing homelessness and provides additional funding for wrap-around supportive services. In December 2021, L&M Village, formerly known as the L&M Hotel, was approved for Homekey funding, in March 2022, the County Board of Supervisors allocated additional funds to the project that will transform the 22-unit hotel into an interim housing site for Healdsburg's chronically homeless.

Section 811 Project Rental Assistance offers long-term project-based rental assistance funding from the U.S. Department of Housing and Urban Development (HUD) through a collaborative partnership among the California Housing Finance Agency (CalHFA), Department of Health Care



Services (DHCS), Department of Housing and Community Development (HCD), Department of Developmental Services (DDS) and California Tax Credit Allocation Committee (TCAC).

Supportive Housing Multifamily Housing Program (SHMHP) provides low-interest loans to developers of permanent affordable rental housing that contain supportive housing units. SHMHP funds may be used for new construction or rehabilitation of a multifamily rental housing development, or conversion of a nonresidential structure to a multifamily rental housing development.

Veterans Housing and Homelessness Prevention (VHHP) Program is implemented by HCD and funds the acquisition, construction, rehabilitation, and preservation of affordable multifamily housing for veterans and their families to allow veterans to access and maintain housing stability. Eligible applicants include affordable housing developers who are partnered with appropriate service providers.

Local Assistance Programs

Fair Housing Advocates of Northern California (FHANC) a non-profit based in San Rafael. FHANC provides free comprehensive fair housing counseling, complaint investigation, and assistance in filing housing discrimination complaints with HUD or California Department of Fair Employment and Housing. They offer services in English and Spanish in Sonoma County (except the City of Petaluma).

Housing Land Trust of Sonoma County (HLTSC) is a private, non-profit with a mission to provide home ownership opportunities to low- and moderate-income buyers. HLTSC owns the real estate and provides access to land and housing for those otherwise priced out of the market. The land is leased to the homeowners with a 99-year, renewable lease. To ensure the homes stay affordable when sold, a formula is used to give the homeowners a fair return on their investment, while keeping the price affordable for future low- to moderate-income families. HLTSC has five developments in Healdsburg, including projects in partnership with the City of Healdsburg.

Reach for Home for Northern Sonoma County is a non-profit for northern Sonoma County. Their programs to provide opportunities and support for participants to work toward self-sufficiency, independence, and permanent housing. Their case managers help access resources and services that will help their clients make necessary changes in their lives. They assist participants who live in Windsor, Healdsburg, Cloverdale and Geyserville. Reach for Home will be service providers for Healdsburg's L&M Village a transitional housing project mentioned under the HomeKey program above.

North County Community Services is a ministry of St. Paul's Episcopal Church in Healdsburg. They run housing assistance programs for low-income residents, a transitional housing unit, and emergency overnight homeless shelter.



Resources: Homeless Shelters, Transitional Housing, and Supportive Housing

Healdsburg has projects to help address homelessness through its partnership with local non-profits.

Spare Room Emergency Shelter, administered by North County Community Services, offers emergency accommodation at St. Paul’s Episcopal Church in their Parish Hall. They offer one night of shelter; priority is given to single parent families and single women.

North County Community Services also manages several low-income and transitional housing units in Healdsburg, including Victory Apartments and Victory Studios next to St. Paul’s Episcopal Church.

The City is working with Healdsburg-based Reach for Home on the L&M Village project, transforming a former motel with 22 units into interim housing for Healdsburg’s chronically homeless. The site will be run by Reach for Home and will provide housing and wrap-around services for 30 days with the ability to extend.

Individuals accepted into the program will receive benefits including behavioral health and substance use treatment, counseling to begin a path towards stabilization and a higher quality of life. The project aims to start accepting residents by late 2022.⁵

At-Risk Assisted Housing Developments

Pursuant to Government Code Section 65583, at-risk assisted housing developments refer to any existing multi-family, rental housing complexes which receive funding under public programs and are at risk of being converted from low-income housing to market rate housing within ten (10) years of the housing element planning period. The conversions can occur due to termination and opting out of programs such as rental subsidies, mortgage repayment, expiration of restricted uses or direct loans.

The City of Healdsburg contains no low-income units which are at risk of being converted to market rate units within the next decade.

Planning and Zoning Incentives

AB 2345 (2019) amended Density Bonus Law to provide developers with density bonuses or other incentives in exchange for the provision of affordable housing. As of January 2021, up to a 50% density bonus can be approved for housing projects consisting of a combination of affordable and above moderate-income homes. The legislation also reduces specific thresholds for obtaining approvals and allowances from local jurisdictions, requires density bonus reporting, and reduces parking obligations for many projects qualifying for a density bonus.

⁵ County of Sonoma 3/22/22, Press Democrat 1/25/22



4. HOUSING DEVELOPMENT CONSTRAINTS ANALYSIS

Constraints to the production of adequate housing affordable to lower-income households are created by market, governmental, infrastructure, and environmental factors, among others. Constraints can generally be divided into ‘governmental constraints’ - those that are controlled by Federal, State, and local governments - and ‘nongovernmental constraints’ - factors that are not created by and cannot be directly affected by government policy or regulations.

As demonstrated in the Sites Evaluation, the City of Healdsburg can meet its 6th Cycle RHNA obligation despite outstanding constraints that were identified in the 5th Cycle. There can be further progress made, however, and this section identifies Governmental and Non-governmental constraints that may impede the City’s housing goals beyond the 6th Cycle. Analysis of these factors informed the development of programs that eliminate or reduce their negative effects on housing supply and cost. Where applicable, the relevant program references are provided.

Governmental Constraints

Governmental constraints result from City land use policies, regulations, ordinances, taxes and fees, entitlement procedures that increase development costs, and inaction or high costs for providing needed infrastructure and services to new development, thus potentially deterring development that would otherwise occur. In many instances, while perhaps constraining development by adding costs, these policies, regulations, and programs meet other important governmental purposes. For example, without impact fees that require new development to pay a proportional share of the infrastructure needed to serve new development, related service standards would fall, causing other undesirable impacts. Similarly, inclusionary housing programs, intended to support production of affordable housing, place an additional financial burden upon new market rate development. Then there are also governmental programs or regulations imposed by other levels of government, including the State of California, that local governments have no discretion over that add considerable cost and processing time to new housing development. Accordingly, the effort to reduce such constraints needs to be balanced and must recognize competing interests.

Non-Governmental Constraints

Non-governmental constraints result from factors that affect housing affordability not directly connected to government policy, programs, or regulation. Key non-governmental constraints related to housing include the cost of construction (including land prices, building materials, and labor), availability and price of construction and mortgage financing, market conditions generally including pricing, consumer preferences, demand, and competition, capacity and availability of local or regional developers and builders, and natural hazards and environmental conditions that effect costs and availability of housing.



The Housing Strategy (Chapter 2) includes new policies and programs, informed by the Constraints Analysis and other input including the community outreach efforts, to reduce or mitigate both governmental and non-governmental constraints within the broader policy context. These policies and programs are noted under each constraint topic discussed below.

Governmental Constraints

Governmental regulations and exactions are designed to achieve desirable land use patterns, coordinate development with infrastructure expansion, finance capital improvements, equitably distribute the cost of public services, maintain the ambiance of existing neighborhoods, improve the urban environment, and preserve open space and unique ecosystems. However, these policies and regulations may also limit or constrain housing development. While efforts have been made to reduce such constraints during the 5th Cycle, several notable constraints remain or need to be evaluated to determine whether they are excessive and represent an unnecessary constraint on housing production.

Voter-Approved Growth Control Initiatives

Urban Growth Boundary

The Healdsburg Urban Growth Boundary (UGB) was adopted by City voters in 1996 and is coterminous with the City's Sphere of Influence and Urban Service Area boundaries. It represents the allowed extent of urban uses in the Healdsburg Planning Area by the year 2030, in part because it is where sewer services are available to support multifamily housing product. The UGB promotes a compact urban form that ensures the efficient provision of services while preserving agricultural and open space outside of the boundary. The boundary can only be enlarged by a majority vote of city voters or by the City Council in order to accommodate lands to be designated for residential uses under limited conditions including for proposed development that consists of primarily low- and very low-income housing. Although the UGB contains properties outside of the current City limits that could be used for future housing development, neither annexation of these areas nor expansion of the UGB, is needed to provide adequate sites for accommodating the City's regional housing needs during this Housing Element planning period (see Section 3). Furthermore, the provisions of the UGB allow the City to provide services and utilities outside the UGB in order to permit the construction of affordable housing.

- While limitations on annexation of unincorporated territory can be and often are a constraint, the City has adequate land within its current City Limit and Sphere of Influence to accommodate new development to meet the 6th Cycle RHNA requirements and beyond. While large tracks of vacant land do not exist, there are a variety of opportunities to increase development capacity through higher density development, infill of existing developed areas (including the existing single-family neighborhoods) and intensifying or changing designations of existing non-residential parcels.



Growth Management Program

Measure M, a residential growth management program, was sponsored by a private citizen and approved by City voters in 2000. Measure M limited the number of building permits for new residences to an average of 30 per year and no more than 90 in any three-year period. Measure P, approved by City voters in 2018 allows the construction of an additional 50 units per year, on average, of multi-family, income-restricted housing subject to deed restriction requiring that the units be rented only to tenants earning no more than 160% of the Sonoma County Area Median Income. The GMO was further amended by Measure H in 2020 to allow the average of 50 units per year of multi-family, income-restricted rental housing, as authorized by Measure P in 2018, to be offered either for rental or for sale. Despite successful amendments, the GMO remains a constraint on housing construction in Healdsburg and, as such, will be subject to policies and programs in this Housing Element to reduce or mitigate these constraints.

The adopted procedures for this growth management program exempt housing units restricted for occupancy by very low-, low-, and moderate-income households (up to 120 percent of median income). Exemptions are also made for accessory dwelling units, homeless shelters, elderly care facilities, nursing homes, sanitariums, and community care and health care facilities including housing for the disabled. The growth management program can only be repealed or amended by a majority vote of city voters. Beginning in 2001, the City of Healdsburg administers this program by awarding 30 allocations per year to approved residential projects on a first-come, first-served basis. Applicants for allocations are charged a processing fee.

Under provisions of the Initiative, thirty units are set aside within each three-year cycle for projects with four or fewer units ("Category A"). Category B allocations may be reserved by projects of five or more residential units and are limited to no more than a total of 60 per three-year cycle.

While early on GMO allocation limits did not appear to limit new development, there is little doubt that the GMO had a dampening effect on housing development in Healdsburg, wherein fewer projects are being proposed simply because the GMO is in place. Relatively few larger housing developments, including market-rate multi-family projects, are being proposed in Healdsburg. This may be because the limits established under the GMO have turned away developers of multifamily projects because they would need to be phased over several years, which erodes construction cost efficiencies. Additionally, extending a larger project's timeline increases risk for the developer and makes it more challenging to obtain financing. In addition, one larger project will impact what happens elsewhere in the City, limiting what other development can happen for the duration of the project's development period.

There has been a sustained debate in the city in recent years about whether to revise the GMO, for example, to allow more infill, workforce, or market-rate development. The discourse around the growth management ordinance is partially the result of the Central Healdsburg Avenue Plan (CHAP), which established a vision for redeveloping the Central Healdsburg gateway into a vibrant high-density, mixed-used district. The high-density housing envisioned in the CHAP will be difficult to achieve under the current growth management program, as it inherently requires higher site



densities to support land costs and housing typologies envisioned by the plan. Since 2015 there have been efforts to amend and administer Measure M to reduce the constraint it imposes on new housing development. These efforts have included:

- November 8, 2016: Measure R was placed on the ballot to amend the existing growth management ordinance to increase inclusionary housing requirements on new developments and to remove existing restrictions on the number of new residential units allowed per year. This measure was defeated.
- November 6, 2018: Measure P was placed on the ballot to amend the City's growth management ordinance to allow for an additional 50 multifamily income-restricted rental units per year for tenants making no more than 160% AMI. This measure passed.
- March 3, 2020: Measure H was placed on the ballot to amend the City's growth management ordinance to allow income-restricted multi-family housing units allowed under Measure P to be offered either for rental or for sale. This measure passed.

While the GMO is, by its nature, a constraint on potential housing production, as presently configured it does not prevent the City from meeting its RHNA for this 6th Cycle Housing Element planning period. In fact, the GMO may have facilitated affordable housing construction by constraining market rate housing that would otherwise occupy or compete for the limited sites available. Going forward, with the 6th Cycle RHNA requirements along with a strong policy direction to expand moderate- and middle-income housing opportunities, the GMO as presently configured will pose a constraint. This conclusion is shared by the Housing Element Working Group members, who expressed concern that the GMO has had several unintended consequences, especially limiting housing opportunities for workforce housing for Healdsburg's middle-income residents. Community engagement universally indicated that the GMO is a constraint, with the GMO highlighted by the greater public, the Housing Element Work Group (HEWG), and housing development professionals in separate surveys. The community survey found the GMO in the top ten topics across all write-in responses, the HEWG recommended the GMO to be listed as a central contributing factor to fair housing issues (see Section 4.5), and the survey of development professionals rated the GMO as the primary constraint to development, deemed Highly Prohibitive by a supermajority of respondents. As a result of these expressed concerns, the Housing Strategy contains Housing Program 7: Remove Housing Constraints, to pursue further amendments (or repeal of) the GMO.

Land Use Policy and Regulations

Land use policy, typically expressed in the jurisdiction's General Plan and development regulations are not, inherently, a constraint on housing development. Indeed, such policy and regulations create or influence the creation of development capacity, while at the same time, may have a constraining effect depending on market conditions, the competitive supply, and demand for housing. As a result, land use policy and development regulations must be viewed in a broad context of achieving public health and safety, fiscal and financial stability, and tradeoffs between competing policy objectives, (e.g., housing development versus achieving environmental quality standards).



Healdsburg 2030 General Plan

The Healdsburg General Plan was adopted in July 2009 and last updated in January 2015 for the 5th Cycle Housing Element Update. In addition to the Housing Element, the Land Use Element of the General Plan directly affects the location and type of housing that may be developed. The Land Use Element’s land use designations provide for a variety of housing types with the density parameters shown in Table 1. Minimum densities are required for most of the designations in order to maximize residential development on a limited supply of land and achieve balance and variety of housing types.

Table 8 Residential Uses Allowed by General Plan Land Use Designations

General Plan Designation	Unit Types Allowed	Density (units/acre)
Very Low Density Residential (VLR)	Single-family dwellings	up to 1
Low Density Residential (LR)	Single-family dwellings	1 – 3
Medium Density Residential (MR)	Single-family dwellings, small lot subdivisions	3 – 6
Medium High Density Residential (MHR)	Single-family dwellings, small lot subdivisions	6 – 10
High Density Residential (HR)	Single-family dwellings, multi-family dwellings, mobile home parks	10 – 20
Downtown Residential (DR)	Single-family dwellings, multi-family dwellings, small lot subdivisions	3 – 8
Transit Residential ²	Single-family dwellings, multi-family dwellings, mobile home parks	10 – 30
Office/High Density Residential (O/HR)	Single-family dwellings, multi-family dwellings	10 – 16
Mixed Use (MU)	Single-family dwellings, multi-family dwellings, mobile home parks subordinate to commercial	up to 16
Grove Street Mixed Use (GMU)	1 single-family dwelling or duplex per lot	0 – 7
Service Commercial (SC)	Single-family dwellings, multi-family dwellings, mobile home parks subordinate to commercial	10 – 16
Downtown Commercial (DC)	Single-family dwellings, multi-family dwellings	10 – 16



Industrial (I)	Multi-family – including live-work facilities, single room occupancy units and efficiency units – for owners and/or employees of on-site uses	up to 16
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¹Single room occupancy units and efficiency apartments of 500 square feet or less are counted as one-half unit for purposes of calculating density

²Transit Residential is a new designation that the Council adopted in 2014.

Source: Healdsburg 2030 General Plan.

According to State law, the default density deemed appropriate for affordable housing in Healdsburg is 20 dwellings per acre. The City amended its General Plan in 2010 to increase the allowed maximum density in the HDR land use designation from 16 units per acre to 20 units per acre. In combination with the density bonuses allowed by state law, the density achieved by affordable housing projects could exceed 27 units per acre. In past or recently-constructed affordable housing projects, the City’s density limitations have not posed any constraint to such housing development. The actual development densities of all affordable housing projects constructed in Healdsburg during the 5th Cycle are shown in **Table 9**. The average density across three affordable multi-family housing projects constructed in Healdsburg during the 5th Cycle is 14.5 units per acre.

Table 9 Density of Completed 5th Cycle Multifamily Affordable Housing Projects

Project	No. units	Net acreage	Density (du/ac)	Target Income group(s)	Year Completed
Foss Creek Villas ¹	40	3.01	13.3	Moderate	2020
Healdsburg Commons	16	0.94	17.0	Very Low, Low	2018
721-723 Center St.	8	0.45	17.8	Very Low, Low	2017
Total	64	Average	14.5		

Source: City of Healdsburg.

There has been a trend over the past decade towards higher-density affordable housing projects in the City, all within the policy framework of the General Plan. The Healdsburg Zoning Ordinance allows the approval of a greater density bonus than mandated by state law.

The Citrine Apartments project is an example of such higher density development completed since 2015. The Citrine Apartments is a 37-unit, 41,048 square foot affordable housing community built adjacent to the 126-key Hotel Trio as a condition of the Hotel’s entitlement requirements and to



meet the affordable housing needs of the community. This project was awarded the 2019 Pacific Coast Builders Conference, “Best Affordable Housing Community 30-60 DU/Acre.”

The track record demonstrated in **Table 9** indicates that the maximum density provided by the Healdsburg General Plan for the six land use designations that allow high density residential - up to 30 units per acre for Transit Residential, 20 units per acre for High Density Residential, and up to 16 for others - can readily accommodate and facilitate the construction of lower-income housing. Increasing allowable densities higher than 20 units per acre as a matter of right has not been demonstrated to be necessary and could result in increased neighborhood or community opposition to new housing projects based on traffic, infrastructure limitations, evacuation issues or environmental concerns.

A limited number of market rate multifamily units have been built in Healdsburg. While funding assistance in terms of both provision of land and subsidies facilitated affordable housing projects for lower-income housing, there have been no similar economic incentives to build market rate housing on higher-density, residentially-zoned land. Despite adequate acreage for higher-density residential development, both the absence of funding assistance or subsidies, as well as historical market conditions favoring single-family housing development over multifamily housing development has resulted in a lack of any market rate multifamily housing development being built in recent years in any zones that allow higher densities. The allocation limitations imposed by the Growth Management Ordinance, discussed in the Non-Governmental Constraints section, are also thought to be a hindrance to multifamily housing development.

The Land Use Element includes the following provisions to promote affordable housing:

- Residential uses are promoted in mixed-use projects by exempting the residential floor area from the calculation of a project’s maximum floor area ratio.
- In the mixed-use and commercial land use designations, single room occupancy units and efficiency apartments of 500 square feet or less are counted as one-half unit for purposes of calculating density.
- Small lot subdivisions for affordable housing are allowed on property designated Medium Density, Medium High Density, or Downtown Residential. The enacting provisions in the Healdsburg Zoning Ordinance allow lots as small as 2,000 square feet as well as alternative lot configurations, such as zero lot lines, angled Z lots, zipper lots, alternative-width lots, quad lots, and motor court lots.
- The Land Use Element requires the preparation of specific plans prior to development of areas outside of the city limits and within the Healdsburg Sphere of Influence. While this requirement lengthens the review and approval process for development, it is necessary to ensure that it occurs in a manner that is consistent with land use and design criteria, environmentally sensitive areas are conserved, and adequate infrastructure is provided.



While higher density development has occurred since 2015, the existing General Plan can be amended to further this trend and create additional development capacity. The Housing Strategy contains Housing Program 4: Expanding Housing Development Capacity to complete such amendments through adoption of new area plans or specific plans to take advantage of demands for additional and higher density housing.

Healdsburg Zoning Ordinance

The Healdsburg Zoning Ordinance specifies the zoning districts in which residential development may occur and under what circumstances. Residential uses in Healdsburg are allowed in all zoning districts with the exception of Public, Open Space and Medical Office Districts, as shown on **Table 10**. In some cases, approval of a conditional use permit is required to ensure compatibility between residential and non-residential uses.

Table 10 Residential Uses Allowed by Zoning District

Residential Uses	Districts											
	R-1	RM	DR	ORM ¹	PR	CD	CS	GMU	MU	I	P	O
Boarding houses	C	C	C	C	-	-	-	C	-	-	-	-
Duplex	-	-	C	-	-	-	-	P	-	-	-	-
Employee housing for six or fewer employees	P	-	P	P	-	-	-	P	P	-	-	-
Employee housing agriculture, 7-12 agricultural employees	-	-	-	-	-	-	-	C	-	-	-	-
Homeless shelters	-	-	-	-	-	-	P	-	-	-	P	-
Live-work facilities	-	-	-	-	-	P	P	-	-	C	-	-
Caretaker residences	-	-	-	-	-	-	-	-	-	C	C	-
Mobile home parks	-	C	-	C	-	-	-	-	-	-	-	-
Multi-family dwellings	-	P	C	P	C ²	P	P	-	P, C ³	-	-	-
Residential care, general	C	C	C	C	-	C	C	C	C	-	-	-



Residential care, limited	P	P	P	P	-	P	P	P	P	-	-	-
Accessory dwelling unit, one per lot	P	P	P	P	P	P	P	P	P	-	-	P
Single-family dwelling, detached	P	-	P	-	-	-	-	P	-	-	-	P
Single-family dwelling, attached	P	-	-	-	-	-	-	-	P	-	-	-
Single room occupancy unit	-	-	-	-	C ²	P	P	-	-	-	-	-
Supportive housing	P	P	P	P	P	P	P	P	P	P	-	-
Transitional housing	P	P	P	P	P	P	P	P	P	P	-	-
Work force housing	-	-	-	-	-	-	-	-	-	C	-	-

¹Any residential use permitted in Article IV, RM District, subject to the regulations of the RM District.

²Residential uses may be combined with non-residential uses on the same site.

³Multifamily dwellings and SROs located on the same site as a commercial use - above ground floor.

⁴Residential uses as part of a mixed-use development are conditionally permitted.

As summarized above, residential uses, including supportive and transitional housing, are allowed in all zoning districts in Healdsburg, with the exception of Public, Open Space and Medical Office Districts, and, as such, does not pose a constraint to new residential development. Housing Program 4: Expanding Housing Development Capacity includes the adoption of zoning code amendments to align with statutory requirements and to specifically allow Low Barrier Navigation Centers by right and ensure that employee housing also is allowed in all zones that allow single family homes.

At the same time, the City’s Zoning Ordinance seeks to preserve existing housing stock by prohibiting short-term (less than 30 days) rentals of residential units and ADUs. Short-term rentals are conditionally permitted in the Downtown Commercial (CD) district only. The City enforces rental regulations by responding to complaints but does not actively monitor advertisements. In 2014 the City increased the fine; if homeowners are found to be in violation of the ordinance prohibiting short-term rentals in residential areas, they are subject to a \$1,000 per day fine. The City of Healdsburg has 10 permitted short-term rentals which does not represent a significant constraint on available housing.



Residential Development Standards

The Zoning Ordinance prescribes, within or applicable to each of its districts, minimum standards for residential lot sizes, yards, and open space per unit, and maximum standards for lot coverage and building height (**Table 11**). These standards are typical of many California communities and contribute to the protection of public health, safety and welfare, and maintenance of the City's quality of life.

The Zoning Ordinance also provides for Planned Development and Residential Master Plan overlay zoning districts in which the development standards may be specifically tailored to the project that is proposed. Healdsburg Commons and Sonata projects have substantially reduced setbacks and private open space, as well as significantly higher lot coverage than is typically allowed for residential development. Consistent with the General Plan, the Zoning Ordinance allows small lot subdivisions for affordable housing in the R-1 and DRD districts on lots as small as 2,000 square feet and no required setbacks. These provisions were used in approving a low-income Habitat for Humanity project that created two 3,500-square foot lots from a 7,000-square foot lot.

In a survey of developer stakeholders, 75 percent of respondents indicated that “zoning and permitted uses” in Healdsburg are somewhat or highly prohibitive. Housing Program 4: Expanding Housing Development Capacity includes the preparation of a development capacity study that is intended to inform the adoption of zoning code amendments.

Table 11 Development Standards for Residential Zoning Districts

Zoning District	Minimum Lot Requirements			Minimum Yards			Max. lot coverage	Max. height
	Area	Width	Depth	Front	Side	Rear		
R-1-3,500	3,500 sq. ft.	40 feet	None	10 feet, 20 feet garage	Street side: 10 feet	None	50%	35 feet ¹
R-1-6,000	6,000 sq. ft.	50 feet	90 feet	20 feet	1 story: 5 feet 2 stories: 10 ft. 3 stories: 15 ft.	20 feet	35%	35 feet ¹
R-1-12,500	12,500 sq. ft.	70 feet	100 feet	25 feet		25 feet	30%	35 feet
R-1-20,000	20,000 sq. ft.	100 feet	120 feet	30 feet		30 feet	25%	35 feet
R-1-40,000	40,000 sq. ft.	150 feet	150 feet	30 feet		30 feet	25%	35 feet



RM	6,000 sq. ft., 3,000 sq. ft./ multi-f. unit	50 feet (increased by 10% on corner lots)	90 feet	20 feet	10 feet street side corner lot	20 feet	40%	40 feet
DR	6,000 sq. ft., 4,500 sq. ft./ multi-f. unit	50 feet, (increased by 10% on corner lots)	90 feet	20 feet		20 feet	40% 60% for small lot subdivisions	35 feet ¹

¹Maximum height of 25 feet for small lot subdivisions

Source: City of Healdsburg, 2022

Parking Standards

The Zoning Ordinance prescribes minimum parking requirements for residential uses. For single family houses and condominium (ownership) townhouses, two spaces are required per unit, one of which must be covered. For multifamily rental housing units, 1.5 parking spaces are required per unit, including one covered space. The guest parking requirement is one uncovered space per three units. Homeless shelters require one space per residential family, 0.35 spaces per bed, plus one space per maximum number of staff on site. Trailer and mobile home parks require one space per unit plus one guest space per three units. Shared use of parking facilities is allowed for mixed-use projects, which can reduce the number of overall required parking spaces. Upper floors of existing buildings in the Plaza Retail, Downtown Commercial, and Service Commercial zoning districts with ground floor commercial or office use can be changed to multi-family residential use without provision of off-street parking, provided a use permit is obtained.

The Planning Commission may modify or waive parking requirements if doing so reduces development costs or improves the design of a project. The Commission waived the covered parking requirement for the Park Land Senior Apartments, Oak Grove Apartments, Canyon Run Apartments, Eden Family Housing Apartments (20 West Grant Street) and Chiquita Grove affordable housing projects. In the case of the Eden Family Housing Apartments project, the developer voluntarily provided 1.78 parking spaces per unit, 18 more spaces than required by the Zoning Ordinance, while still offering rents affordable to extremely low- and very low-income households.

Modifications to the Zoning Ordinance parking location standards also have been approved for affordable projects. For example, tandem parking arrangements were approved for the Quarry



Ridge and Grant Street Village projects, and the Habitat for Humanity project was allowed to locate required parking within the front yard setback.

The preceding projects demonstrate the City has provided flexibility regarding parking requirements. Nevertheless, Housing Program 4: Expanding Housing Development Capacity includes the adoption of zoning code amendments to align with statutory requirements related to parking requirements. For example, the covered parking requirement for any affordable project must be waived upon request of the developer under Government Code Section 65915; developers of affordable housing also get reduced parking requirements and do not have to provide guest parking.

Design Review Guidelines

The review of project site plans, elevation drawings, and landscaping plans is guided by the Citywide Design Guidelines (2018), which promotes both variation in design and compatibility with the desirable qualities of existing development. There are also specific design standards for multifamily housing intended to encourage designs that maximize common space, blend with the surrounding community, limit views of parking facilities from public streets, provide architectural compatibility of accessory buildings, and direct on-site lighting on driveways and walkways and away from adjacent properties. All of these guidelines are compatible with the typical design of recently constructed affordable housing projects. The Citywide Design Guidelines also provide guidelines for residential development that occurs in the eleven Character Areas in order to promote compatible design. The Zoning Ordinance also includes design standards for manufactured homes to ensure that they are compatible with conventionally-built residential structures in the surrounding area. These standards do not exceed the limitations prescribed by State law and design review is not required for manufactured homes.

Housing Program #4: Expanding Housing Development Capacity will include adoption of objective design and development standards.

Regulations for Other Housing Types

Manufactured Homes/Mobile Homes

Mobile homes are considered single-family detached dwelling units when they are on a permanent foundation. This means they are allowed in the same zones as single-family housing. They may also be used as secondary dwelling units so long as they conform to all provisions relating to secondary dwelling units and to all provisions of Section 20.20.020.

Accessory Dwelling Units and Junior Accessory Dwelling Units

An Accessory Dwelling Unit (ADU) is a dwelling unit for rental or occupancy that is attached to or detached from a single-family dwelling or multi-family dwelling. Located on the same lot as a primary dwelling unit, an ADU provides complete, independent living facilities for one or more persons. ADUs are usually considered to be housing that is affordable to lower-income households because there are no land costs associated with their development and they frequently rent for less than



comparably-sized apartments. They may also occupy unused space in large homes, and by supplementing the income of the homeowner, allow the elderly to remain in their homes or make it possible for lower-income families to afford homes.

The State of California has determined that ADUs are a valuable form of housing in the state for extended family members, students, the elderly, in-home health care providers, the disabled, and others. State law provides that any regulations adopted by the City to regulate ADUs cannot be so arbitrary, excessive, or burdensome so as to unreasonably restrict the ability of homeowners to create them.

ADUs are allowed by the Healdsburg Zoning Ordinance in all zoning districts that allow residential units. ADUs may be up to 1,200 square feet in size. The City also facilitates the development of ADUs by waiving the covered parking requirement, by not requiring that the property owner live on-site, and by allowing the units to be located in the required rear yard setback. ADUs are also exempt from the City's growth management program. The City further incentivizes ADUs by exempting ADUs less than 850 square feet in size from development impact fees, which exceeds the state requirement of 750 square feet. ADUs larger than 850 square feet are charged development impact fees based on the proportionate size of the ADU as compared to the "primary unit" and in no case will the fees exceed 50% of the fees for a new single-family or multi-family dwelling. Between 2017 and 2021, about 70 ADUs were constructed in Healdsburg - an indication that the City's updated regulations in response to State ADU laws encourage, rather than constrain, their development.

In addition to ADUs, the City of Healdsburg allows for Junior Accessory Dwelling Units (JADUs). JADUs are units which are no more than 500 square feet in size and are contained entirely within a legally existing or proposed single-family dwelling, contain an efficiency-kitchen, and include a separate entrance. A JADU may include separate sanitation facilities or may share sanitation facilities with the primary single-family dwelling. The owner of the single-family dwelling must live on the property, in the single-family unit or the JADU.

A survey of second units in Healdsburg during July 2008 showed that approximately half were being rented out (the other half were occupied by relatives or guests). Of these, approximately three-quarters were rented at rates affordable to lower-income households (adjusted for household size) and one-quarter were affordable to moderate-income households. This survey is consistent with more recent regional analysis conducted by ABAG/MTC and the Turner Center, which indicates accessory dwelling units in the San Francisco Bay Area are occupied by 30% very low-income householders, 30% low-income householders, 30% moderate-income householders, and 10% market-rate householders.

Farmworker Housing

The Healdsburg Zoning Code makes zoning available to accommodate various housing types to address the needs of farmworkers. As previously discussed, manufactured homes are considered single-family homes or second units and as such are permitted in residential districts, and multi-family units are permitted in many districts. Employee housing for six or fewer employees is



permitted in R-1, DR, ORM, MP, MU, and GMU districts. The Code was updated in 2018 to add the ORM, MP, and MU zones to those permitting employee housing of six or fewer employees by right and in the GMU district, which includes several agricultural support businesses, the zoning code was amended to allow for employee housing for seven to twelve agricultural employees subject to a Conditional Use Permit. Harvest Grove Apartments and Quarry Ridge are examples of affordable housing mainly for farmworker families.

Homeless Shelters

State Housing Law requires that cities allow homeless shelters by-right in at least one zone and describe the capacity within the zone(s) to accommodate the City's homeless needs. The Healdsburg Zoning Ordinance allows homeless shelters in the CS and P districts as permitted uses. Homeless shelters are defined as, "a facility for the shelter and feeding of persons who lack a fixed, regular and adequate nighttime residence for up to 30 consecutive days, where such shelter is operated by a public or non-profit agency."

The City supports the operation of a winter shelter at St. Paul's Episcopal Church that operates during inclement weather and during emergencies. Most recently, the City of Healdsburg was awarded \$7.2 million through the Project Homekey program to acquire a 22-unit motel for the purposes of interim housing for those experiencing chronic homelessness. This shelter will be in operation beginning in November of 2022 and will provide case-managed services to clients and referrals to permanent housing.

Transitional Housing/Supportive Housing

State law provides that the City must treat proposals for supportive housing for target populations (such as those with mental disabilities, substance abuse, and chronic health conditions) and transitional housing for the homeless in the same manner as other residential uses allowed in the same zone. In July 2014, the City approved new definitions of both transitional and supportive housing; the City is in compliance with State law. The definitions read as such:

Transitional housing is "rental housing operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at a predetermined future point in time that shall be no less than six months from the beginning of the assistance. Transitional housing units are residential uses subject only to those requirements and restrictions that apply to other residential uses of the same type in the same zone."

Supportive housing is "housing with no limits on length of stay that is occupied by the target population (as defined in California Government Code Section 65582) and that is linked to on- or off-site services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community. Supportive housing units are residential uses subject only to those requirements and restrictions that apply to other residential uses of the same type in the same zone."

The Healdsburg Zoning Ordinance was amended to add transitional and supportive housing as a permitted use in all zones where residential uses are allowed including, R-1, RM, DR, ORM, MU, GMU, CD, CS, PR, and I, as shown in **Table 8**.



Single Room Occupancy (SRO)

Single Room Occupancy (SRO) residences are small, one-room units occupied by a single individual, and may either have a shared or private kitchen and bathroom facilities. SROs are rented on a monthly basis, typically without a rental deposit, and can provide an entry point into the housing market for extremely low-income individuals, formerly homeless, and disabled persons.

Single-room occupancy units are allowed in the CD and CS districts by right; however, the units must be located on the same site as a commercial use. Single-room occupancy units are conditionally permitted in the PR district if located on the same site as a commercial use and above the ground floor. While SROs need to be developed with a commercial space, if the commercial becomes vacant, the SRO or any other residential component would not be precluded from continuing to operate.

Article 34 Authority (Affordable Housing)

Article 34 of the California Constitution requires that when the City develops, constructs, or acquires a rental housing project targeted towards lower-income households, its qualified electors must approve the project by a majority. This requirement can pose a constraint to the production of affordable housing, since the process to seek ballot approval for affordable housing projects can be costly and time consuming, with no guarantee of success.

The provisions of Article 34 allow local jurisdictions to seek voter approval for “general authority” to develop low-income housing without identifying specific projects or sites. If the electorate approves general parameters for certain types of affordable housing development, the local jurisdiction will be able to move more quickly in response to housing opportunities that fall within those parameters.

There has been no vote taken for such action to date in the City of Healdsburg. However, by partnering with non-profit and for-profit developers that have used federal and state funding to construct hundreds of affordable housing units, the lack of Article 34 authority has not proved to be a hindrance to the City.

Density Bonus Provisions and Related Affordable Housing Incentives

State law requires the City to adopt an ordinance that specifies the method of providing density bonuses and other incentives for the development of affordable and senior housing units. The City complies with the provisions of State density bonus law. Zoning Ordinance Section 20.20.035 provides the procedures and standards for granting a density bonus. Request for density bonus does not require any additional application fee or process and does not add review time.

As noted in the Housing Strategy there is the need to update and amend the City’s Density Bonus Ordinance to bring it into conformance with recent amendments to the State law and also current practice and other policy objectives including incentives for increasing moderate and middle income housing units.



While amendments and procedural improvements have been made since 2015, the Housing Strategy contains Housing Program 4: Expanding Housing Development Capacity that specifies further amendments to the City's Zoning Ordinance. These amendments will include increases in maximum densities within districts allowing housing, further amendments to development standards, and an update to the Density Bonus Ordinance.

Development Review and Approval Procedures

Developers must take several steps to secure all necessary entitlements and permits to build housing on a given parcel of land. From the standpoint of the City, this process is necessary to ensure that new development adequately complies with local regulations that are meant to ensure the health, safety, and welfare of the entire community. From the developer's standpoint, this process can complicate and lengthen the development process, increasing the difficulty and cost to develop new housing; as such, it will be necessary to conduct further evaluation and to seek additional means to streamline the review process. The following is a brief description of the process to obtain entitlements to construct housing on vacant land in Healdsburg.

Subdivision Approval

The subdivision approval process in Healdsburg includes the filing of an application, payment of a deposit for application processing, staff review for completeness, and public hearings before the Planning Commission and City Council. The Planning Commission action is advisory to the City Council, which has final authority over subdivisions. Depending on the size of the subdivision and specific site development issues, varying levels of environmental review are also required. Small subdivisions are generally exempt from the CEQA process under an infill development exemption; larger subdivisions typically require an initial study and negative declaration or environmental impact report. For projects processed with a mitigated negative declaration, a typical small lot subdivision takes about four months' processing time from complete application to approval.

General Plan Amendment and/or Rezoning

It is often the case that an amendment to the General Plan and/or a rezoning is necessary to achieve the objectives of the developer. Such applications are fully discretionary, requiring approval by the Planning Commission and City Council.

Design Review for Residential Units and Projects

Chapter 20.28 Article IV of the Zoning Ordinance includes requirements and procedures for the design review of new development. Design review is not required for residential projects involving only one unit, with the exception of single-family dwellings in certain specific areas as noted below. The Planning and Building Department Director is empowered to grant minor design review approval for the following types of residential development applications:

- Construction of or an expansion greater than 500 square feet to a one-family dwelling on a site uphill and visible from a scenic highway or road, or located within a scenic ridgeline corridor designated by the General Plan as determined by the Planning and Building Director.



- Construction of one single-family dwelling within the Grove Street Neighborhood Plan.
- Construction of new single-family dwellings where design review is required as a condition of approval of subdivision maps.
- Within Character Area 1 (as identified in the Citywide Design Guidelines Chapter 4), construction of one single-family dwelling or a new second story addition, or significant change to the primary façade. A significant change to a primary façade is one that results in a substantive change to the appearance of the front of the building that is visible from the street. This could include enclosure of a front porch, removal of windows(s), demolition of some or all of the primary façade, an addition to the primary façade, a change in roof from or other similar alterations that fundamentally change the appearance of the primary façade.

The Planning Commission conducts major design review for the following types of residential development applications:

- Commercial, industrial, office, and residential projects (two or more residential units per site) which involve the development of vacant land with site and building improvements or involving major changes or additions to a previously developed site.
- Applications involving a change of use that requires substantial changes to the site and proposals for exterior building modifications.
- Projects subject to development approval by the Planning Commission, such as subdivisions, use permits and projects requiring the approval of variances, that also include a design review permit.

In July 2022 Minor Design Review applications cost \$2,962 and Major Design Review applications cost \$7,319. Potential applicants are encouraged to submit their preliminary plans for review by City department representatives and/or the Planning Commission in advance of a formal submittal. The City offers a "one-stop" where potential applicants can receive feedback/comments on proposed projects from each department (e.g., PW, fire, building, planning, electric). One-stop appointments are offered every Thursday afternoon at no charge.

Applicants with large and complex development applications may schedule a Planning Commission Workshop to have an early dialogue with the Commission about project vision, concepts, and any challenges with the existing land use code. These workshops provide an opportunity for early feedback on a project from the Commission and the public prior to preparing a full application. The cost of a Planning Commission workshop is \$3,566. This early dialog with the Planning Commission and public helps identify issues early in the process, prior to formal submittal, and often results in a quicker process and projects which have a workshop prior to a hearing are rarely continued. The design review process often results in an improved design that benefits both future project residents as well as neighbors. The Commission must make several general findings in approving a design review application:



- The proposed development or use is consistent with all applicable policies and requirements of the General Plan and Zoning Ordinance.
- The proposed design of the development or use, and all appurtenant structures, is consistent with the policies set forth in the Citywide Design Guidelines, as may be amended from time to time.
- The proposed development or use is consistent with the purposes of the zoning district in which it is located.
- The proposed development or use is consistent with all other conditions imposed by the Planning Commission or City Council with respect to any matter related to the purpose of design review.
- For proposed development or uses in the Central Healdsburg Avenue Plan area, the design of the development or use, and all appurtenant structures, is consistent with the policies set forth in Chapter IV, "Building Design Framework," of the Central Healdsburg Avenue Plan dated November 2013 and adopted by the Healdsburg City Council on January 21, 2014, as may be amended from time to time.
- For proposed developments or uses in the North Entry Area Plan overlay, the design of the development or use, and all appurtenant structures, is consistent with the goals, policies, objectives and design guidelines set forth in the North Entry Area Plan, as adopted by the Healdsburg City Council on May 20, 2019, as may be amended from time to time.

The design review approval process for a complete submittal that does not require additional environmental review is typically completed within four to eight weeks.

Conditional Use Permits

Many uses require a conditional use permit, including multifamily housing projects in the DR District. They are subject to the approval of a conditional use permit by the Planning Commission. Chapter 20.28, Article V in the Zoning Ordinance prescribes the procedures for obtaining a conditional use permit. Briefly, these procedures include submittal of a complete application (planning permit application form, application fees ranging from \$1,202 to \$3,725, site photographs, a written statement, a site plan, an area plan, and a floor plan) followed by a public hearing before the Planning Commission. Upon receipt of a complete application, action is generally taken on major use permits in four to eight weeks. The Commission must make a few broad findings in approving a conditional use permit application:

- The proposed location and operation of the conditional use is in accord with the Healdsburg General Plan, objectives of the Zoning Ordinance, and the purposes of the district in which the site is located.
- The proposed location of the conditional use and the conditions under which it would be operated or maintained will not be detrimental to the public health, safety, or welfare, or materially injurious to properties or improvements in the vicinity.



- The proposed conditional use will comply with each of the applicable provisions of the Zoning Ordinance.

While improvements to development review procedures have occurred since 2015, the Housing Strategy contains Housing Program 4: Expanding Housing Development Capacity that specify further improvements focused on reducing discretionary uncertainties, the time required, and costs of obtaining desired entitlements. These amendments will include increases in maximum densities within districts allowing housing, further amendments to development standards, and an update to the Density Bonus Ordinance.

California Environmental Quality Act

Most, if not all development projects requiring discretionary review require environmental review findings pursuant to the California Environmental Quality Act (CEQA). This is partly the result of substantial distortion in the original intent of CEQA from an 'informational document' to reduce impacts and improve the environmental affect to a vehicle of community or interest group opposition that renders projects infeasible or stops them outright thus replacing broad-based planning and development policy with costly and time-consuming project-by-project review. Over the years efforts have been made at the State level to reduce the constraint on housing development imposed by CEQA, the current law continues to regularly make it difficult for local jurisdictions to approve housing development that is otherwise fully consistent with their respective general plans, zoning, and other development policy.

While CEQA reform is the responsibility of the State, the Housing Strategy includes policy and programs that specify procedures that can limit the constraining effects of project-by-project CEQA review.

Building and Other Construction Permits

A permit is required before construction of, alteration to, addition to, or demolition of any structure within the jurisdiction of the City of Healdsburg. It is probable that alterations changing the exterior appearance of commercial buildings, multi-family dwellings, and certain other structures, will need Design Review approval by the Planning Department or the Planning Commission before commencement of any such alterations.

Upon submittal of a complete set of plans, a typical single-family plan check is conducted and a building permit is issued within approximately two to four weeks, and about four to six weeks for a typical multifamily plan check. The City contracts with a consultant for more complex plan checks in order to expedite their review; however, such plan checks are done on a time and materials basis to minimize the cost.

Adopted Building Codes

The City has adopted the 2022 editions of the California Building Code, California Residential Code, California Green Building Standards Code, California Fire Code, California Electrical Code, California Plumbing Code, and the California Mechanical Code. In 2019 the City adopted a Reach Code requiring electric space and water heating in new buildings.



The City has amended these codes in a few instances when necessary to protect the health, safety, and welfare of its residents. For example, the Healdsburg Building Code includes additional requirements for concrete slab floors to mitigate local expansive soil conditions. Lighted address numbers are required to improve identification of homes by emergency personnel. Smoke detectors are required in single-family homes and automatic fire alarm systems must be provided in multi-family complexes, apartment complexes, and condominium complexes. Automatic fire suppression systems must be installed in new residential structures and substantially remodeled dwelling units. While these measures result in higher initial housing costs, they are offset over the long run by savings on homeowner's insurance and property damage.

California Green Building Standards (CALGreen)

The City of Healdsburg was an early adopter of sustainability. In November 2008, the City adopted a framework for implementation of the Healdsburg Green City Program to promote environmentally sound practices, develop green and sustainable alternatives, and reduce greenhouse gas emissions. The City had to demonstrate in the 2002 Housing Element that this program did not constrain development, because it was a local standard.

In 2010, the State of California Building Standards Commission published and mandated CALGreen, which the City has adopted, with local amendments, in place of the city's prior Green Building Ordinance. The 2013 California Green Building Standards Code ("CALGreen") became effective throughout the state on January 1, 2014. CALGreen creates uniform regulations for new residential and non-residential California buildings that are intended to reduce construction waste, make buildings more efficient in the use of materials and energy, and reduce environmental impacts during and after construction.

Largely due to evolving State building standards and related law and requirements that add considerable cost to housing construction, the building permit process continues to increase development cost, complexity and duration, especially when the circumstances of individual projects warrant extra consideration on the part of staff and officials needed to meet established standards and codes. The Housing Strategy contains Housing Program 9: Environmental Quality and Conservation to address these concerns.

Code Enforcement

Code enforcement is generally undertaken in response to a complaint filed with the City. This effort serves to maintain the conditions of the city's housing stock and does not constrain the production or improvement of housing in the city. The Healdsburg Municipal Code also establishes standards for the maintenance of properties regarding the accumulation of trash and debris, overgrown vegetation, and abandoned vehicles and equipment in order to protect property values.

On- and Off-Site Improvements

For minor residential streets, the Circulation Plan of the Healdsburg General Plan calls for a 50-foot wide section that provides two travel lanes with parking lanes, curbs and gutters, sidewalks and utility easements on either side. This design is intended to adequately accommodate traffic, parking,



pedestrians, and drainage. These standards may be modified if warranted by individual circumstances, and therefore are not a constraint on development.

Additional requirements in the City’s development standards include the planting of street trees and, in some cases, the installation of utility lines underground. These amenities greatly enhance the appearance of residential neighborhoods, thereby adding to the value of homes.

The City also routinely reimburses residential developers who construct off-site improvements, using development impact fees that have been collected from other development (see discussion in following section), or by establishing a reimbursement fund that subsequent developers in the area pay into.

Development Impact Fees and Project-Specific Exactions

The City assesses a range of utility capacity/connection charges and development impact fees on development projects to pay for the system capacities and services required to serve the development. In accordance with California Government Code Section 66001(a) the Mitigation Fee Act, City must do all of the following for any fee that is established, imposed or increased:

- Identify the purpose of the fee;
- Identify the use to which the fee is to be put;
- Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed;
- Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed; and
- Determine that there is a “reasonable relationship” between the specific amount of the fee imposed as a condition of approval on a particular development project, and the cost of the public facility attributable to that project.

Typical development fees for residential units are summarized in **Table 12**.

Table 12 Typical Development Impact Fees per Unit

Type of Fee	Fee for Single-family Unit ¹	Fee for Multifamily Unit ²
Water System	\$7,376	\$4,424
Sewer System	\$12,233	\$11,009
Streets & Traffic Controls	\$4,489	\$2,992
Park System	\$2,057	\$2,057



Storm Drain System	\$6,010	\$2,404
School District Fees	\$5,940 ⁴	\$2,376 ⁴
Fire System Development Impact	\$193	\$193
Electrical Development Fees	\$975 ⁵	\$780 ⁵
Total	\$39,273	\$26,235

¹ Assumes a 4-bedroom, 2 bath single-family detached home of 2,000 square feet on a 6,000-square foot lot valued at \$1.27 million (median home price as of June 2022 as reported by Redfin).

² Assumes a 20-unit multifamily development, with units of 800 square feet.

⁴ \$2.97 per sq-ft or \$5.25 per sq-ft (properties within Area A)

⁵ Electrical development fees for single-family are \$975 per unit up to 125 amps, \$1,473 per unit up to 200 amps, and \$2,975 per unit up to 400 amps. For multifamily, fees are \$975 per unit for 2-8 units, \$780 per unit for 9-50 units.

Source: City of Healdsburg, January 2022.

As shown in **Table 12** standard single-family dwelling unit (four bedrooms, two baths, 2,000 square feet) would cost an estimated \$39,273 in development impact fees. Development impact fees for a multifamily development with twenty 800-square-foot units would be an estimated \$26,235 per unit. In addition to the fees shown in the table, developers of small-scale (i.e., four or fewer) market-rate housing that is subject to the City’s inclusionary requirement have an option to pay the in-lieu affordable housing fee. Fees are based on square footage and can range from \$24,349 for a 1,300 square foot unit to \$46,825 for any unit more than 2,500 square feet. Units less than 850 square feet in a project with four or fewer units are exempt from the inclusionary requirement. Units between 851 square feet and 1,200 square feet pay a fee 50% of the \$18.73 per square foot rate. The 2,000-square foot home described above would be required to pay an inclusionary in lieu fee of \$37,460, which would make the total fees \$76,733, or about 6 percent of total home price, based on the current median home value.

While this percentage is well within industry-accepted standards, it would be proportionally more for lower-cost housing, which is something the City will explore as it updates its fee programs (Housing Program 7: Remove Housing Constraints) and monitors its inclusionary housing program (Housing Program 5: Affordable and Middle-Income Housing Development).

As aggregate development impact fees, connection charges, and project-specific mitigation exactions constitute a substantial cost for new development and can constrain the ability to achieve affordable housing requirements, the Housing Strategy contains Housing Program 7: Remove Housing Constraints to review and amend current ordinances needed to balance the needs for infrastructure with achieving housing production



objectives. Additionally, recent amendments to the Mitigation Fee Act through AB-602 require a range of new limitations and standards for imposition of development impact fees. The City will need to conduct a thorough review of its connection charges and impact fees to conform to this new law.

Infrastructure Capacity

The City operates sewer, water supply, drainage, and electric utilities and maintains and builds transportation infrastructure. A review of these systems has been conducted as a part of this analysis and it had been determined that adequate capacity exists to accommodate housing development in the City at the scale required by the RHNA, which is estimated to result in an additional 1,500 residents in the City over the next 8 years. As a part of ongoing improvements and sustaining capacity, the City is also undertaking major improvements to conserve and expand water supply, save and produce electrical energy, and to promote non-private motorized vehicle transportation.

Utility Charges

In addition to a mortgage or rent payment, housing costs usually include payment for utilities. The City provides water, sewer service, storm drainage and electrical service which add to housing costs. Currently, the City discounts its monthly electric and sewer utility charges to lower-income households and tenants of affordable residential projects. The electric discount is 25% discount, and water and sewer charges are discounted by 15% and 20% respectively.

City Inclusionary Housing Program

The City's inclusionary housing requirement is a critical component of the City's housing program and an active means of providing affordable units to households typically shut out of the housing market. Developers of residential projects with five or more units are required to rent or sell 20 percent of the units at prices or rents affordable to lower-, moderate-, and middle-income households. For ownership projects, the 20 percent inclusionary requirement is composed of 15 percent affordable to moderate-income households and five percent affordable to middle-income households. For rental projects, the 20 percent inclusionary requirement is composed of five percent affordable to low-income households and 15 percent affordable to moderate-income households. Alternative methods of compliance (e.g., in-lieu land dedications, off-site construction of units, conversion of market rate units to affordable units, construction of ADUs). If the project is four or fewer units, the developer can decide to fulfill the inclusionary requirement through the payment of in-lieu fees, the dedication of land, or another equivalent method. As previously stated, units less than 850 square feet are exempt from the fee.

The inclusionary requirement is intended to offset the negative effects of new market-rate housing on the provision of non-market rate housing. The inclusionary program is also intended to promote the economic integration of lower- and moderate-income households in neighborhoods and the dispersion of such units throughout the city. The construction of above-moderate income housing depletes the amount of available residential land, while contributing to rising land prices because of a greater scarcity of developable sites. Market-rate housing development also exacerbates the



affordable housing problem by creating greater needs for goods and services typically provided by low-income employees.

There has been extensive debate over the question of who bears the cost of an inclusionary requirement. Depending on the relative strength of the housing market, costs may be incurred by:

- Landowners, who may receive a lower price for their land if developers are expecting a lower profit margin from the inclusionary requirement
- Developers, who may have to accept lower profits, if the market will not absorb higher housing prices.
- The purchasers of market-rate units, who may have to pay higher housing prices if the local and regional housing supply is limited and prices are at least as high in areas outside the city.
- In a strong housing market, it is possible that all three groups will share the costs of the inclusionary housing requirement.

By limiting the inclusionary requirement to 20 percent of a project's units and providing alternative means of compliance, such as land dedication, in-lieu fees, and other equivalent means, the program is not seen as an undue or onerous constraint on the provision of market-rate housing. Additionally, the City has adjusted the program over time to facilitate its use, maximize its effectiveness, and respond to changing market conditions. Furthermore, fulfillment of the inclusionary housing requirements often help qualify a project for the state density bonus, which helps to offset the subsidy needed for the affordable prices or rents.

Nongovernmental Constraints

Nongovernmental constraints are those that are not created by local governments but may be lessened or worsened through their actions.

Market Competition for Existing Housing

In recent years there has been an increasing transition of resident occupied housing in California, to non-residential visitor-serving uses, including conversions to second homes, vacation rentals, and most recently, time share/interval ownership uses driven by Internet-based rental platforms and a strong second home market. While pervasive, the trend is most evident in communities exemplified by Healdsburg, with high visitor appeal and nearby destination-oriented attractions. US Census data reflects this increasing level of unoccupied residences as a measure of this transition. In many of the communities thus affected public opinion reflects strong community concern related to the shift of homes once available to working families to second homes, vacation rentals, or unoccupied investment properties. There are three constraining effects arising from conversion of homes to visitor-serving units:

- By replacing resident-occupied homes with visitor units limited housing stock is taken away from our communities at a time when we need more housing, not less.



- Such uses drive up prices for the housing stock that remains, making already-expensive land and housing even more expensive driving up housing costs and displacing rural and agricultural uses.
- By replacing residents of a community with short-term visitors, nuisances for long-term residents are routinely created and the reduced resident population adversely affects schools, volunteerism, and overall community vitality.

Recognizing these impacts and building on existing City efforts, the Housing Strategy contains Housing Program 2: Preserving Existing Housing and Neighborhoods to reduce the loss of housing stock to visitor-serving uses.

Construction Costs

During the past decade, construction costs increased steadily, with sharper increases seen in more recent years, and 75 percent of developer stakeholders who responded to the Developer Survey indicated that the cost of construction materials is somewhat or highly prohibitive. Marshall & Swift, a reputable building cost estimation service, lists the July 2022 hard construction cost for a standard, four-story wrap multifamily residential structure in the City of Healdsburg at \$388 per square foot. Figure 1 shows historical cost indices from Engineering News Record (ENR), both nationwide averages and for San Francisco (the closest city for which these indices are produced). ENR's Construction Cost Index (CCI) provides an estimate that accounts for changes in key construction materials (steel, cement, and lumber) and utilizes union wages for common laborers.

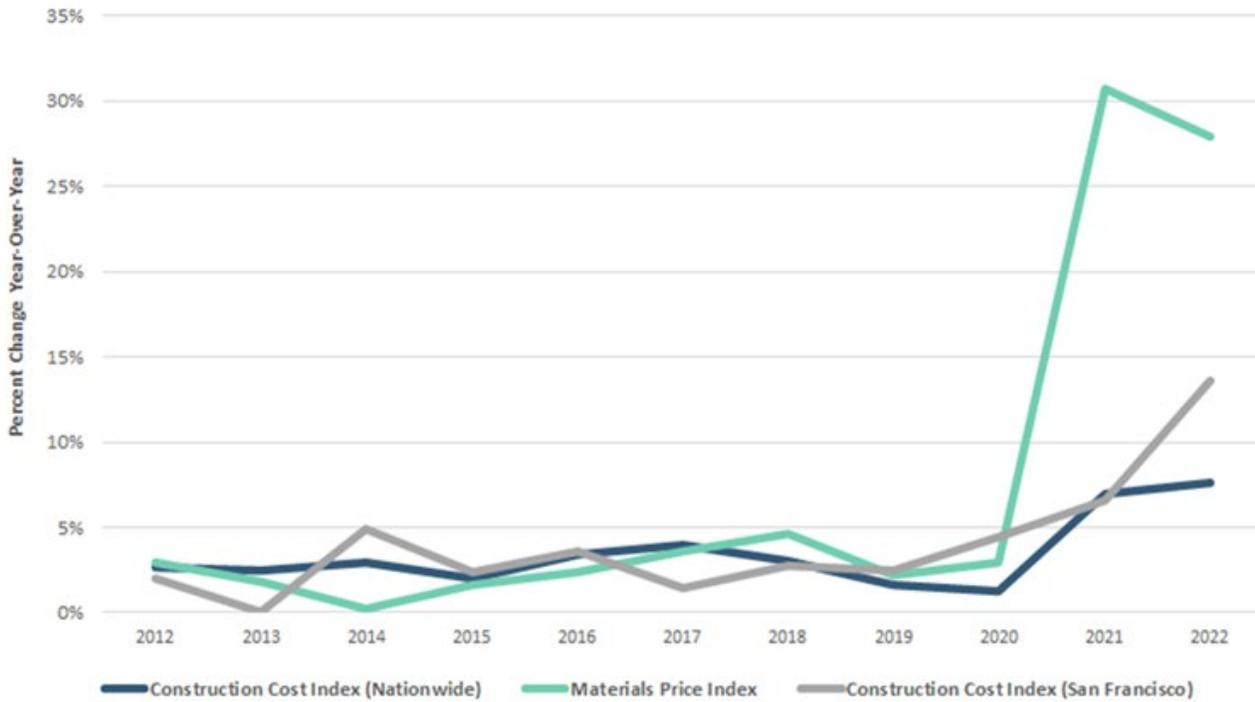
Housing prices are influenced partly by the types of construction materials used. Homes in Healdsburg are generally of wood frame construction and finished with stucco or wood siding. This type of construction is the least expensive conventional method (brick, stone and concrete block are more costly). Composition shingle and built-up roofs, which are found on a large share of the community's homes, are also the least expensive, followed by wood shingle, wood shake, concrete tile, metal tile, and clay tile.

ENR's Materials Price Index isolates just the materials component, tracking the weighted price movement of steel, cement, and lumber. From 2012 through 2019, these three indices averaged about a three percent increase each year. From 2020 to 2022, the Materials Price Index skyrocketed by over 67 percent, while the CCI jumped by 22 percent nationwide and 33 percent in San Francisco. The surging cost of materials relative to overall construction costs in the past two years, is increasing the overall cost of construction. The Northern California region (using San Francisco as a proxy) has experienced greater cost increases than the nationwide average, putting further strain on project feasibility in the area.

The City can minimize construction costs by not requiring more costly kinds of building materials on residences, such as clay tile roofs. However, there is little within the City's power to affect the availability and cost of skilled labor.



Figure 1 Year-over-Year Growth in Historical Cost Indices



Source: Engineering News Record (ENR); Economic & Planning Systems

Land Costs

Approximately 25 percent of housing costs are attributable to land costs in most real estate markets. A major component of this cost is land speculation. Land costs are also affected by such factors as zoning requirements, allowable density, the availability of infrastructure, the existence or absence of environmental constraints, and the relative amount of similar land available for development.

National trends indicate increases in residential land prices are far outpacing prices for any other land use. Between 2020 and 2021, residential land prices increased 10 percent, which is the highest reported year-over-year increase of any land type since at least 2014.⁶ Increases in residential land prices raise the cost of housing, further deterring housing development.

Redfin data reports 25 land sales in the City of Healdsburg during the last three years, with an average sales price of \$845,000 per acre and a median sales price of \$2.7 million per acre. If observed national land value trends continue, increases in land costs and subsequent increases in housing costs will continue to increase in Healdsburg along with the rest of the region, diminishing development feasibility and hindering housing production. The land cost per developed unit can be lowered through the development of higher-density housing.

⁶ 2021 Land Market Survey – National Association of Realtors: <https://cdn.nar.realtor/sites/default/files/documents/2021-realtors-land-market-survey-04-21-2022.pdf>



Development and Construction Financing

Overall, construction financing historically represents a small contribution to total housing costs, relative to land acquisition and direct construction costs. However, the rapid increases in construction costs along with inflation pressures, generally, are pushing development pro formas and development and construction financing are facing challenges. Financing costs are affected partly by how early in the development process loans must be taken out and how long the loans must be carried. Project delays can increase total interest payments, as well as create greater financial risk for a project.

Construction financing for higher-density infill projects is generally harder to obtain than for conventional single-family construction. According to the Multifamily Market Survey produced by the National Association of Home Builders, confidence in multifamily housing weakened in the first quarter of 2022 amid concerns of high construction costs and inflation.⁷

Home/Mortgage Financing

Interest rates are up compared with the past several years, but still relatively low when viewed over the long term. The average rate on a 30-year fixed mortgage is around 5.7 percent as of July 2022, up from approximately 3.5 percent earlier this year but still lower than 8.1 percent in 2000. Besides raising monthly interest payments for new buyers, higher interest rates affect existing homeowners' ability to refinance their homes.

Mortgage credit is the most difficult to obtain for first-time buyers and tighter lending standards also hinder the ability of households at the low and middle tiers to move up. The ability to accumulate a down payment remains a formidable barrier to many potential homebuyers. Low-income households find it difficult to make the transition from rental to ownership units because they cannot accumulate a down payment while renting.

The City of Healdsburg continues to partner with the Housing Land Trust of Sonoma County (HLTSC) to provide affordable homeownership opportunities through the Housing Land Trust Model. During this past planning period, the City and HLTSC were able to provide homeownership opportunities through inclusionary housing units in the Chiquita Grove and Arden subdivisions and continued to preserve the affordability of homeownership units in the Palomino Court subdivision. These units are offered to individuals and families within the 80%-160% AMI range. In addition, 20 units are currently in the planning process or under development. The homes offered through HLTSC and the City are affordable in perpetuity and payments are fixed based upon the homeowner's income.

At the other end of the affordability spectrum, between 2020-2022, the City's housing stock faced the formidable challenge of all-cash buyers that were able to move during the COVID-19 pandemic due to telecommuting. Much of the City's for-sale housing stock that transacted during this time was purchased well-above asking price, further limiting opportunities for residents to enter the market.

⁷ <https://www.nahb.org/-/media/NAHB/news-and-economics/docs/housing-economics/mms/2022-q1/mms-full-report-2022q1.pdf>



By definition, there is little within the City's power to address non-governmental constraints. However, the Housing Strategy contains Housing Program 4: Expanding Housing Development Capacity to increase allowable density where appropriate to reduce per unit land costs and Housing Program 5: Affordable and Middle-Income Housing Development, in which the City partners with the Housing Land Trust of Sonoma County (HLTSC) to provide affordable homeownership opportunities through the Housing Land Trust Model. The City also will be exploring JPA bonds as a tool to finance inclusionary units as part of larger projects.



5. FAIR HOUSING ANALYSIS

Background and Summary of Fair Housing Issues

The requirement to affirmatively further fair housing (AFFH) is derived from the Fair Housing Act of 1968, which prohibited discrimination concerning the sale, rental, and financing of housing based on race, color, religion, national origin, or sex, and later amended to include familial status and disability.¹ The 2015 U.S. Department of Housing and Urban Development (HUD) Rule to Affirmatively Further Fair Housing and California Assembly Bill 686 (2018) mandate that each jurisdiction takes meaningful actions to address significant disparities in housing needs and access to opportunity. These measures are intended to address disproportionate housing needs of the City's most vulnerable residents, including renters and cost burdened households.

Though housing costs continue to rise, and affordable housing is in too short supply, the City of Healdsburg has made notable efforts in the past several years to increase funding for affordable housing, preserve existing and naturally occurring affordable housing, and enhance local fair housing protections. The Assessment of Fair Housing (AFH) details the efforts and progress that the City has made to promote fair and equitable housing opportunity and highlights remaining fair housing issues to be addressed.

Housing Element Requirements

Under State law, affirmatively furthering fair housing means "taking meaningful actions, in addition to combatting discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics." Housing Element law as amended by AB 686 requires that jurisdictions incorporate AFFH into their Housing Element updates, including community engagement and outreach, an assessment of fair housing, identification of housing sites, and goals, policies, and programs that meaningfully address local fair housing issues. The City of Healdsburg is addressing these requirements through the following means:

Meaningful Engagement: Meaningful engagement and outreach efforts were conducted throughout the Housing Element process. These efforts and the incorporation of feedback received is detailed in Appendix A.

Assessment of Fair Housing: This section contains the assessment, which includes analysis of local data, regional data, trends and patterns, and local knowledge. The AFH identifies fair housing issues and contributing factors based on the analysis in five subsections:

- Enforcement and Outreach Capacity
- Segregation and Integration Patterns and Trends
- Disparities in Access to Opportunity
- Disproportionate Housing Needs, including Displacement



- Areas of Concentrated Poverty and Affluence Across Racial and Ethnic Groups

Sites Inventory: Housing sites identified to meet regional housing needs have been evaluated relative to the components of the AFH. Section 3 contains the housing sites information, maps, and a summary of this sites analysis.

Identification of Contributing Factors: Factors that contribute to fair housing issues have been identified for each area of the AFH and prioritizes these factors within **Table 31**.

Goals and Actions: The Housing Element includes meaningful actions with specific metrics to address identified contributing factors Implementing policies and programs are contained within Section 2 of the Housing Element and are described in relationship to contributing factors within **Table 31** in the AFH.

Summary of Fair Housing Issues & Contributing Factors

The Housing Element Work Group (HEWG) provided input on contributing factors to fair housing issues in Healdsburg through a point-based survey distributed to its membership. A clear top four emerged in the survey, with more than triple the points gained by subsequent responses. Discussion with the HEWG affirmed the quartet of key issues centered around supply in Healdsburg's expensive housing market, as contrasted with issues perhaps more traditionally construed as fair housing issues such as housing discrimination, disinvestment, or distress. The top four were as follows:

- Aging population excludes younger population who need help to enter the housing market
- Lack of affordable, accessible housing in a range of sizes
- Displacement of residents due to economic pressures (priced out, etc.)
- Lack of affordable units appropriately sized for large families

Healdsburg's aging population excluding the younger population who need help to enter the housing market can be considered from several angles. The HEWG referenced a constrained supply by seniors lacking options for smaller units and remaining in single-family homes unevenly sized for smaller households. This is compounded by the ramifications of Proposition 13 (1978) economically precluding seniors from relocating (including downsizing) on fixed incomes. The HEWG's assessment is consistent with community feedback deprioritizing affordable housing for senior populations, perhaps in part due to the City's stronger track record of developing housing units restricted for 55+ communities in the late 20th century. The top response additionally reflects the need for younger populations to receive assistance in the form of down payment assistance or housing subsidy to live in Healdsburg.

Lack of affordable, accessible housing in a range of sizes mostly reflects a lack of both smaller and larger units. Smaller units serve households including 1- and 2-person households, single parents, people without children, and seniors. Large households include families with more children,



blended families, multi-generational families, and collective householders.

This contributing factor emerges partly due to the predominance of single-family housing types in the City of Healdsburg that pose a financial barrier to access and in sizes surpassing the needs of smaller households.

Displacement of residents due to economic pressures (priced out, etc.) reflects the high-cost housing market of Healdsburg both pushing existing residents out and preventing more from moving in. The HEWG further noted that the displacement of residents was itself part of the occurrence of secondary homes used exclusively for vacation and investment. As noted in Section 1, the City is a destination for real estate investment that results in disparate vacancy rates surpassing those of the region.

Lack of affordable units appropriately sized for large families affirms the findings of the second contributing factor on a lack of housing in a range of sizes. The HEWG and the community noted that large families experience difficulty obtaining deed-restricted affordable housing with smaller unit counts. The HEWG additionally noted that market-rate housing with higher bedroom counts (4-bedroom and above) were uncommon and unaffordable in contrast to neighboring communities such as Windsor. This finding is supported by the difference between declining school enrollment in Healdsburg and more stable enrollment in Windsor.

Upon discussion with the HEWG, the City's **growth management ordinance (GMO)** was proposed as a fifth contributing factor. The GMO was not included within the HEWG survey yet emerged as a clear issue in surveys of both the community at large and of housing development stakeholders. This addition is consistent with the overall prioritization of housing supply considerations throughout the housing strategy and the broader Housing Element.

Fair Housing Enforcement and Outreach Capacity

Fair housing enforcement and outreach capacity relate to the ability of the City and local fair housing entities to disseminate information related to fair housing and provide outreach and education to assure community members are well aware of fair housing laws and rights. In addition, enforcement and outreach capacity include the ability to address compliance with fair housing laws, such as investigating complaints, obtaining remedies, and engaging in fair housing testing.

Compliance with Existing Fair Housing Laws and Regulations

Federal, state, and local laws make it illegal to discriminate based on a person's protected class. At the Federal level, the Fair Housing Act prohibits discrimination based on race, color, religion, sex, national origin, familial status, and disability. In California, the Fair Employment and Housing Act (FEHA) and the Unruh Civil Rights Act also make it illegal to discriminate based on marital status, ancestry, sexual orientation, source of income, or any other arbitrary forms of discrimination.⁸

⁸ Government Code Section 12955 et seq



Federal and state fair housing law both prohibit intentional housing discrimination and prohibit any actions or policies which may have a discriminatory effect on a protected group of people. Examples of policies or practices with discriminatory effects include exclusionary zoning and land use policies, mortgage lending and insurance practices, and residential rules that may indirectly inhibit religious or cultural expression.

Both the State and the Federal government have structures in place to process and investigate fair housing complaints. In California, the Department of Fair Employment and Housing (DFEH) maintains the authority to investigate complaints of discrimination related to employment, housing, public accommodations and hate violence. The agency processes complaints online, over the phone and by mail and provides protection and monetary relief to victims of unlawful housing practices. At a federal level, HUD also processes, investigates, and enforces any complaints in violation of the Federal Fair Housing Act.

Additional State protections include the following:

The Ralph Civil Rights Act (California Civil Code Section 51.7) forbids acts of violence or threats of violence because of a person's race, color, religion, ancestry, national origin, age, disability, sex, sexual orientation, political affiliation, or position in a labor dispute.

The Bane Civil Rights Act (California Civil Code Section 52.1) provides another layer of protection for fair housing choice by protecting all people in California from interference by force or threat of force with an individual's constitutional or statutory rights, including a right to equal access to housing.

California Civil Code Section 1940.3 prohibits landlords from questioning potential residents about their immigration or citizenship status. In addition, this law forbids local jurisdictions from passing laws that direct landlords to make inquiries about a person's citizenship or immigration status.

The California Tenant Protection Act (AB 1482; California Civil Code 1946.2, 1947.12 and 1946.13)¹ prohibits tenants from being evicted without "just cause," which means that tenants who have lived in a unit for at least a year may only be evicted for enumerated reasons, such as failure to pay rent, criminal activity, or breach of a material term of the lease. The law also caps rent increases at 5% for a period of 10 years.

California Government Code Sections 11135, 65008, and 65580-65589.8 prohibit discrimination in programs funded by the State and in land use decisions.

The City of Healdsburg maintains compliance with all Federal and State fair housing laws and is committed to ensuring access to fair housing services. In addition to anti-discrimination for protected classes, the City promotes fair housing through the preservation and production of affordable housing. The following affordable housing requirements can be found in City of Healdsburg Municipal Code:

- **Inclusionary Housing Ordinance:** To promote the construction of affordable housing in Healdsburg, residential or mixed-use development projects with five or more dwelling units



must reserve at least 20 percent of the total number of new dwelling units for low-, moderate- or middle-income households regardless of whether it is a rental or purchase-based property.⁹

- **In-Lieu Fees:** As is typical throughout the region, Healdsburg allows developers of four or fewer units to pay a fee or alternatively comply through a land dedication, off-site construction of inclusionary units, or conversion of existing market-rate units to inclusionary units instead of building affordable units on site. These fees were increased by the City Council in 2019.¹⁰
- **Density-Bonuses:** The City provides density bonuses for the construction of affordable housing as prescribed by state law. An additional source of affordable housing permitted in parcels zoned as residential are accessory dwelling units.⁹ While deed restrictions apply to these properties, the duration of the restriction is left to the discretion of the City Council and state law.¹¹
- **Exemptions to Residential Growth Management Ordinance:** In 2000, the voters of Healdsburg passed Measure M to establish an annual quantified limit on the rate of resident growth within the city's Urban Growth Boundary.¹² In recognition of the ordinance's limitation on affordable housing development, the law was amended in 2020 under Measure H and now exempts affordable housing units, accessory dwellings, residents care facilities, and senior care facilities.
- **R-1-3, 500 Districts:** In addition to the general purposes and objectives of the R-1 District, the R-1-3, 500 District was established in part to assist in promoting affordable housing by allowing residents development on smaller lots in the community.¹³

Aside from these City-level measures, the County of Sonoma also promotes the preservation and creation of affordable housing works to affirmatively further fair housing through their own policies, programs, projects, and practices.

Fair Housing Enforcement and Outreach Capacity

Fair housing enforcement and outreach capacity relate to the ability of the City and local fair housing entities to disseminate information related to fair housing and provide outreach and education to assure community members are well aware of fair housing laws and rights. In addition, enforcement and outreach capacity include the ability to address compliance with fair housing laws, such as investigating complaints, obtaining remedies, and engaging in fair housing testing.

Compliance with Existing Fair Housing Laws and Regulations

Federal, state, and local laws make it illegal to discriminate based on a person's protected class. At the Federal level, the Fair Housing Act prohibits discrimination based on race, color, religion, sex,

⁹ Healdsburg Municipal Code, Chapter 20.20.030 Inclusionary housing

¹⁰ *Id.*

¹¹ Healdsburg Municipal Code, Chapter 20.20.035 Affordable housing incentives

¹² Healdsburg Municipal Code, Chapter 17.24: Growth Control Measures

¹³ Healdsburg Municipal Code, Chapter 20.08.020 Special purposes of R-1-3,500 District



national origin, familial status, and disability. In California, the Fair Employment and Housing Act (FEHA)¹⁴ and the

Complaints, Findings, Lawsuits, Enforcement Actions, Settlements or Judgments Related to Fair Housing and Civil Rights

Federally, Title VIII fair housing case may be filed based on race, color, national origin, religion, sex, disability, familial status, and retaliation for filing a Fair Housing and Equal Opportunity (FHEO) complaint. Between 2013 and 2021, there have been no FHEO complaints made in the City of Healdsburg.

Fair Housing Services and Enforcement at a Local Level

The City of Healdsburg works to eliminate all unlawful discrimination in housing with respect to all protected classes so residents can obtain affordable, adequate, and accessible housing throughout the City.

Fair housing materials are distributed at City Hall. The City requires nondiscrimination clauses in rental agreements and deed restrictions for housing constructed with City agreements. The City also holds an annual Housing Fair in conjunction with Sonoma County, an event that includes elected representatives from both jurisdictions as well as housing providers, fair housing experts, and other related parties.

In addition to these actions, Healdsburg works with and benefits from local and regional organizations that increase the City's capacity for fair housing outreach and enforcement. These organizations include the following:

Sonoma County Community Development Commission (CDC): The CDC was established in 1970 and is "dedicated to creating homes for all in thriving and inclusive neighborhoods." They strive to do so by offering three core services: rental assistance, homeless services, and investment in community and affordable housing projects. The goal is to create housing that is "affordable, available, and accessible to the County's low-income and workforce residents."

Every three years, the CDC produces a new Three-Year Strategic Plan to "identify its role within the County of Sonoma and to guide its work effort in a rapidly changing environment." The most recent plan, released in August 2019, discusses recent evidence that "housing instability as measured by rent burdens, over-crowding, and concentrations of poor households in high poverty neighborhoods remains a pressing issue impeding the full recovery of the county and disproportionately impacting communities of color." To address these issues, the CDC has created a strategic plan aimed at fostering a strong team, building trust through proactive engagement, and creating pathways to housing and community resources.

Fair Housing of Sonoma County (FHOSC): The FHOSC is the designated provider of fair housing and landlord-tenant information and referral services and is under contract with the Sonoma County CDC and the City of Santa Rosa. The non-profit agency provides free information and assistance to

¹⁴ Government Code Section 12955 et seq



all residents, landlords, and homeowners of Sonoma County and provides referrals to other fair housing agencies within the County.

Bay Area Legal Aid (BALA): BALA represents low and very low-income residents within their seven-county service area, including Sonoma County. BALA is also a grantee under HUD’s Fair Housing Initiatives Program (FHIP) and receives funding from HUD to assist victims of housing discrimination. Their housing practice provides legal assistance regarding public, subsidized (including Section 8 and other HUD subsidized projects) and private housing, fair housing and housing discrimination, housing conditions, rent control, eviction defense, lockouts and utility shut-offs, residential hotels, and training advocates and community organizations. It is important to note that BALA is restricted from representing undocumented clients.

Department of Fair Employment and Housing (DFEH): The California DFEH is a state agency dedicated to enforcing California’s civil rights laws. Its mission targets unlawful discrimination in employment, housing, and public accommodations, hate violence, and human trafficking. Victims of discrimination can submit complaints directly to the department. DFEH is also a HUD Fair Housing Assistance Program (FHAP) agency and receives funding from HUD to enforce fair housing laws.

Fair Housing Advocates of Northern California (FHANC): Fair Housing Advocates of Northern California is a private 501(c)(3) nonprofit organization with a stated mission of ensuring equal housing opportunity and educating communities on the value of diversity in their neighborhoods. FHANC is also a grantee under HUD’s Fair Housing Initiatives Program (FHIP), which means that it receives funding from HUD to assist victims of housing discrimination. FHANC provides fair housing counseling services, fair housing complaint investigation, and assistance in filing fair housing administrative complaints to residents of Sonoma, Solano, and Marin counties. FHANC also offers counseling and education programs on foreclosure prevention and pre-purchase homebuying.



Public Housing

The City of Healdsburg does not own or operate any public housing; however, there are eight existing publicly subsidized affordable housing properties and one under construction with a 2022 completion date in the City. These properties are distributed evenly throughout the city and are situated in low, moderate, and high resource areas according to the TCAC/HCD Opportunity Maps:

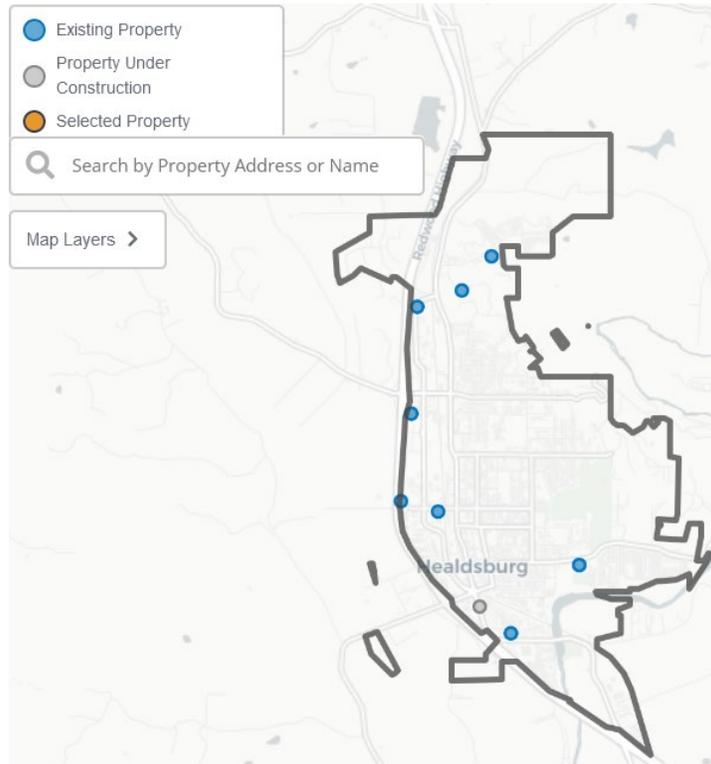
Table 13 Affordable Housing Projects in Healdsburg

Project Name	Housing Type	Affordable Unit Count	TCAC/HCD Opportunity Map Designation
Canyon Run Apartments	Family	51	High Resource
Fitch Mountain Terrace	Elderly	40	Moderate Resource
Foss Creek Court	Family	63	Low Resource
Harvest Grove Apartments	Family	44	Low Resource
Healdsburg Family Apartments	Family	24	Low Resource
Mill District Lot 7 (est. 2022)	Family	40	Low Resource
Oak Grove Apartments	Family	80	High Resource
Park Land Senior Apartments	Seniors	22	High Resource
Riverfield Homes	Family	17	Low Resource

Source: California Housing Partnership



Figure 2 Affordable Housing Properties in Healdsburg



Source: California Housing Partnership

Among other outcomes, these affordable units are estimated to generate the following outcomes: \$520 per month in median household rent savings; \$248,000 per year in medical cost savings from living in a lower poverty community; 7 MTCO₂e per year in GHG emission reductions from proximity of transit and 10 MTCO₂e per year in GHG emission reductions from proximity to jobs; 26 supported jobs per year; \$1 million per year in generated wages and business income; and \$381,000 per year in state and local taxes.¹⁵

Housing Choice Vouchers

The Housing Choice Voucher (HCV) Program Section 8 is the federal government’s major program for assistant very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market. Since housing assistance is provided on behalf of the family or individual, participants can find their own housing, including single-family homes, townhouses, and apartments. In general, qualified household income may not exceed 50% of the median income for the county and at least 75 percent of locally administered vouchers must go to applicants whose incomes do not exceed 30 percent of the area median income.

HCVs are administered locally through the Sonoma County Housing Authority (SCHA). To become a program participant, families and individuals must apply during the waiting list application period. As of July 2022, the Sonoma County Housing Authority HCV Waitlist is currently closed. Lists are expected to open approximately every three to five years. While the list is open, 750 applications are

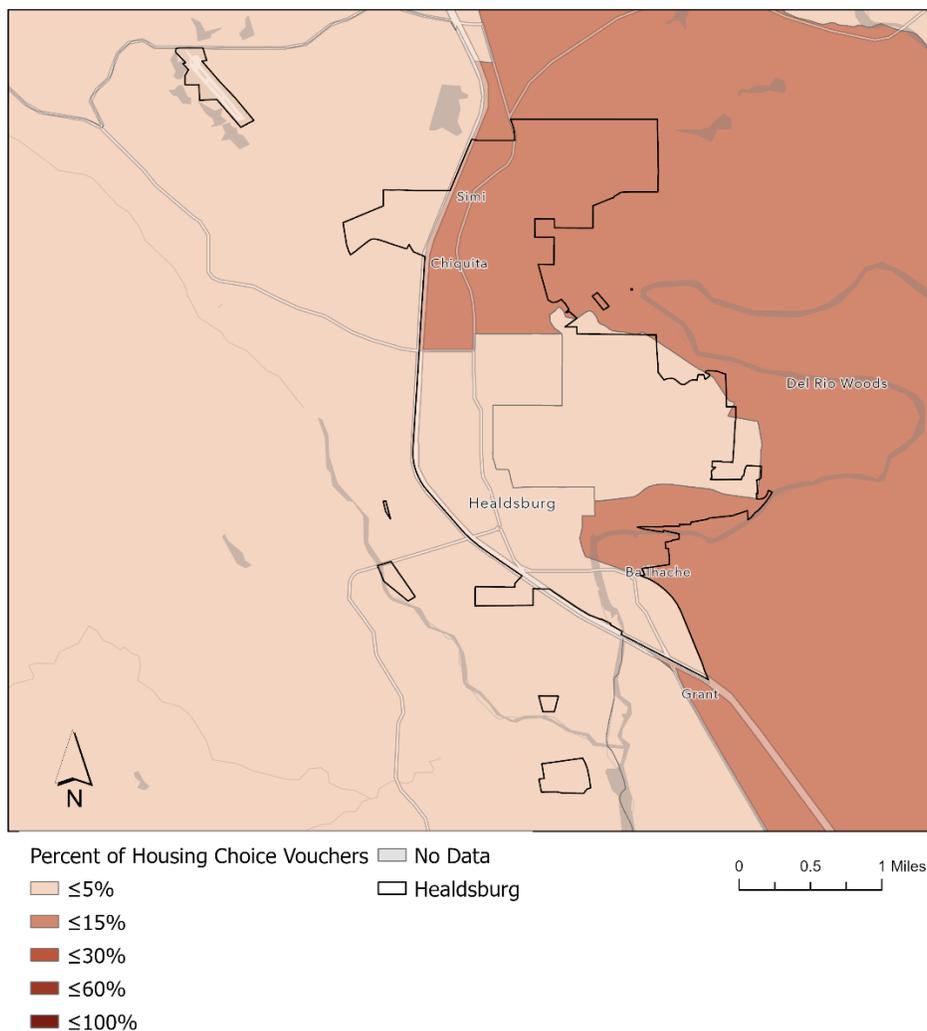
¹⁵ Affordable Housing Map & Benefits Calculator



randomly selected and assigned a place in line. Once a name reaches the top of the Waiting List, the applicant is interviewed to determine eligibility. Once enrolled, the HCV Program provides monthly rental payments to private landlords on behalf of program participant and the participant pays the difference between the actual rent charged and the amount subsidized by the program. Program participants can move without the loss of housing assistance.

Within the City of Healdsburg, the greatest shares of HCVs as a percent of renter-occupied housing units are located in the census tract that intersects the most northern part of the City along with a small section in the southeast (**Figure 3**).

Figure 3 Housing Choice Vouchers as a Percent of Renter-Occupied Housing Units by Census Tract, 2020



Source: PlaceWorks 2021, HUD 2020



Housing Enforcement and Outreach Capacity: Conclusion and Contributing Factors

The City of Healdsburg fully complies with fair housing regulations at the state and federal levels and continually strives to promote fair housing practices throughout the City.

Integration and Segregation Patterns and Trends Related to People with Protected Characteristics and Lower Incomes

Segregation is the separation of different demographic groups into different geographic locations or communities, meaning that groups are unevenly distributed across geographic space. Integration is the equal distribution of demographic groups within a geographic location or community. This section of the Assessment of Fair Housing will assess the extent of racial and income segregation and integration both on the neighborhood level and vis-à-vis the region.

Segregation is partly a result of historical exclusionary zoning practices, which is the use of zoning ordinances to exclude certain types of land uses and/or races and ethnicities from a given community. Exclusionary zoning was introduced in the early 1900s, typically to prevent racial and ethnic minorities from moving into middle- and upper-class neighborhoods. In the United States, exclusionary zoning is standard in almost all communities and is used to limit the supply of available housing units, such as prohibiting multifamily residential dwelling and minimum lot size requirements.

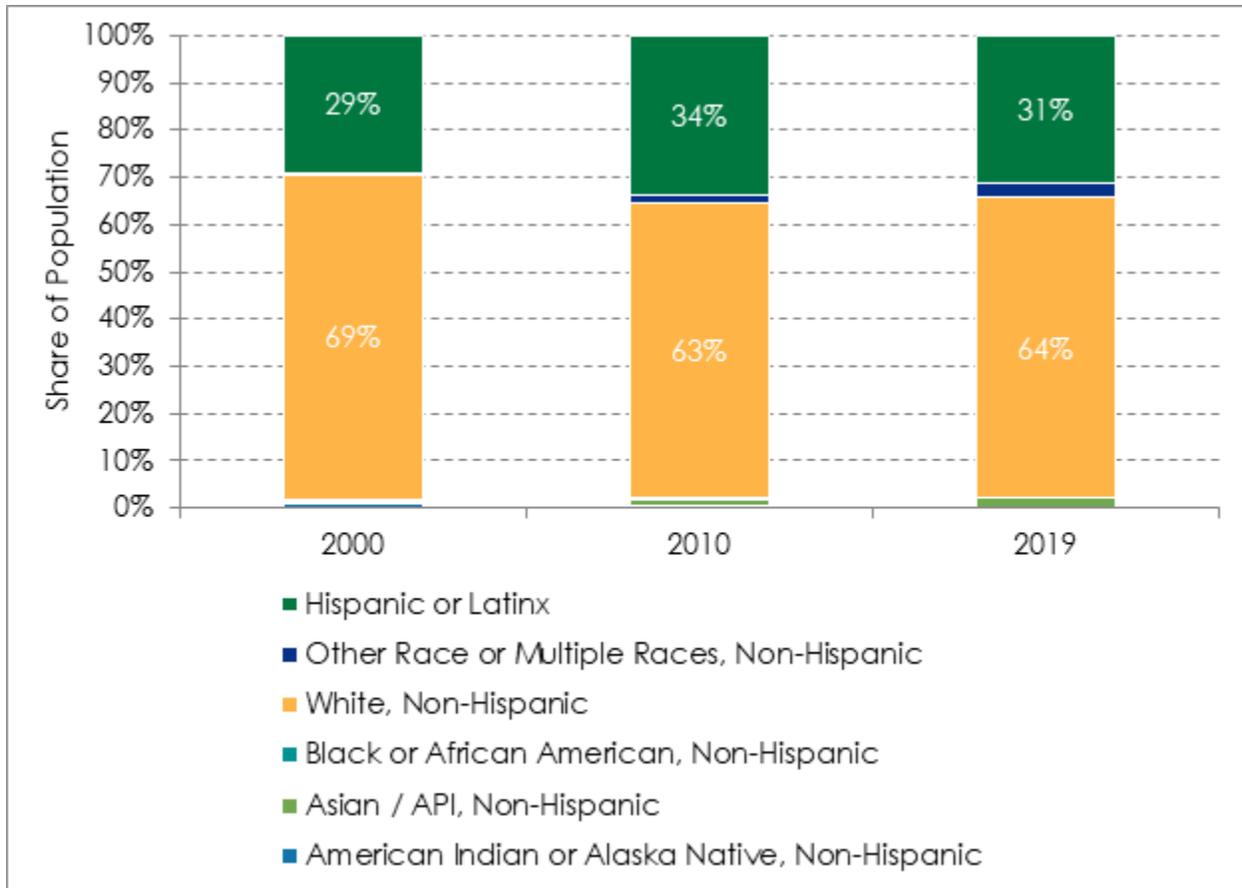
While not intended to be exclusionary, Healdsburg's zoning code designates most of the city as "R-1 One Family Residential Districts" (Figure 2) which constitute over 80 percent of zoned land. This type of zoning is inherently exclusionary given that it prevents the occurrence of other, more affordable types of residential uses. The City of Healdsburg has taken steps to address past exclusionary zoning practices with each update of the Housing Element.



Race and Ethnicity

Roughly two-thirds of the population of Healdsburg is white making up the largest group. The Hispanic or Latinx population is the second largest group, making up roughly one-third of the total population. Between 2000 and 2020, the White population declined by five percent while the Hispanic or Latinx population increased by two percent. Although still marginal, the Asian and Other Race or Multiple Races populations also increased slightly since 2000.

Figure 5 Population by Race in Healdsburg

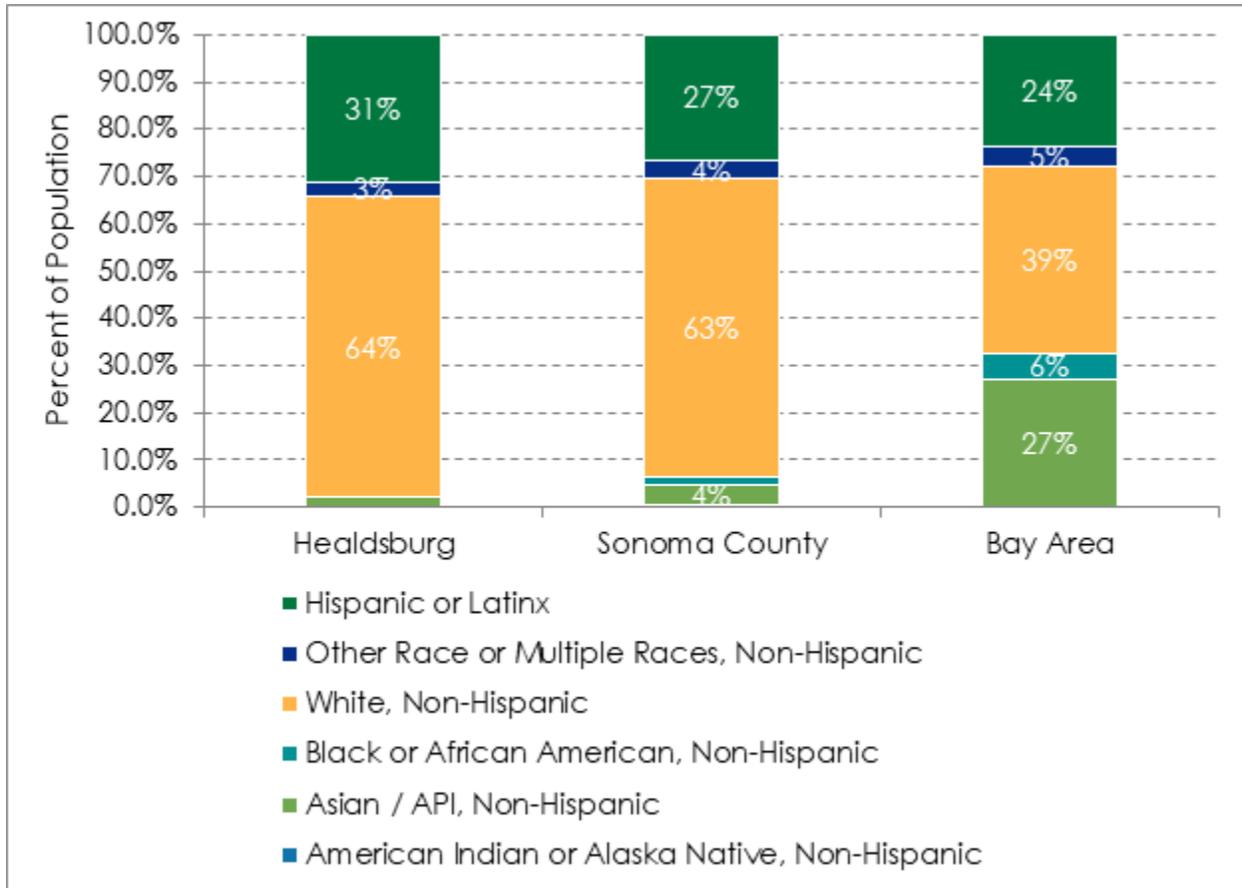


Source: U.S. Census Bureau, Census 2000, Table P004; U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002

In Sonoma County and the Bay Area region, the two most prevalent racial and ethnic groups are also White and Hispanic or Latinx. Healdsburg has a larger proportion of White residents than both Sonoma County and the Bay Area and a larger proportion of Hispanic/Latinx residents. Both Healdsburg and Sonoma County have significantly smaller Asian populations than the Bay Area. (Figure 5).



Figure 6 Population by Race in Healdsburg, Sonoma County, and the Bay Area

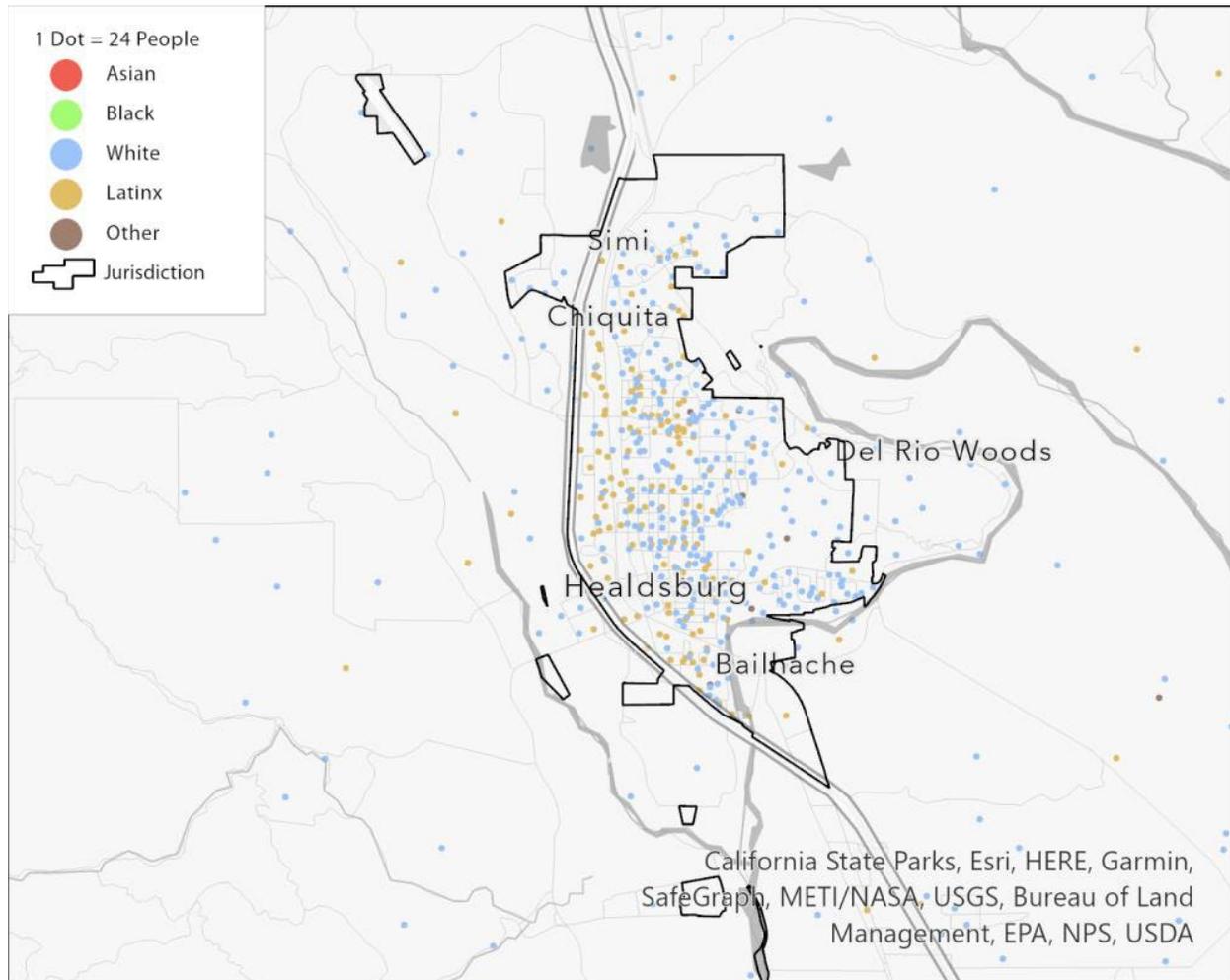


Source: U.S. Census Bureau, Census 2000, Table P004; U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002

Racial dot maps are useful for examining neighborhood racial segregation within a jurisdiction. The racial dot map of Healdsburg visually demonstrates the predominance of White residents followed by Latinx populations. White residents, represented by the blue dots in **Figure 7**, are evenly distributed throughout the City while Latinx residents, represented by light brown dots, are more concentrated in the western part of the City along the Highway 1 corridor. These concentrations coincide with the location of most mobile home parks and rental apartments.



Figure 7 Racial Dot Map of Healdsburg, 2020

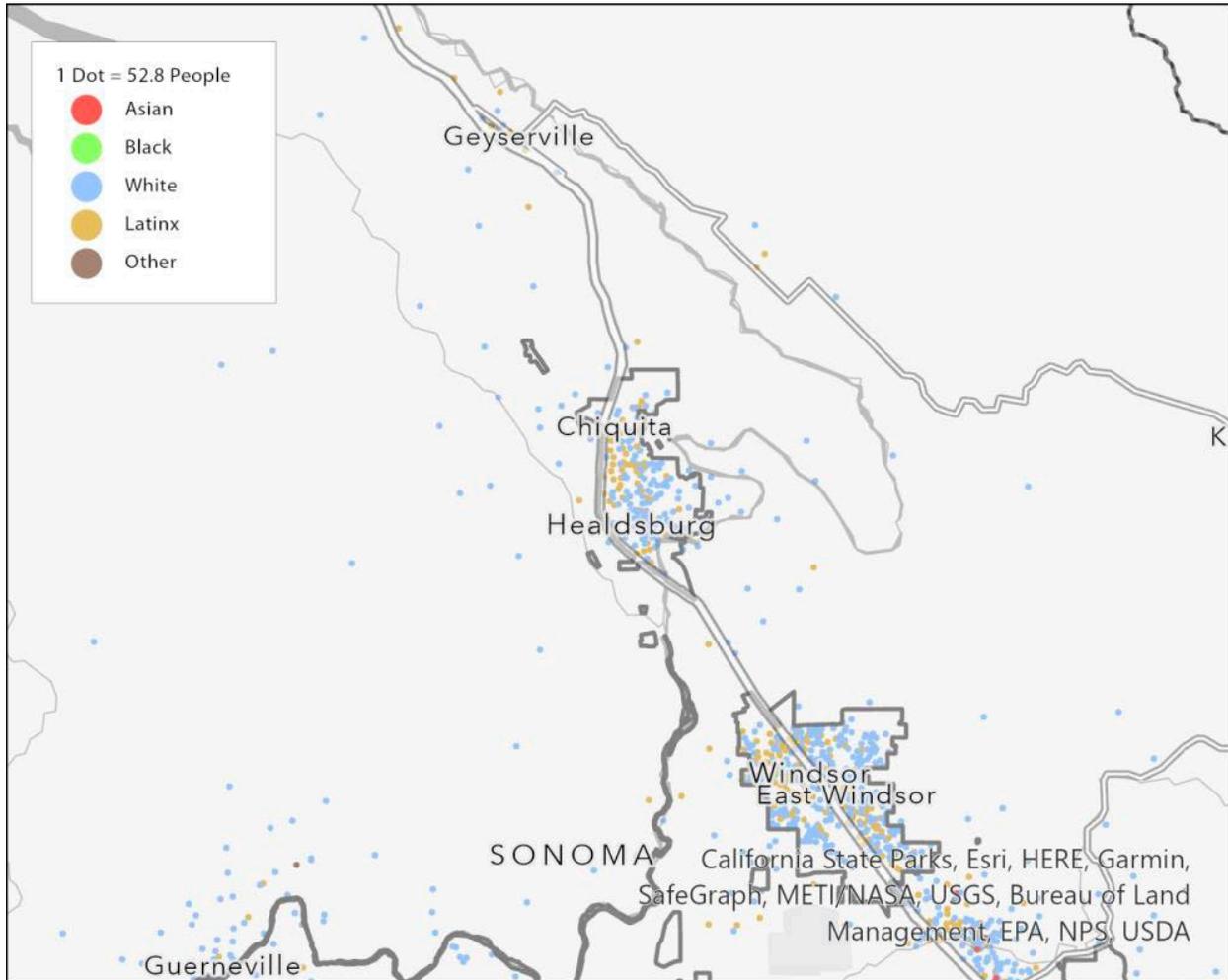


Source: CA State Parks, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

At the regional level, segregation is measured between cities instead of between neighborhoods. The racial dot map below presents the spatial distribution of racial groups in Healdsburg as well as in nearby Bay Area cities and unincorporated jurisdictions. The concentration of Latinx populations in the western part of the City is even more evident through this view.



Figure 8 Racial Dot Map of Healdsburg and Surrounding Area, 2020



Source: CA State Parks, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

The Othering & Belonging Institute’s Divergence Index measures the degree of “divergence” in demographics from a particular geography (i.e., a city) to another larger geography such as a census tract to a county. Index values range from zero to one, with higher values indicating greater divergence and more segregation. Healdsburg has an Intermunicipal Divergence (i.e., segregation of residents from the larger region) value of 0.2953 which constitutes the highest level of racial segregation according to the index.



Table 14 Intermunicipal Divergence of Municipalities in Sonoma County

Cities/Towns	Inter-municipal Divergence	Population	Level of Segregation
Sebastopol	0.4160	7,379	High
Sonoma	0.3505	10,648	High
Cotati	0.2510	7,265	High
Petaluma	0.2257	57,941	High
Rohnert Park	0.1941	40,971	Moderate
Healdsburg	0.2953	11,254	High
Cloverdale	0.2998	8,618	High
Santa Rosa	0.1750	167,815	Moderate

Source: *Othering & Belonging Institute Racial Segregation in the San Francisco Bay Area, Part 1*

Another way to measure levels of segregation is by using an isolation index. The isolation index compares each neighborhood’s composition to the jurisdiction’s demographics. This index ranges from 0 to 1. Higher values indicate that a particular group is more isolated from other groups. Isolation indices indicate the potential for contact between different groups and can be interpreted as the experience of the average member of that group.

Within Healdsburg, the most isolated racial group is white residents. Healdsburg’s isolation index of 0.614 for white residents means that the average white resident lives in a neighborhood that is 61.4 percent white. Other racial groups are less isolated, meaning they are more likely to encourage other racial groups in their neighborhoods. Among all racial groups in Healdsburg, the white population’s isolation index has changed the most over time, becoming less segregated from other racial groups between 2000 and 2020.

Table 15 Racial Isolation Index Values for Segregation within Healdsburg

Race	Healdsburg			Bay Area
	2000	2010	2020	2020
Asian/Pacific Islander	0.008	0.017	0.016	0.245
Black/African American	0.003	0.006	0.005	0.053
Latinx	0.329	0.348	0.397	0.251
White	0.722	0.688	0.614	0.491

Source: *IPUMS National Historical Geographic Information System (NHGIS), U.S. Census Bureau, 2020 Census State Redistricting Data (Public Law 94-171) Summary File, 2020 Census of Population and Housing, Table P002. Data from 2010 is from U.S. Census Bureau, Census 2010, Table P4. Data for 2000 is standardized to 2010 census tract geographies and is from U.S. Census Bureau, Census 2000, Table P004*

While the racial isolation index measures the segregation of a single group, the dissimilarity index measures segregation between two different groups. **Table 16** provides the racial dissimilarity index values indicating the level of segregation in Healdsburg between white residents and residents who are Black, Hispanic/Latino, or Asian/Pacific Islander. The table also provides the racial dissimilarity index between white residents and all residents of color in the jurisdiction, and all racial dissimilarity index values are shown across three time periods (2000, 2010, and 2020).



In Healdsburg, the highest segregation is between Hispanic/Latino and white residents. The dissimilarity index of 0.278 means that 27.8 percent of Hispanic/Latino or white residents would need to move to a different neighborhood to create perfect integration between the two groups. The dissimilarity index for the average Bay Area jurisdiction is 20.7% which means that Healdsburg has less integrated neighborhoods on average.

Table 16 Racial Dissimilarity Index Values for Segregation Within Healdsburg

Race	Healdsburg			Bay Area Average
	2000	2010	2020	2020
Asian/Pacific Islander vs. White	0.078*	0.224*	0.082*	0.185
Black/African American vs. White	0.233*	0.155*	0.209*	0.244
Latinx vs. White	0.295	0.261	0.278	0.207
People of Color vs. White	0.267	0.232	0.244	0.168

Note: numbers marked with an asterisk (*) indicate that the index is based on a racial group making up less than 5 percent of the jurisdiction population, leading to unreliable numbers.

Source: IPUMS National Historical Geographic Information System (NHGIS). U.S. Census Bureau, 2020 Census State Redistricting Data (Public Law 94-171) Summary File, 2020 Census of Population and Housing, Table P002. Data from 2010 is from U.S. Census Bureau, Census 2010, Table P4. Data for 2000 is standardized to 2010 census tract geographies and is from U.S. Census Bureau, Census 2000, Table P004.

The Theil’s H Index offers the clearest summary of overall segregation within a jurisdiction. This index measures the diversity of each neighborhood compared to the entire jurisdiction. Neighborhoods are weighted by their size so that larger neighborhoods play a more significant role in determining the total measure of segregation. The index ranges from zero to one. A value of zero means that all neighborhoods within a city have the same demographics as the city. A value of one means that each group lives exclusively in their own, separate neighborhood.

The “Bay Area Average” column in **Table 17** below provides the average Theil’s H Index across Bay Area jurisdictions in 2020. Between 2010 and 2020, the Theil’s H Index for racial segregation in Healdsburg stayed the same suggesting that there is now about the same amount of neighborhood level racial segregation within the jurisdiction. In 2020, the Theil’s H Index for racial segregation in Healdsburg was higher than the average value for Bay Area jurisdictions, indicating that neighborhood level racial segregation in Healdsburg is more than in the average Bay Area city.

Table 17 Theil’s H Index Values for Racial Segregation within Healdsburg

Index	Healdsburg			Bay Area
	2000	2010	2020	2020
Theil’s H Multi-racial	0.056	0.049	0.047	0.042

Source: IPUMS National Historical Geographic Information System (NHGIS). U.S. Census Bureau, 2020 Census State Redistricting Data (Public Law 94-171) Summary File, 2020 Census of Population and Housing, Table P002. Data from 2010 is from U.S. Census Bureau, Census 2010, Table P4. Data for 2000 is standardized to 2010 census tract geographies and is from U.S. Census Bureau, Census 2000, Table P004

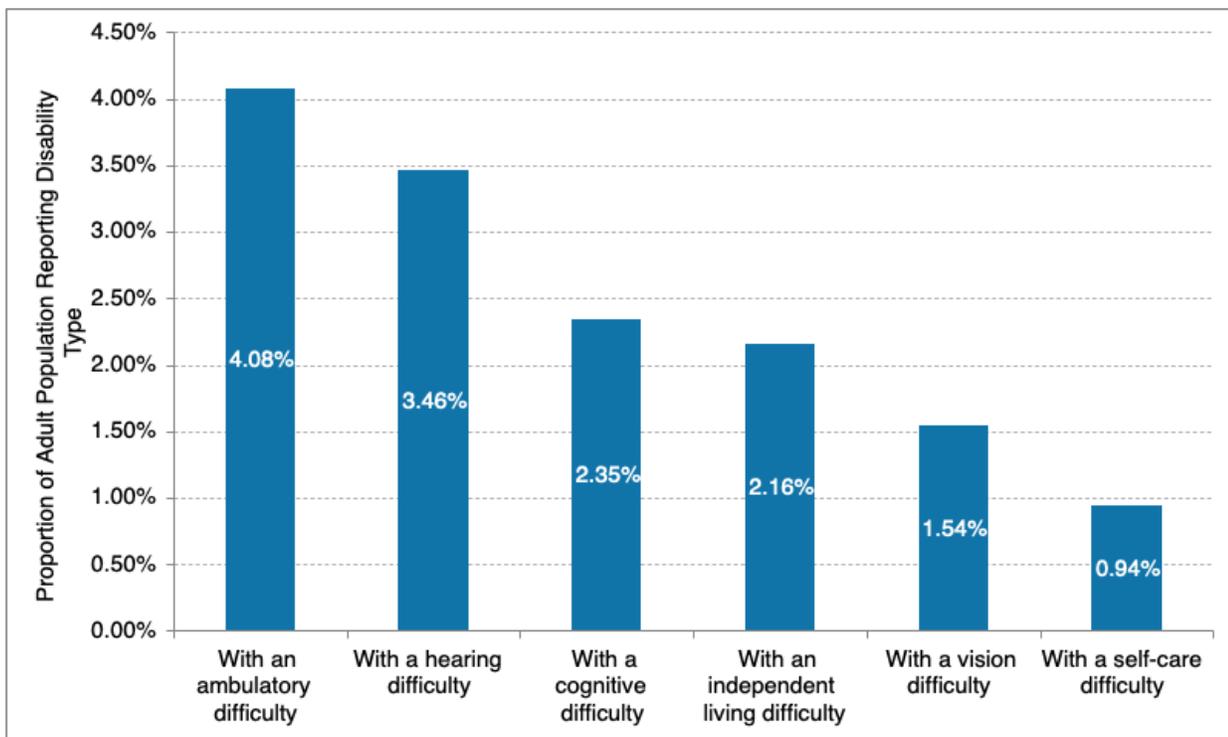


Persons with Disabilities

The Americans with Disabilities Act (ADA) defines a disability as a “physical or mental impairment that substantially limits one or more major life activities.” California law requires Housing Elements to examine the housing needs of people with developmental disabilities which are defined as severe, chronic, and attributed to a mental to physical impairment that begins before a person turns 18 years old.

According to 2019 U.S. Census data, 1,128 individuals over the age of 18 reported a disability of any kind in Healdsburg which constitutes 10 percent of the population. **Figure 9** breaks down the proportion reported disability type.

Figure 9 Trends in Disability Characteristics



Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B18102-07

In Healdsburg, there are significant differences in disability status by race and ethnicity. White individuals are far more likely to have disabilities than are Asian individuals, with the incidence of disabilities among the populations of Hispanic residents in between. It is possible that the small number of Asian residents along with disparities in age (which are highly correlated with disability status) explain some of the disparity.

Table 18 Disability Status by Race

Race or Ethnicity	Total Population	# with a Disability	% with a Disability
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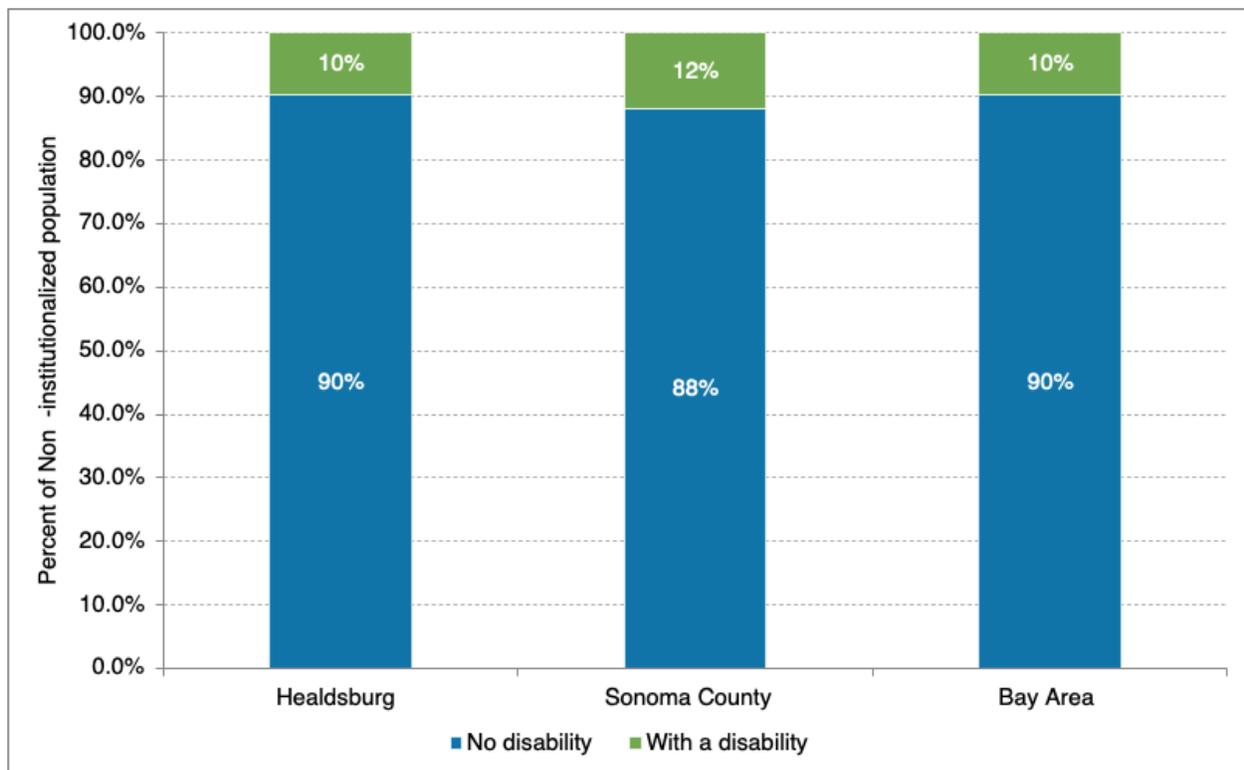
Total Non-Institutionalized Population	11,788	1,128	9.6%
White Alone, Not Hispanic or Latino	7,497	791	10.6%
Black or African American Alone*	0	0	N/A
Asian Alone*	211	0	0.0%
Hispanic or Latino (of any race)	3,675	274	7.5%

Source: Decennial Census; ACS 2015-2019 5-Year Estimates.

*As a result of how ACS Table S1810 disaggregates race and ethnicity data for persons with disabilities, Black and Asian population estimates are reflective of all persons who identify as Black or Asian alone, including those who also identify as Hispanic or Latino.

The share of the non-institutionalized population with a disability in Healdsburg is two percent lower than that of Sonoma County (12%) while it is on par with that of the Bay Area (10%).

Figure 10 Population by Disability Status



Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B18101

Familial Status

Familial status refers to the presence of children under the age of 18, whether the child is biologically related to the head of household, and the marital status of the head of households. It is

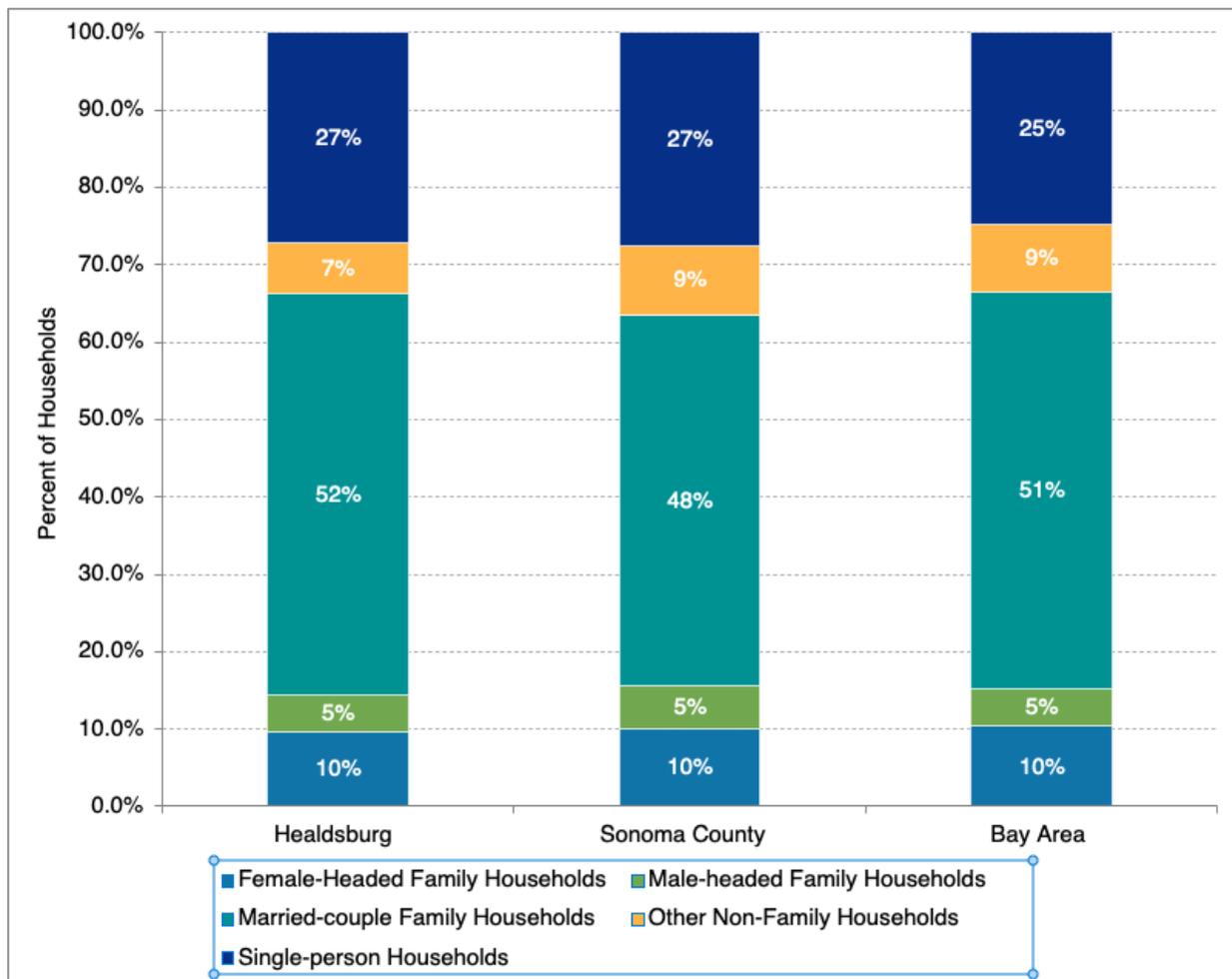


important to analyze familial status to identify areas where a city might need to focus resources (i.e., single-parent households, female-headed, large families, and/or elderly persons living alone).

Individuals living with a spouse often have more economic opportunities as they may have higher combined household incomes. Conversely, single-parent households are more likely to have lower per-capita income and higher living expenses, such as daycare. They might also have more challenges with finding affordable, decent, and safe housing and may be at higher risk of rental discrimination. At times, landlords may be concerned about the ability of such households to make regular rent payments and may require more stringent credit check or higher security deposits for single parent applicants.

Married-couple family households are the most common family arrangement in Healdsburg, Sonoma County, and the Bay Area, making up roughly half of households in all three places. The second most common type of household is single person living alone. In Healdsburg, Sonoma County, and the Bay Area, there is twice the share of female-headed households (10%) than there are male-headed households (5%).

Figure 11 Household Type in Healdsburg, Sonoma County, and the Bay Area

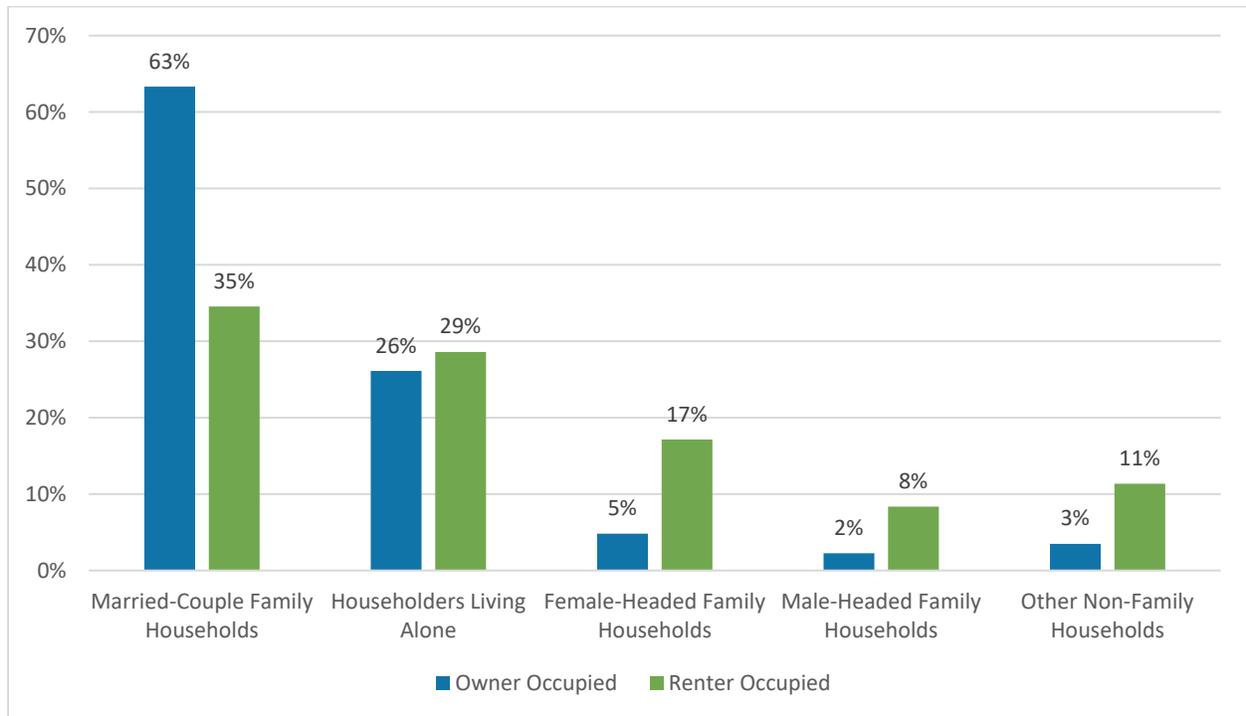




Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B11001

Household type has implications on the housing that a family can afford. Married-couple family households are the most likely to own their homes in Healdsburg while householders living alone are more like to rent. More than twice the number of female-headed family households rent their homes (17%) than those who own (5%).

Figure 12 Housing Tenure by Household Type in Healdsburg



Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25011

Income

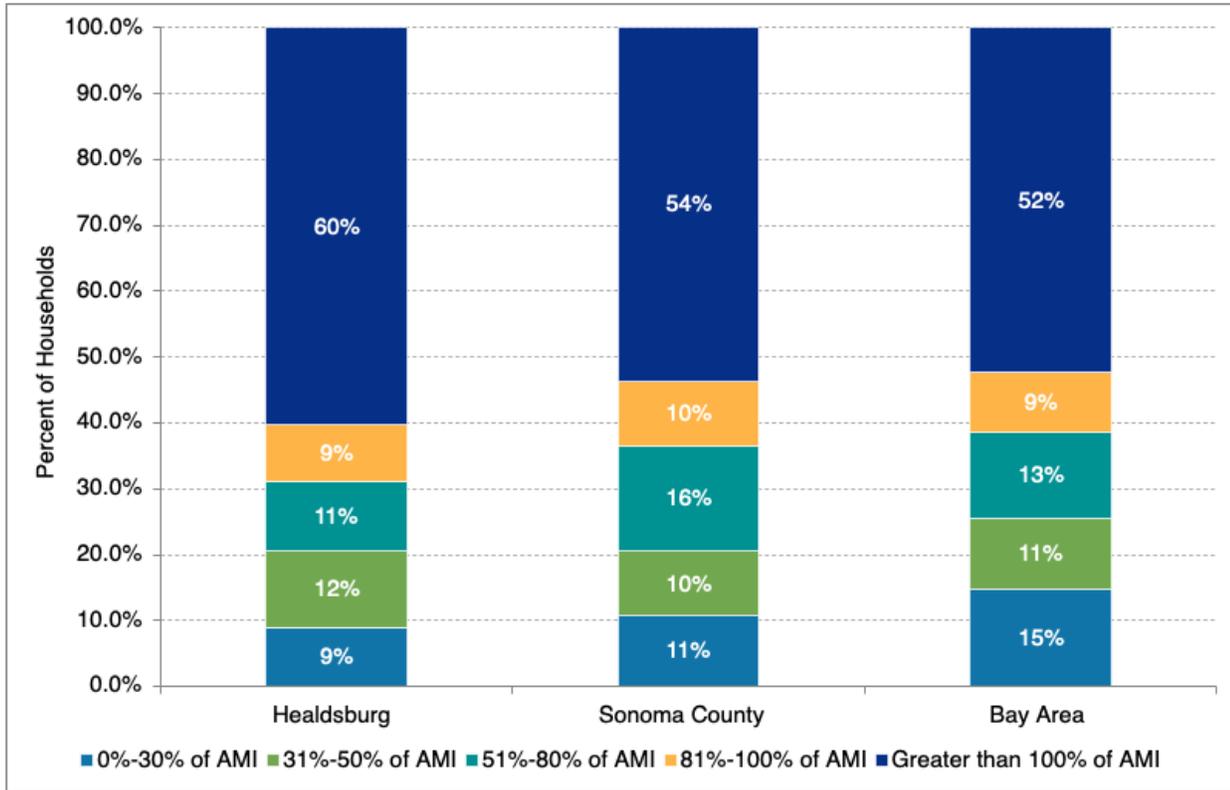
Household income is the principal factor in determining a household’s ability to balance housing costs with other basic life necessities. Households with lower incomes are limited in their ability to balance housing costs with other needs, and often face additional barriers when seeking adequate housing. The relationship between household income, household type, race/ethnicity, and other protected classes often exacerbates fair housing issues. Identifying geographies and individuals with a low- to moderate- income (LMI) is important to overcome patterns of segregation. HUD defines LMI areas as a Census tract or block group where over 51 percent of the population is LMI, with income at or below 80 percent of the Area Median Income.

Despite the economic and job growth experienced throughout the region since 1990, the income gap has continued to widen. California remains one of the most economically unequal states in the nation and the Bay Area region has the highest income inequality in the State. In Healdsburg, 60 percent of households earn more than the Area Median Income (AMI) (the highest income group) which is a larger proportion than in Sonoma County and the Bay Area. The rate of Extremely Low-



Income (0-30% AMI) households in Healdsburg is six percent lower than the Bay Area average (see **Figure 13**).

Figure 13 Households by Households Income Level in Healdsburg

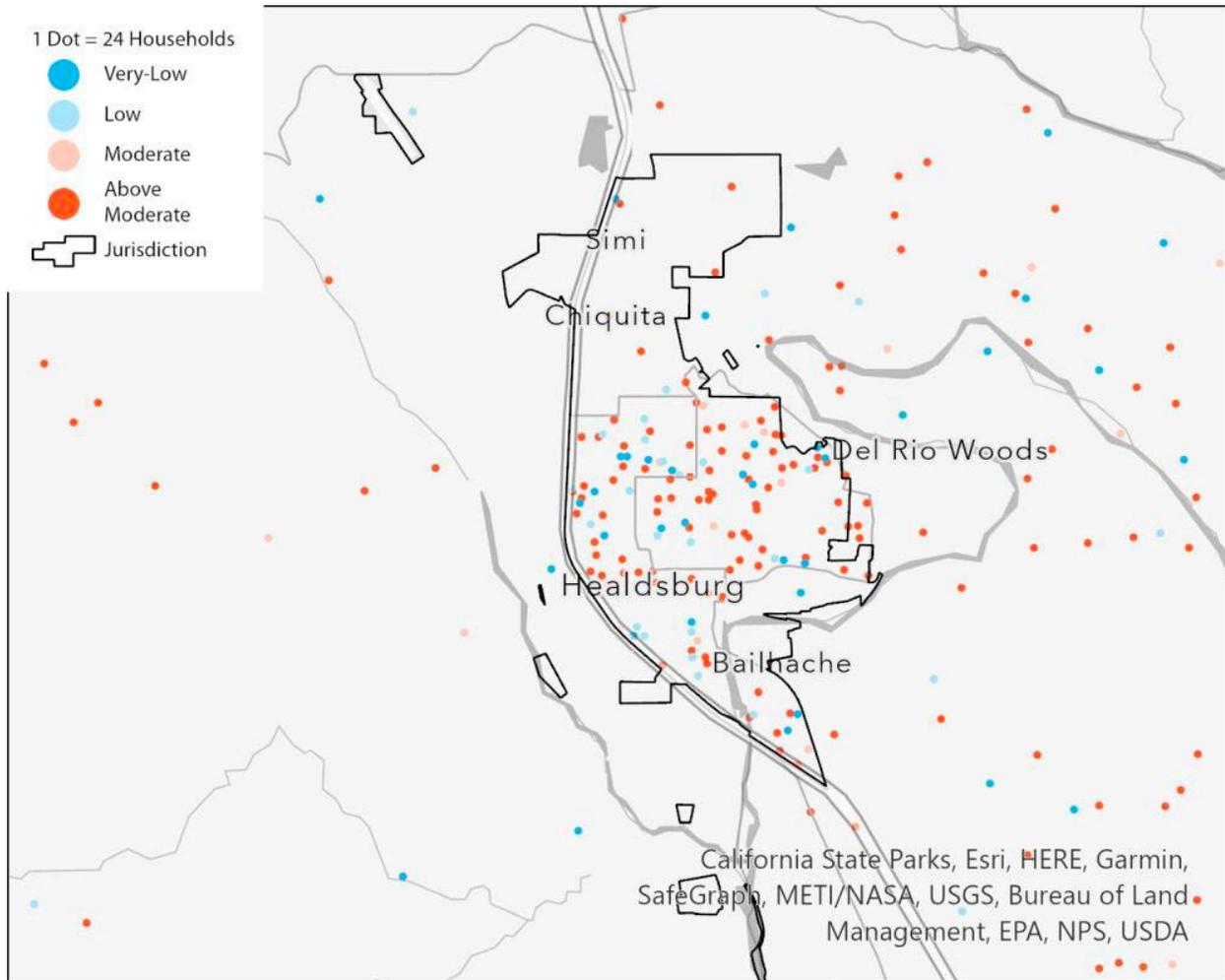


Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

Income segregation can be measured using similar indices as racial segregation. Dot maps are equally useful for identifying segregation between income groups. The income dot map of Healdsburg in Figure 12 offers a visual representation of the spatial distribution of income groups within the jurisdiction. Lack of a pattern or clustering indicates less income segregation. Conversely, segregation measures may be higher when clusters are apparent. There are no notable income clusters in or around the City of Healdsburg.



Figure 14 Income Dot Map of Healdsburg (2015)



Source: U.S. Census Bureau, 2020 Census State Redistricting Data (Public Law 94-171) Summary File, 2020 Census of Population and Housing, Table P002.

Income Isolation Index values for Healdsburg and the average Bay Area jurisdiction are present in Table 35 below. Above Moderate-income residents are the most isolated income group in Healdsburg. The isolation index values of 0.456 in 2015 means that the average above moderate-income resident in Healdsburg lives in a neighborhood that is 45.6% above moderate-income. The isolation levels of low- and moderate-income groups has changed the most over time, both becoming less segregated between 2010 and 2015.



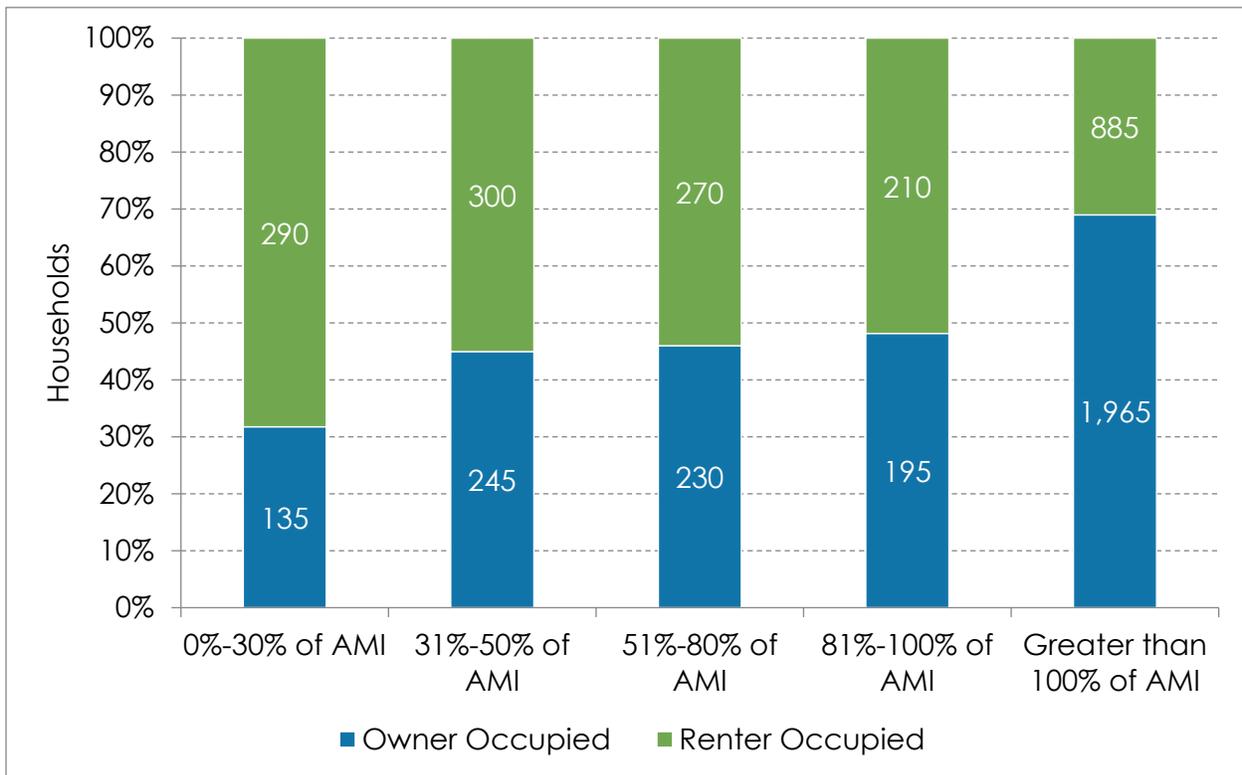
Table 19 Income Group Isolation Index Values in Healdsburg (2010, 2015) and Average Bay Area Jurisdiction (2015)

Income Group	Healdsburg		Bay Area Average
	2010	2015	2015
Very Low-Income (<50% AMI)	0.307	0.260	0.269
Low-Income (50%-80% AMI)	0.193	0.158	0.145
Moderate-Income (80%-120% AMI)	0.149	0.212	0.183
Above Moderate-Income (>120% AMI)	0.435	0.439	0.507

Source: ACS 5-Year 2011-2015 Low- and Moderate-Income Summary Data, ACS 5-Year 2006-2010 Low- and Moderate-Income Summary Data

Income levels also have implications on housing tenure. In Healdsburg, lower income households are more likely to rent than own while the inverse is true of higher income households as demonstrated in **Figure 15**. Out of all jurisdictions in Sonoma County, Healdsburg tops the list of single-family homes with the largest share of renter-occupied units at over 65 percent. Rental complexes (i.e., duplexes, triplexes, and quadplexes) make up one of the largest shares of homes in Healdsburg at 18 percent.¹⁶

Figure 15 Household Income Level by Tenure in Healdsburg



Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

¹⁶ State of Housing in Sonoma County 2022



Table 20 below provides the dissimilarity index values indicating the level of segregation in Healdsburg between residents who are lower-income (earning less than 80% of AMI) and those who are not lower-income (earning above 80% of AMI). Between 2010 and 2015, segregation between lower-income residents and residents who are not lower-income decreased. The income segregation in Healdsburg was also lower than the average value for Bay Area jurisdictions in 2015.

Table 20 Income Group Dissimilarity Index Values for Segregation within Healdsburg

Income Group	Healdsburg		Bay Area Average
	2010	2015	2015
Below 80% AMI vs. Above 80% AMI	0.192	0.166	0.198
Below 50% AMI vs. Above 120% AMI	0.178	0.209	0.253

Source: ACS 5-Year 2011-2015 Low- and Moderate-Income Summary Data, ACS 5-Year 2006-2010 Low- and Moderate-Income Summary Data

Poverty

The U.S. Census Bureau uses a set of money income thresholds that vary by family size and composition to determine who classifies as impoverished. If a family’s total income is less than the family’s threshold, then that family and every individual in it is living in poverty. Many households with multiple wage earners—including food service workers, full-time students, teachers, farmworkers, and healthcare professionals—can fall into lower AMI categories due to stagnant wages in lower-wage industries. Of the population for whom poverty status is determined in Healdsburg (684 out of 11.8k people), 5.81% of the population lives below the poverty line.¹⁷

Across the region, state, and country, people of color are more likely to experience poverty and financial instability due to the lasting impacts of historical housing policies that exclude them from opportunities extended to white residents. These economic disparities also leave communities of color at higher risk for housing insecurity, displacement, or homelessness (**Table 21**). Other Race or Multiple Races, Asian, and Hispanic or Latinx populations are the most likely to experience poverty in Healdsburg.

Table 21 Poverty Status by Race in Healdsburg

Racial / Ethnic Group	Percentage
Other Race or Multiple Races (Hispanic and Non-Hispanic)	8.9%
Asian / API (Hispanic and Non-Hispanic)	8.1%
Hispanic or Latinx	6.3%
White, Non-Hispanic	5.8%
White (Hispanic and Non-Hispanic)	5.0%
Black or African American (Hispanic and Non-Hispanic)	0.0%
American Indian or Alaska Native (Hispanic and Non-Hispanic)	0.0%

U.S. Census Bureau, American Community Survey 5-Year Data (2020), Table S1701

¹⁷ U.S. Census Bureau ACS 5-year Estimate, 2019



As of 2019, Healdsburg had a smaller proportion of residents living in poverty compared both the State of California and Sonoma County.

Table 22 Percent of Population Below Poverty Level for Whom Poverty Status is Determined in California, Sonoma County, and Healdsburg (2019)

	California	Sonoma County	Healdsburg
% of population below poverty	13.4%	9.2%	5.8%

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2019), Table S170

Racially & Ethnically Concentrated Areas of Poverty (R/ECAP) and Affluence (RCAA)

The U.S. Department of Housing and Urban Development (HUD) has determined that whites are the most racially segregated group in the United States and “in the same way neighborhood disadvantage is associated with concentrated poverty and high concentrations of people of color, conversely, distinct advantages are associated with residence in affluent, white communities.” HUD defines census tracts with a majority non-White populations (greater than 50 percent) that have either a poverty rate that exceeds 40 percent or is three times the average tract poverty rate for the metro/micro area, whichever threshold is lower, as Racially/Ethnically Concentrated Areas of Poverty (R/ECAPs). There are no R/ECAPs in the City of Healdsburg.

While RECAPs have long been the focus of fair housing policies, racially concentrated areas of affluence should also be analyzed to ensure housing is integrated, a key to fair housing choice. Scholars at the University of Minnesota Humphrey School of Public Affairs have created the Racially Concentrated Areas of Affluence (RCAAs) metric to tell the story of segregation more fully in the United States. Based on their research, RCAAs are defined as census tracts where 1) 80 percent or more of the population is white, and 2) the median household income is \$125,000 or greater. There are no RCAAs in Healdsburg, however it does border a RCAA-designated census tract directly south of the City.

In February 2017, the California Fair Housing Task Force (Task Force) was tasked with creating a map that more effectively reflects that level of racial and ethnic diversity in many parts of California. The map that was created filters areas that are both non-whites racially segregated and high poverty. Census tracts and rural block groups that have both a poverty rate of over 30 percent and that are designated as being racially segregated are categorized by this statewide standard as “High Segregation and Poverty.” There are no Block Groups of High Segregation and Poverty in Healdsburg.

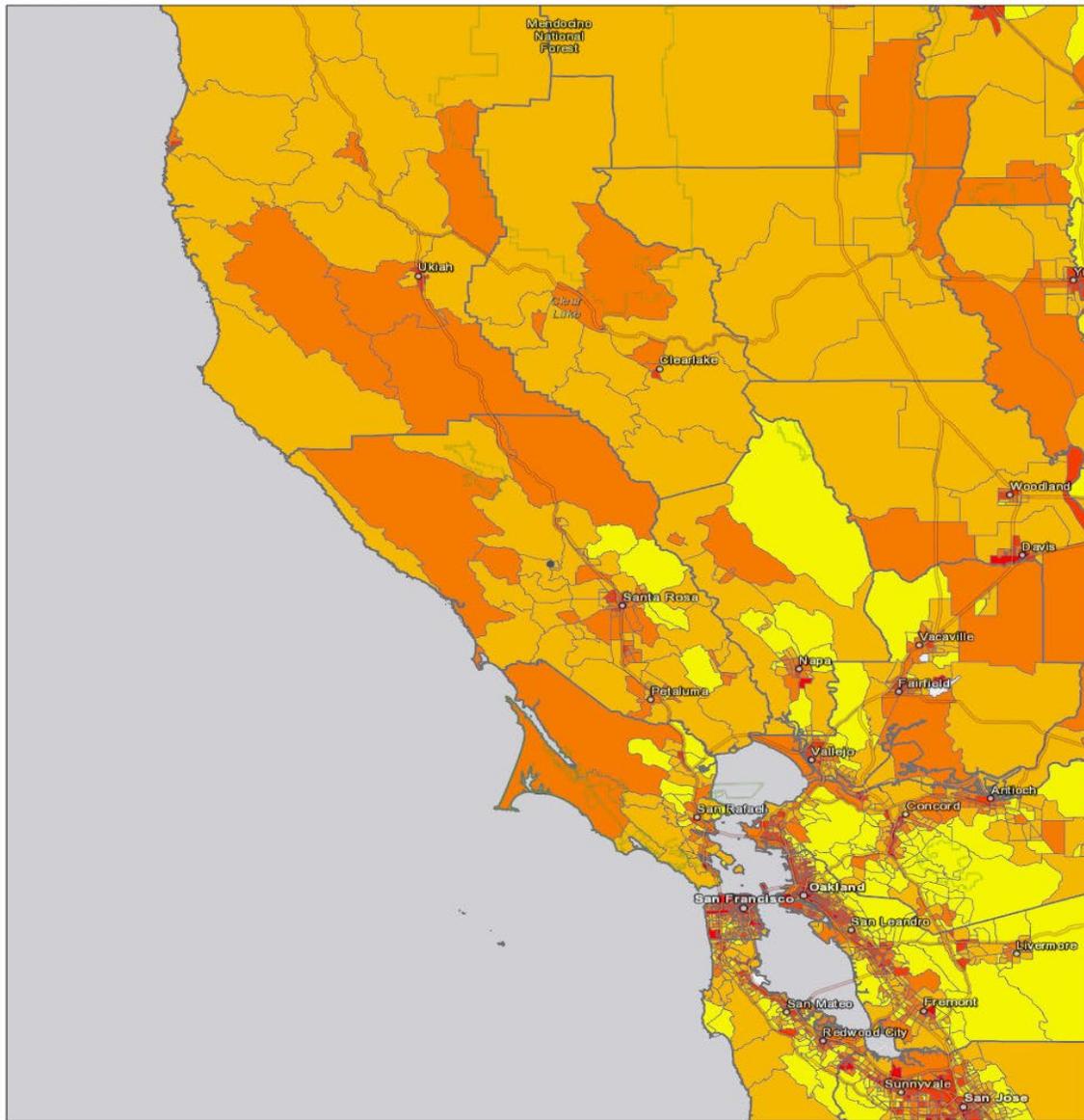
Tenure

In 2019, 60.5 percent of housing units in Healdsburg were occupied by the owner. This percentage declined from the previous year’s rate of 61.3 percent. This is lower than the national average of 64.1 percent.

In Sonoma County, the location of renters largely correlates with patterns of racial and ethnic segregation. There highest concentration of renters is near Santa Rosa and Petaluma. There are fewer renters in the northeast portion of the county.



Figure 16 Sonoma County Percent of Households in Renter-Occupied Housing Units



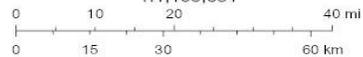
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County Boundaries

(R) Percent of households in renter - occupied housing units (HUD) - Tract

- ≤ 20 %
- 20% - 40%
- 40% - 60%
- 60% - 80%
- > 80%

1:1,155,581





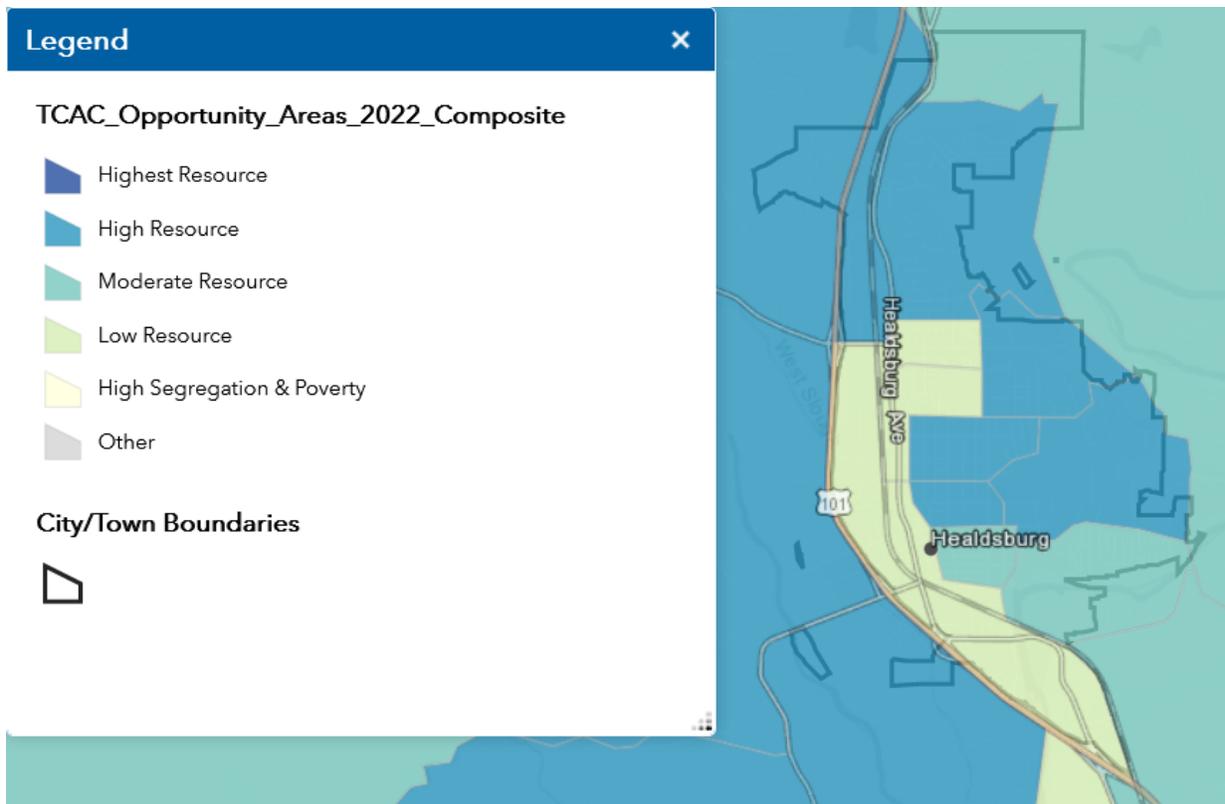
Disparities in Access to Opportunity

Racial and economic segregation can lead to vastly unequal access to opportunities within community such as access to high performing schools, good paying jobs, public transportation, parks and playgrounds, clean air and water, public safety, and other resources. This generational lack of access for many communities, particularly people of color and lower income residents, has often resulted in poor life outcomes including lower educational attainment, higher morbidity rates, and higher mortality rates.

This section of the Assessment of Fair Housing will identify socioeconomic barriers related to education, environment, employment, and transportation that could negatively impact certain communities in the City of Healdsburg.

The TCAC Opportunity Areas 2022 Composite Score map (**Figure 17**) summarizes the overall resource level of each census tract. Resource levels in Healdsburg range from Low to High. The Low Resource areas are concentrated in the western part of the city adjacent to Highway 101. This is also where Hispanic or Latinx populations are clustered on the Racial Dot Map.

Figure 17 TCAC Opportunity Areas Composite Scores, 2022



Source: TCAC/HCD Opportunity Area Maps

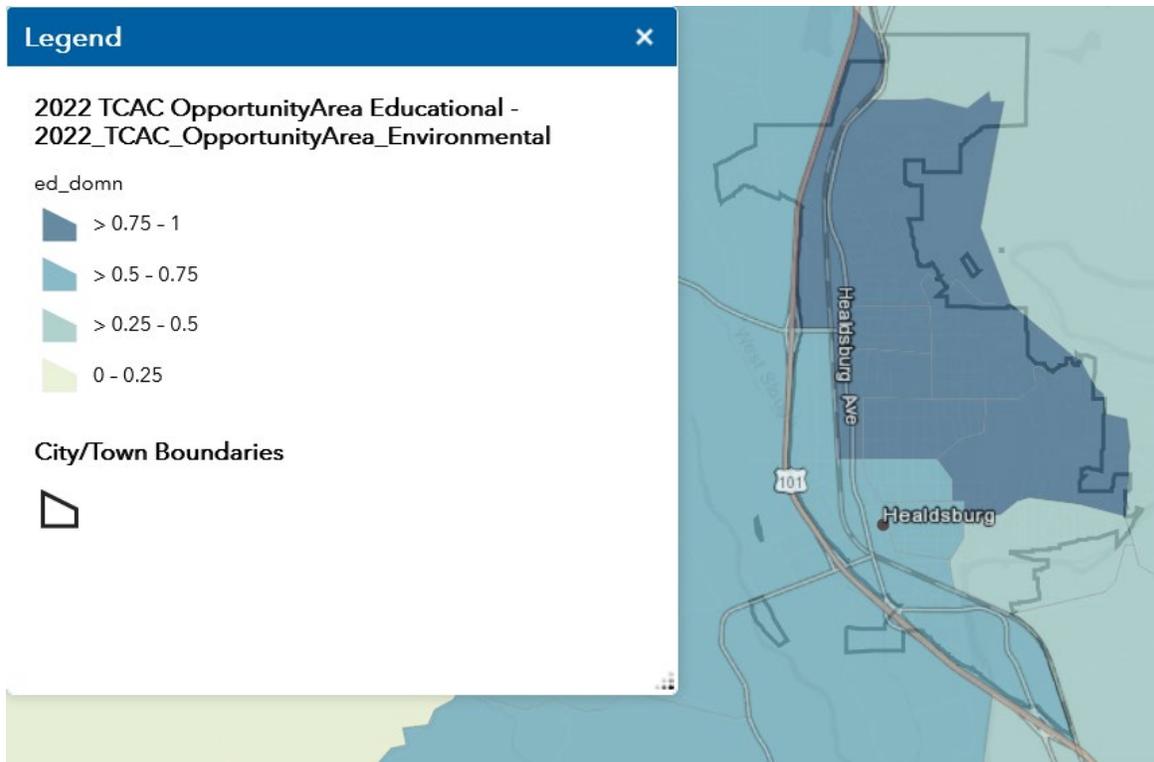


Education

TK-12 education for the City of Healdsburg is provided by the Healdsburg Unified School District. The elementary program consists of one elementary school, Healdsburg Elementary School (grades TK-2) and Fitch Mountain Campus (grades 3-5). The secondary program consists of three schools, Healdsburg High School (9-12), Marce Becerra Academy (alternative high school, grades 11-12), and Healdsburg Junior High (grades 6-8). In 2021, the graduation rate was 90 percent, slightly higher than the statewide average of 86.8 percent.¹⁸ White students had the highest rates of graduation (92.8%) followed by Hispanic students (87.0%). English learners and students with disabilities have notably lower graduation rates, 57.1 percent, and 57.7 percent, respectively.

2021 TCAC Opportunity Areas Education Scores provides an index for measuring the level of educational outcomes within census tracts. The higher the score, the more positive the outcomes. All census tracts that intersect Healdsburg rank show mostly positive education outcomes across the City (**Figure 18**). The State of Housing In Sonoma County 2022 report notes that Healdsburg, along with Sebastopol, Sonoma, and Petaluma, each have college education rates of 40 percent and higher which is the highest in the county.

Figure 18 TCAC Opportunity Areas (2022) Education Score by Tract in Healdsburg



Source: <https://belonging.berkeley.edu/2022-tcac-opportunity-map>

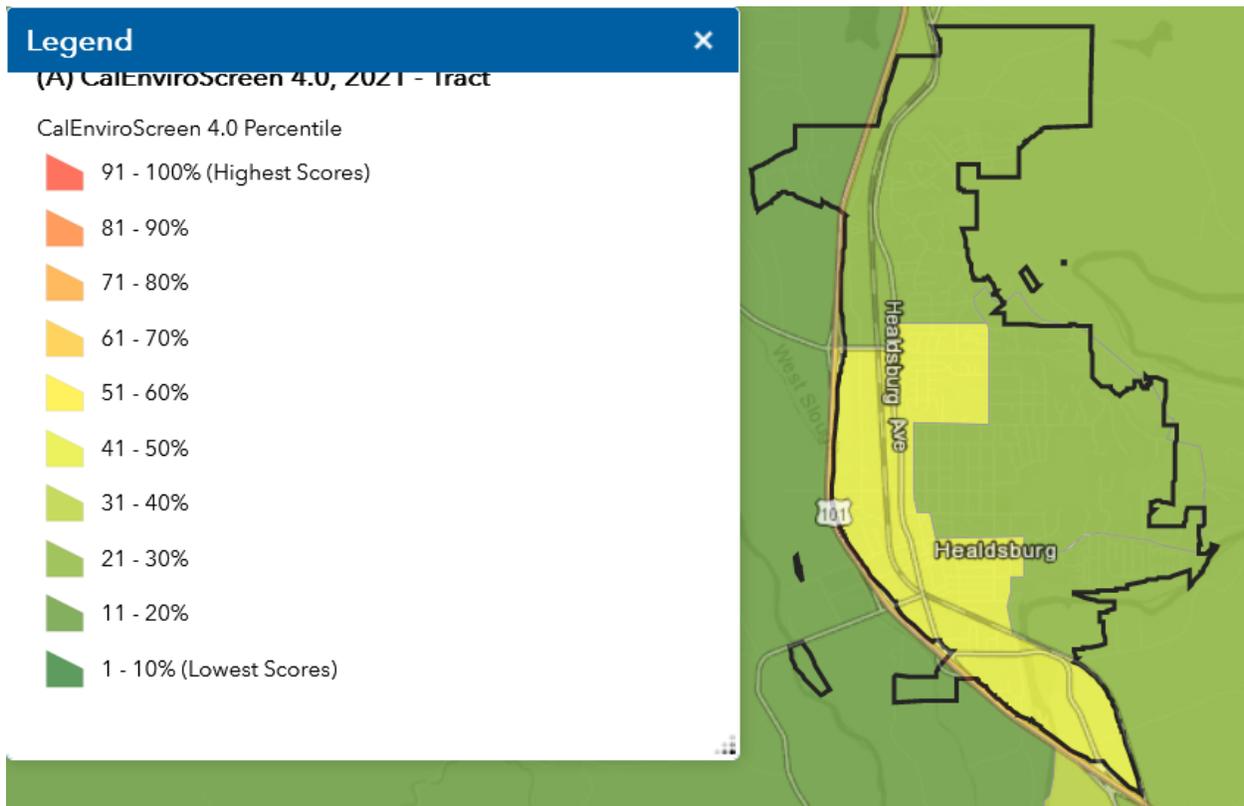
¹⁸ California Department of Education, School Dashboard Additional Reports and Data



Access to Healthy Environment

In February 2021, the California Office for Environmental Health Hazard Assessment (COEHHA) released the fourth version of CalEnviroScreen, a tool that uses environmental, health, and socio-economic indicators to map and compare community environmental scores. A community within the 75th percentile or above is one with higher levels of pollution and/or has other negative environmental traits and is considered a “disadvantaged community.” All census tracts with Healdsburg fall between the 21st and 50th percentile and therefore does not contain any Disadvantaged Communities by COEHHA metrics.

Figure 19 CalEnviroScreen 4.0 Percentiles by Census Tracts in Healdsburg



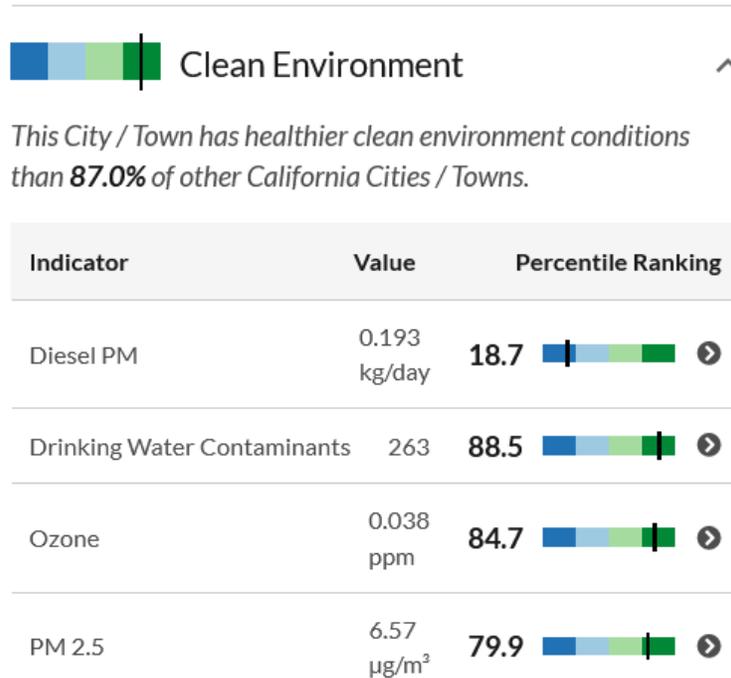
Source: CalEnviroScreen 4.0 – Feb 2021 Update

The California Healthy Places Index (HPI) combines 25 community characteristics like access to healthcare, housing, education, and more, into a single indexed “HPI” score. The healthier a community, the higher the HPI score. The HPI applies a positive frame focusing on assets a community has have they can build on, rather than what is lacking. According to this index, Healdsburg has healthier clean environment conditions than 87.0 percent of other California Cities and Towns.

Of the factors that make up the Clean Environment score, the Diesel PM indicator, which represents the average daily amount of particulate pollution from diesel sources, ranks the lowest. The three other indicators, Drinking Water Contaminants, Ozone, and PM 2.5, rank within the 75th and 100th percentile suggesting relatively healthy outcomes in those areas of environmental health.



Figure 20 California Healthy Places Index, Healdsburg



Source: The California Healthy Places Index (HPI), Public Health Alliance of Southern California

Transportation Opportunities

Public transit is of paramount importance to households affected by low incomes and rising housing prices. Public transit should link lower-income persons, who are often transit dependent, to major employers where job opportunities exist. Access to employment via public transportation can reduce welfare usage rates and increase housing mobility, which enables residents to locate housing outside of traditionally lower- and moderate-income neighborhoods. The lack of a relationship between public transit, employment opportunities, and affordable housing may impede fair housing choice because persons who depend on public transit will have limited choices regarding places to live. In addition, elderly and disabled persons also often rely on public transit to visit doctors, go shopping, or attend activities at community facilities. Public transit must provide a link between job opportunities, public services, and affordable housing to help ensure that transit-dependent residents have adequate opportunity to access housing, services, and jobs.

Sonoma County Transit (SCT) provides public transportation services to the City of Healdsburg and other jurisdictions within the County (Figure 18.) Beginning July 2018, the City of Healdsburg began offering free rides on SCT’s Route 67 “Healdsburg Shuttle” and a volunteer drive program for older adults.¹⁹ SCT’s Route 60 runs along Highway 101 and connects Healdsburg residents to Santa Rosa, Windsor, and Cloverdale.

SCT supports the needs of the disabled community by ensuring that all bus lines are accessible through wheelchair lifts, with at least two on each bus. In addition, the agency offers half-priced fares

¹⁹ [City of Healdsburg website, “Transportation Options”](#)

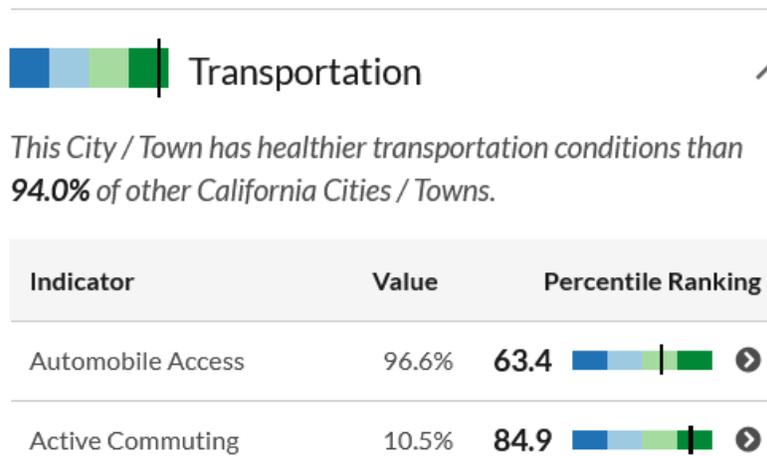


to youth between the ages of five and 18, senior passengers 65 years and over, Medicare card holders, children under the age of five, U.S. veterans, college students, and disabled passengers with identification.

The County of Sonoma partners with several public and nonprofit agencies to provide senior transportation support. This includes the Medical Transportation Management (MTM), Non-Emergent Medical Transportation (NEMT), Sonoma County Area Agenda on Aging, Center for Volunteer and Nonprofit Leadership, and others.

The California Health Places Index (HPI) uses Active Commuting and Automobile access as indicators of healthy transportation conditions in a jurisdiction. The City of Healdsburg has healthier transportation conditions than 94.0% other California cities according to this index. 96.6 percent of the local population has automobile access and 10.5 percent of the population actively commute.

Figure 21 California Healthy Places Index: Transportation in Healdsburg

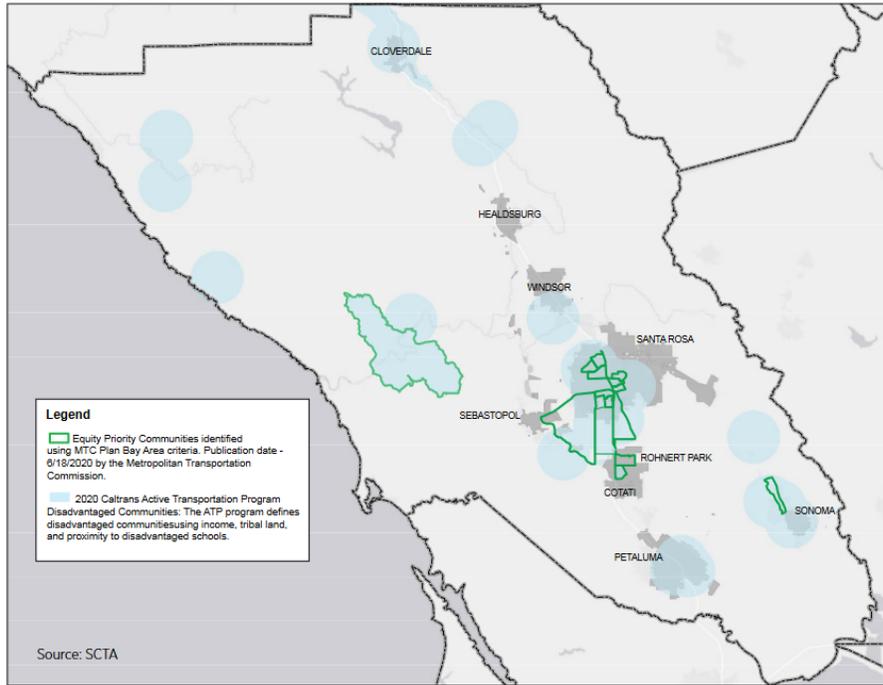


Source: The California Healthy Places Index (HPI), Public Health Alliance of Southern California

Sonoma County Transportation Authority (SCTA) and the Regional Climate Protection Authority (RCPA) outline current and future options for public transit in their Comprehensive Transportation Plan, Moving Forward 2050. This public document is updated every five years to ensure the plan is relevant and meeting community needs. The City of Healdsburg is represented on the SCTA/RCPA Board of Directors and contributes to these regular updates. In the most recent update, released in September 2021, SCTA outlines “Equity Priority Communities” and “2020 Caltrans Active Transportation Program Disadvantaged Communities.” Between 2006 and 2009, an Equity Priority Community was identified in Healdsburg along Highway 101.



Figure 22 Sonoma County Equity Priority Communities



Source: Sonoma County Transportation Authority

According to the same report, three cities in Sonoma County have been recognized as Bicycle Friendly Communities by the League of American Cyclists. The City of Healdsburg has been recognized as a bronze level Bicycle Friendly Community since 2014. Additionally, the first bike share program in the county was piloted in Healdsburg from 2018 to 2020 with about 30 pedal bicycles.

Economic Development and Access to Jobs

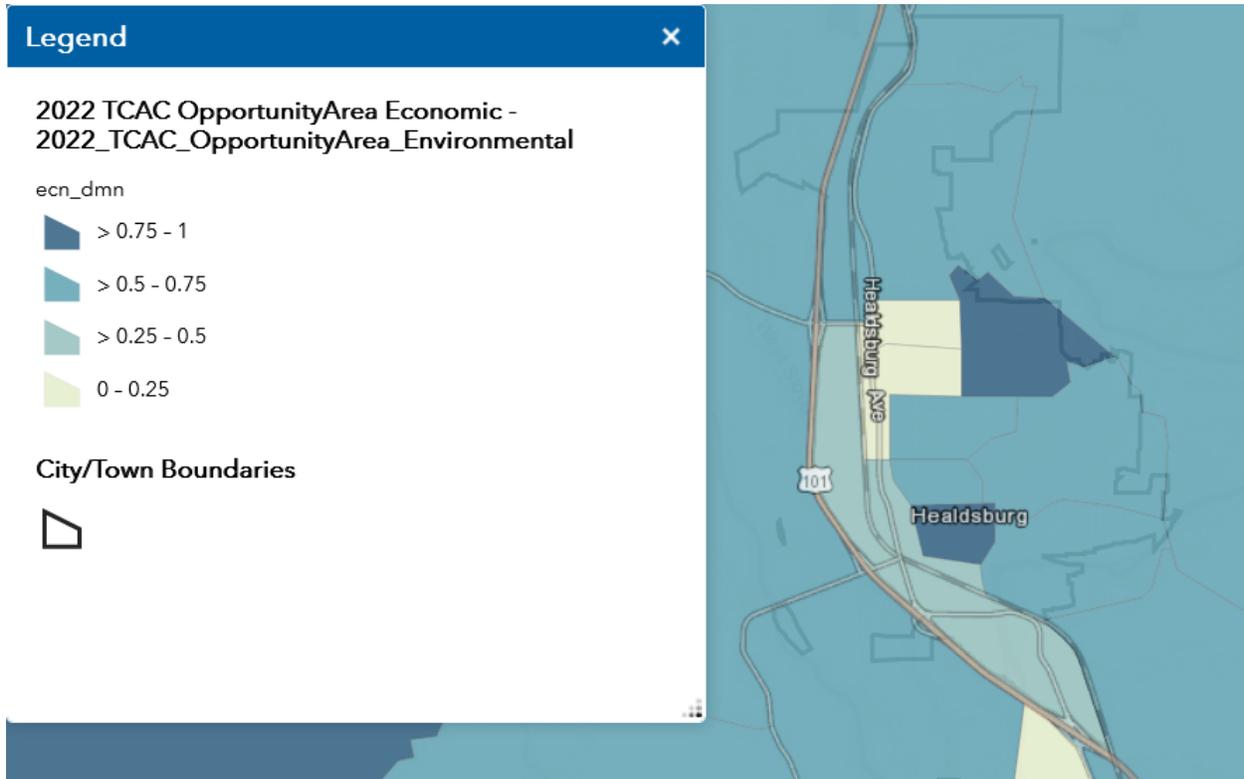
The TCAC Opportunity Maps accounts for regional differences in access to opportunities within census tracts. The Economic Domain factors in the following indicators to generate Economic Scores for each tract:

- **Poverty:** Percent of population with income level above 200% of federal poverty line
- **Adult Education:** Percent of adults with a bachelor’s degree or above
- **Employment:** Percent of adults aged 20-64 who are employed in the civilian labor force or in the armed forces
- **Job Proximity:** Number of jobs filled by workers with less than a BA that all within a given radius of each census tract
- **Median Home Value:** Value of owner-occupied units

There is a range of economic outcomes within the census tracts that intersect Healdsburg. Lower scores can be found within the tract on the western side of the City adjacent to Highway as well as in the center.



Figure 23 TCAC Opportunity Areas (2022) Economic Score Map of Healdsburg



Source: 2022 HCD/TCAC Opportunity Area Maps: Economic

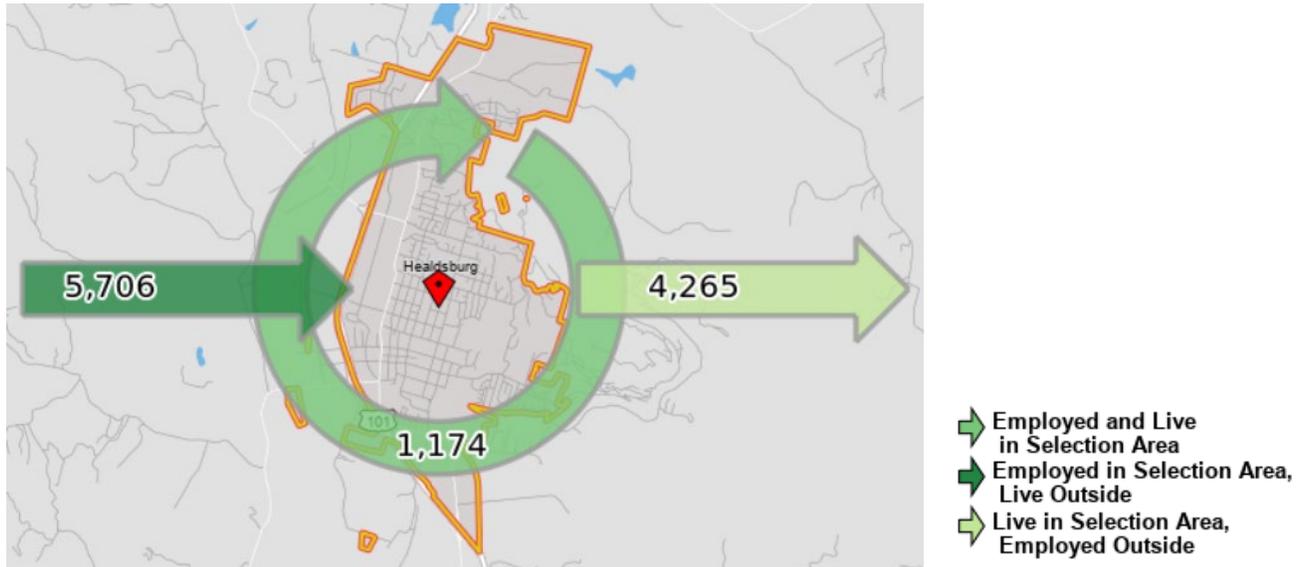
According to the U.S. Census Bureau, there were 6,880 jobs in the City of Healdsburg in 2019, most of which are concentrated in the western part of the City along Highway 101. Accommodation and Food Services industry employed the highest number of individuals (20.9%) followed by Health Care and Social Services (12.3%) and Retail Trade (12.3%).

Employment Inflow/Outflow analyses from the U.S. Census Bureau OnTheMap tool highlight the movement of workers commuting into and out of Healdsburg (**Figure 24**). This data is useful for understanding the ratio between residents who are employed within the City and those who are employed outside of the City as well as how many workers are commuting from outside of the City for employment opportunities.

Healdsburg is a net importer of workers from outside city limits. Out of the 6,880 individuals employed in Healdsburg, 5,706 (82.9%) live outside the city while 1,174 (17.1%) work and live inside the city. Of the 5,439 workers living in Healdsburg, 4,265 (78.4%) are employed outside and 1,174 (21.6%) work and live inside of the City. Further analysis of worker flow is needed to determine if there is a housing need for non-residents employees (i.e., average length of commutes, city-wide VMT analysis, etc.).



Figure 24 Inflow and Outflow Analysis of Healdsburg

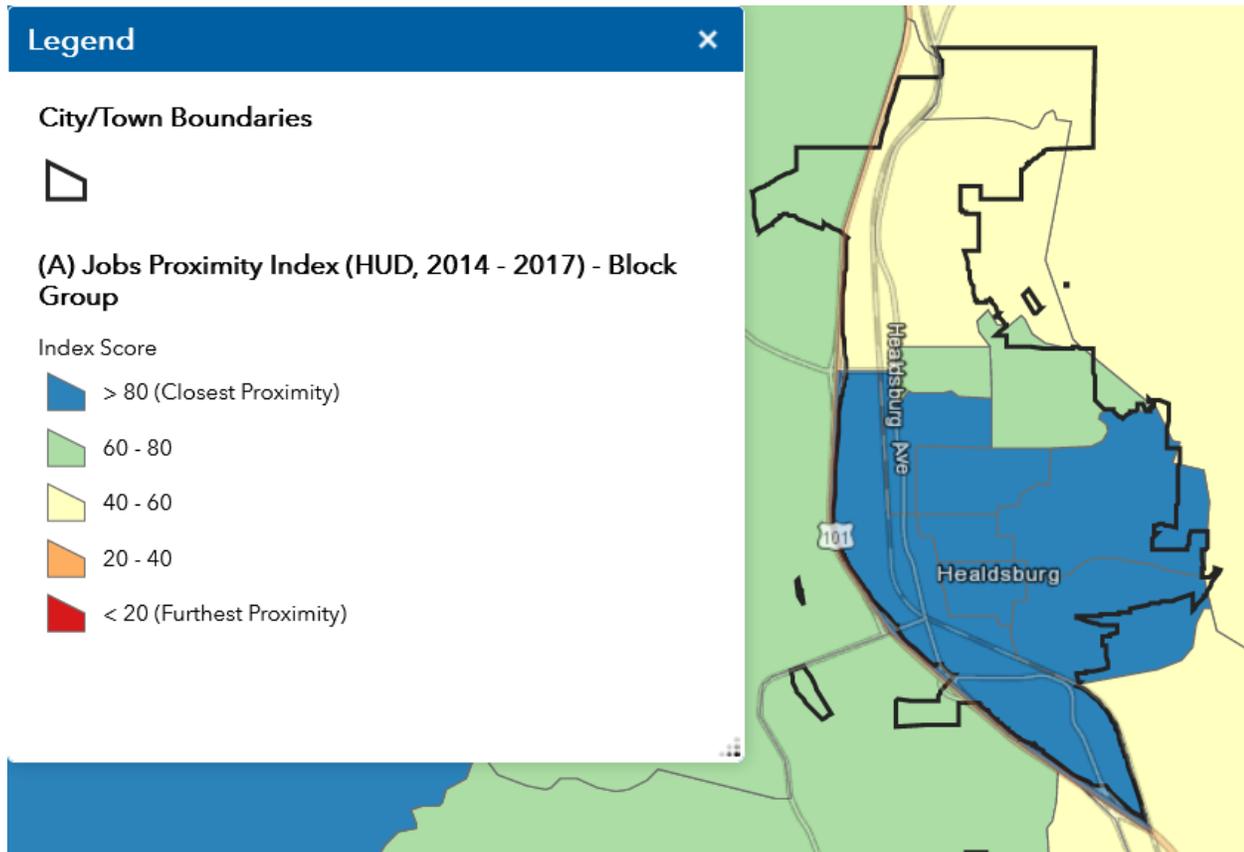


**Note: Arrows do not indicate directionality of worker flow
Source: OntheMap.ces.census.gov, 2019*

The U.S. Department of Housing and Urban Development (HUD) Jobs Proximity Index quantifies the accessibility of a given residential neighborhood as a function of its distance to all job locations within a CBSA, with larger employment centers weighted more heavily. The higher the index value, the better the access to employment opportunities for residents in a neighborhood. All block groups in Healdsburg have relatively strong job proximity according to 2014 - 2017 data (**Figure 25**).



Figure 25 Job Proximity Index Map of Healdsburg

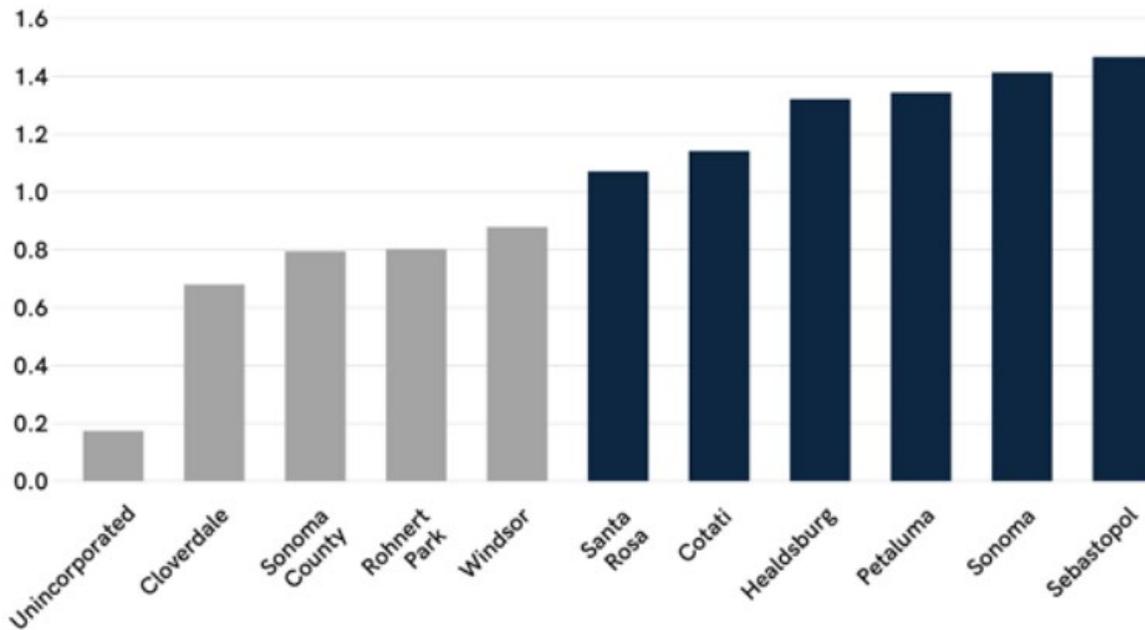


Source: HCD AFFH Data Viewer 2021, TCAC 2021

Measuring the ratio of jobs-to-housing can offer insight into how well cities are balancing the two, and although imperfect, ratios that are too skewed in either direction can indicate an opportunity for action. Figure 24 ranks jurisdictions in Sonoma County based on its respective jobs-to-housing ratio. The higher the ranking, the stronger the jobs-to-housing ratio. Healdsburg’s job-to-housing ratio is one of the top four strongest of all the Sonoma County jurisdictions with jobs-to-housing ratios above 1.3 (i.e., 1.3 jobs for every home built). The jobs-to-housing ratio in these jurisdictions rank well below the average Bay Area jurisdiction given that cities like San Francisco and San Jose produce more than three jobs for every permitted home according to the State of Housing in Sonoma County 2022 report.



Figure 26 Ratio of All Jobs to Homes in Sonoma County Jurisdictions



Source: California Department of Housing and Community Development, Annual Progress Reports, Generation Housing

Disproportionate Housing Needs, Including Displacement

Disproportionate housing needs refer to a condition(s) in which there are significant disparities in the proportion of members of a protected class experiencing a category of housing needs when compared to the proportion of members of any other relevant groups, or the total population experiencing that category of housing need in the applicable geographic area. For purposes of this definition, categories of housing need are based on such factors as cost burden and severe cost burden, overcrowding, homelessness, and substandard housing conditions. This section analyzes these four housing needs categories as they apply in the City of Healdsburg.

Cost Burden and Severe Cost Burden

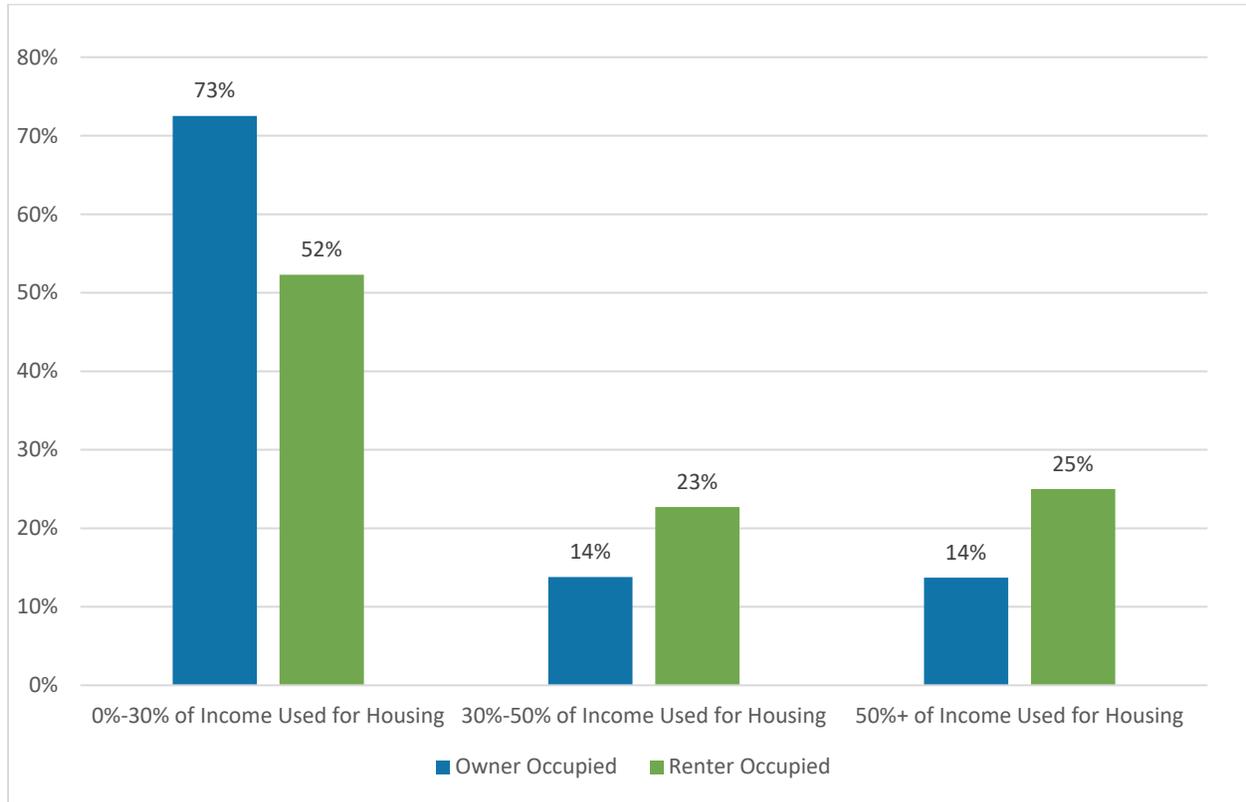
Housing cost burden is commonly measured as the percentage of gross income spent on housing, with 30 percent threshold for 'cost burden' and 50 percent the threshold for 'severe cost burden.' A lower-income household spending the same percent of income on housing as a higher-income household is therefore more likely experience a 'cost burden.' Some of the implications of high-cost burden can include housing-induced poverty, where overspending on housing leaves households little financial resources for other expenditures, and reduced savings which can impact asset accumulation.

While the housing market has resulted in home prices increasing dramatically, homeowners often have mortgages with fixed rates, whereas renters are more likely to be impacted by market increases. Like most places, renters are more cost-burdened than homeowners in the City of Healdsburg with 23 percent of renters experiencing cost burden (i.e., spending 30% to 50% of their



income on housing costs) and 25 percent of renters experiencing severe cost burden. These rates are both 14 percent for homeowners (**Figure 27**).

Figure 27 Cost Burden by Tenure in Healdsburg

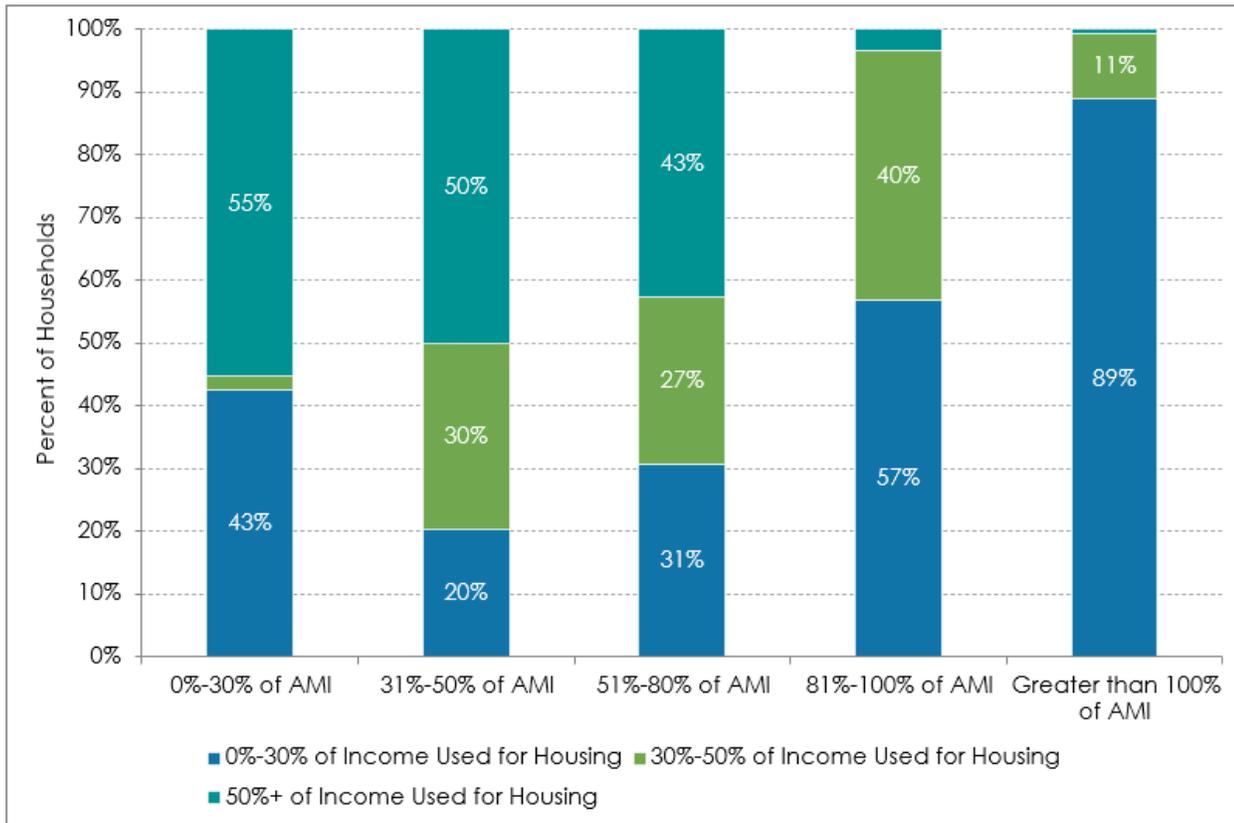


Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

A community’s lowest income earners are most likely to experience cost burden and as a result are at the greatest risk of housing insecurity. Over half of extremely low-income households in Healdsburg are severely cost-burdened and almost all are cost-burdened to some extent. The proportion of severely cost-burdened households becomes exponentially smaller as income increases (**Figure 28**). Within highest income households, only 11 percent are cost-burdened and less than one percent are severely cost-burdened.



Figure 28 Cost Burden by Income Level in Healdsburg

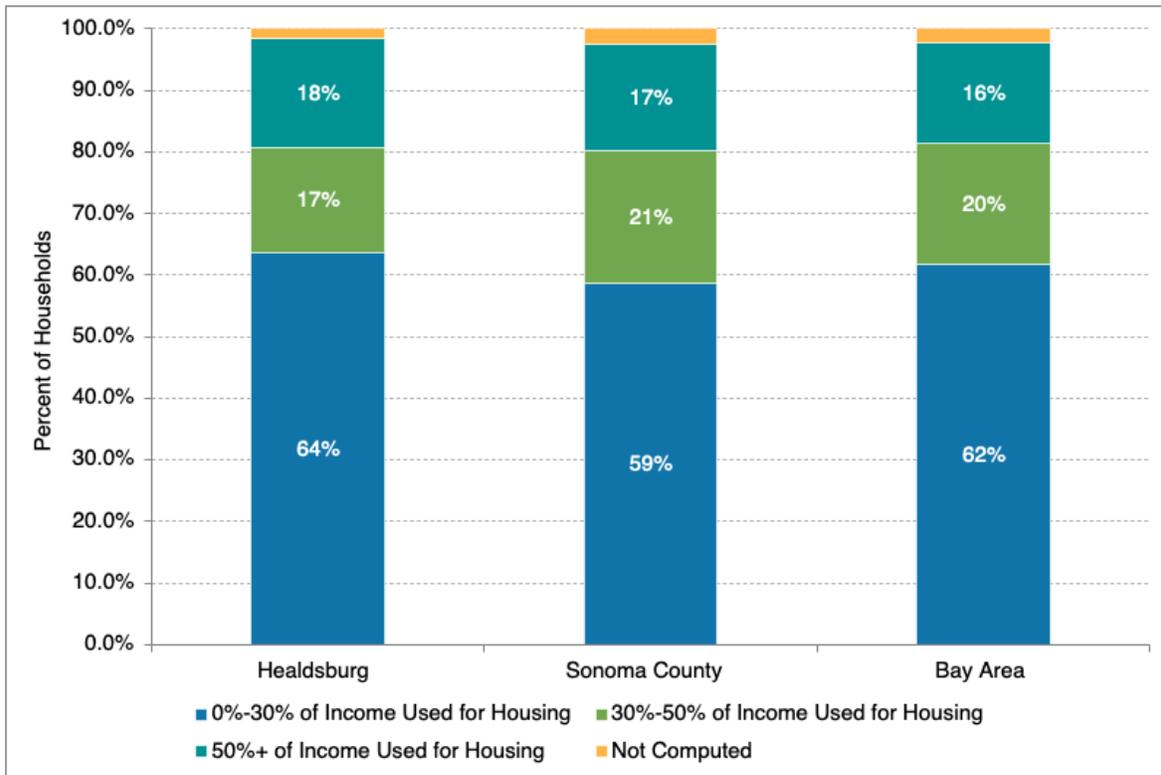


Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

Compared to Sonoma County and California, renter- and owner-occupied households in Healdsburg experience housing cost burdens at slightly lower rates. Healdsburg also has the greatest share of those who can afford housing (i.e., spend between zero and 30 percent on housing costs).



Figure 23 Cost Burden Severity in Healdsburg, Sonoma County, and California



Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25070, B25091

Overcrowding

Households having more than 1.01 to 1.5 persons per room are considered overcrowded and those having more than 1.51 persons per room are considered severely overcrowded. The person per room analysis excludes bathrooms, porches, foyers, halls, and half-rooms. Residential overcrowding reflects demographic and socioeconomic conditions as it has been correlated with increased risks of contracting communicable diseases, higher rates of respiratory illness, and greater vulnerability to being homeless.

Older-adult immigrant and recent immigrant communities, families with low incomes and renter-occupied households are more likely to experience household crowding. A form of residential overcrowding known as "doubling up" is co-residing with family members or friends for economic reasons. Doubling up is the most reported living situation for families and individuals before the onset of homelessness.²⁰

In Healdsburg, rates of overcrowding are highest for Hispanic households. Asian households experience the lowest rates of overcrowding, followed by White households. This is likely explained by the overall low number of Asian households in Healdsburg. Hispanic households experience

²⁰ California Department of Health and Human Services



higher rates of overcrowding than the city average. As with the data discussed for disability status in section 4.5.3, age may play some role in explaining racial and ethnic disparities in overcrowding. Relatively younger adults are more likely to have minor children in their households, which, in turn, increases the likelihood of overcrowding. Conversely, older adults are more likely to reside in one- or two-person households.

Table 24 Occupants Per Room for Households by Race and Ethnicity in Healdsburg

Race or Ethnicity	Total Households	% in Units with 1.00 or Fewer Occupants Per Room	% in Units with 1.01 or More Occupants Per Room
Total Non-Institutionalized Population	4,635	97.78%	2.22%
White Alone, Not Hispanic or Latino	3,528	99.63%	0.37%
Black or African American Alone	0	N/A	N/A
Asian Alone	59	100.00%	0.00%
Hispanic or Latino (of any race)	977	90.79%	9.21%

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25014

Data concerning severe overcrowding by race and ethnicity is not available, but there is data on severe overcrowding by housing tenure, a factor that is often correlated with race and ethnicity. In Healdsburg and the region, White and Asian households are relatively more likely to be homeowners while Black and Hispanic households are relatively more likely to be renters. As the data above shows, renter-occupied households are much more likely to be subjected to severe overcrowding than are owner-occupied households.

Table 25 Severe Overcrowding for Households by Tenure in Healdsburg

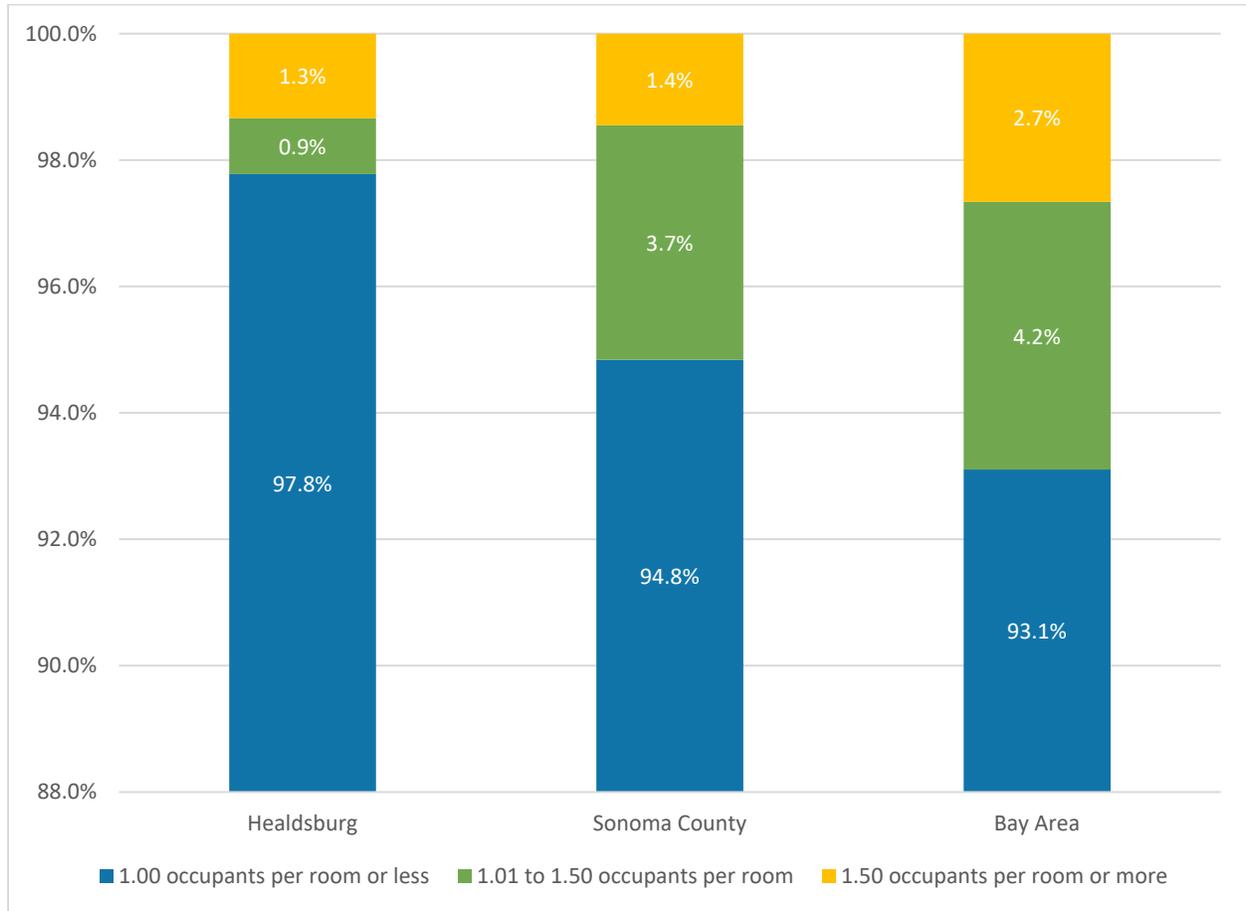
Tenure	Total Households	% in Units with 1.50 or Fewer Occupants Per Room	% in Units 1.51 or More Occupants Per Room
Owner-Occupied	2,803	99.11%	0.89%
Renter-Occupied	1,832	97.98%	2.02%

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

The rate of overcrowding in Healdsburg (2.2%) is lower than the rates of both the county (5.1%) and the state (6.9%).



Figure 26 Rates of Overcrowding in Healdsburg, Sonoma County, and Bay Area



Source: ABAG/MTC Housing Needs Data Packet



Substandard Housing

The American Community Survey includes questions that are used to indicate ‘substandard housing’ as defined by the Code of Federal Regulations (Title 24, § 5.425). In 2010, the ACS reported that approximately 2,800 housing units in the county are considered severely substandard because they lacked either complete plumbing facilities or complete kitchens. Together, assuming no overlap, these units represented 1.6% of the county’s occupied housing units. Sixty-four percent of substandard units in the county are renter occupied. For the state overall, 1.5% of occupied housing units are considered substandard, which mirrors the proportion in Sonoma County.

In Healdsburg, 1.2% of households experience a lack of amenity (kitchen), and all are rentals.

Table 27 Substandard Housing Issues in Healdsburg

Building Amenity	Owner	Renter
Kitchen	0.0%	1.2%
Plumbing	0.0%	0.0%

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Tables B25053, B25043, B25049

Taken together, **Table 28** and **Table 29** show, first, that very few households in the PUMS that includes Healdsburg reside in housing that ACS data shows to be physically substandard, i.e., lacking complete plumbing and/or kitchen facilities. It should be noted that ACS data does not reflect whether housing is subject to other substandard conditions, like mold, nonfunctioning utilities, and vermin infestation. Second, the tables show that, to the extent that any group is more likely to live in housing lacking such facilities, Asian and White households lack such facilities at higher rates than Black and Hispanic households that have lower household incomes.

Table 28 Plumbing Facilities by Race and Ethnicity, Public Use Microdata Area – Sonoma County (North) – Windsor Town, Healdsburg & Sonoma Cities

Race or Ethnicity	Total Population	% in Units That Lack Complete Plumbing Facilities	% in Units That Have Complete Plumbing Facilities
White Alone*	150,764	0.29%	99.71%
Black or African American Alone	1,208	0.00%	100.00%
Asian Alone	4,513	1.42%	98.58%
Hispanic or Latino (of any race)	38,872	0.21%	99.79%

Source: 2015-2019 Public Use Microdata Sample (PUMS)

Table 29 Kitchen Facilities by Race and Ethnicity, Public Use Microdata Area – Sonoma County (North) – Windsor Town, Healdsburg & Sonoma Cities

Race or Ethnicity	Total Population	% in Units That Lack Complete Kitchen Facilities	% in Units That Have Complete Kitchen Facilities
White Alone*	150,764	0.59%	99.41%



Black or African American Alone	1,208	0.00%	100.00%
Asian Alone	4,513	1.13%	98.87%
Hispanic or Latino (of any race)	38,872	0.31%	99.69%

Source: 2015-2019 Public Use Microdata Sample (PUMS)

*Note: The White alone population in this table is not disaggregated to exclude people who identify as both Hispanic or Latino and White.

Homelessness

Those experiencing homelessness include individuals or families who lack or are perceived to lack a fixed, regular, and adequate nighttime resident, or who have a primary nighttime resident in a shelter, on the street, in a vehicle, or in an enclosure or structure that is not authorized or fit for human habitation. People experiencing homelessness have the most immediate housing needs of any population group and are most vulnerable to violence and criminalization due to their unhoused status.

California accounts for almost half (47%) of the country's homeless population. Sonoma County has the fourth highest number of homeless individuals for large suburban areas in the United States.²¹ The 2020 Sonoma County Point-In-Time Count reported 2,745 individuals experiencing homelessness, a seven percent decrease in homeless persons since 2019. Of those experiencing homelessness in the County, the majority (63%) are white men. Between 2019 and 2020, the number sheltered populations increased by five percent.²²

As of 2020, the primary causes of homelessness in Sonoma County are job loss (22%), alcohol or drug use (16%), argument with family or friend (15%), and fire (10%). Obstacles to obtaining permanent housing include unaffordable rent (70%), lack of job or insufficient income (50%), no money for moving costs (31%), lack of housing availability (20%), and lack of transportation (17%).²³ Since 2016, homelessness counts in the 18 to 24 age group and those 61 years and older have decreased, with increases in the 31 to 60 age group.

Healdsburg is one of a growing number of smaller cities in Sonoma County that is facing the need to increase supply of affordable housing, permanent supportive housing, and transitional housing. The 2020 Point-In-Time Count conducted in early 2020 identified 69 homeless persons in Healdsburg, which is roughly half the number counted in 2018 (**Table 30**).

²¹ County of Sonoma Community Development Commission "Project Homekey" page

²² " "

²³ 2020 Sonoma County Homeless Census Comprehensive Report



Table 30 Total Number of Homeless Persons by Shelter Status in Healdsburg

	2018	2019	2020
Unsheltered	81	64	69
Sheltered	48	9	0
Total	129	73	69
<i>Source: 2020 Sonoma County Homeless Census Comprehensive Report</i>			

Displacement

Shifts in neighborhood composition are often framed and perpetuated by established patterns of racial inequity and segregation. Neighborhood change is influenced by three processes: movement of people, public policies, and investments, such as capital improvements and planned transit stops, and flows of private capital.²⁴ These processes can disproportionately impact people of color, as well as lower income households, persons with disabilities, large households, and persons at-risk or experiencing homelessness. They can also displace people to the extent of homelessness.

For the purposes of this assessment, displacement is used to describe any involuntary household move caused by landlord action or market changes. Displacement is fueled by a combination of rising housing costs, rising income inequality, stagnant wages, and insufficient market-rate housing production.²⁵ Decades of disinvestment in low-income communities, couples with investor speculation, can result in a rent gap or a disparity between current rental income and the land, and potentially achievable rental income if the property is converted to its most profitable use.

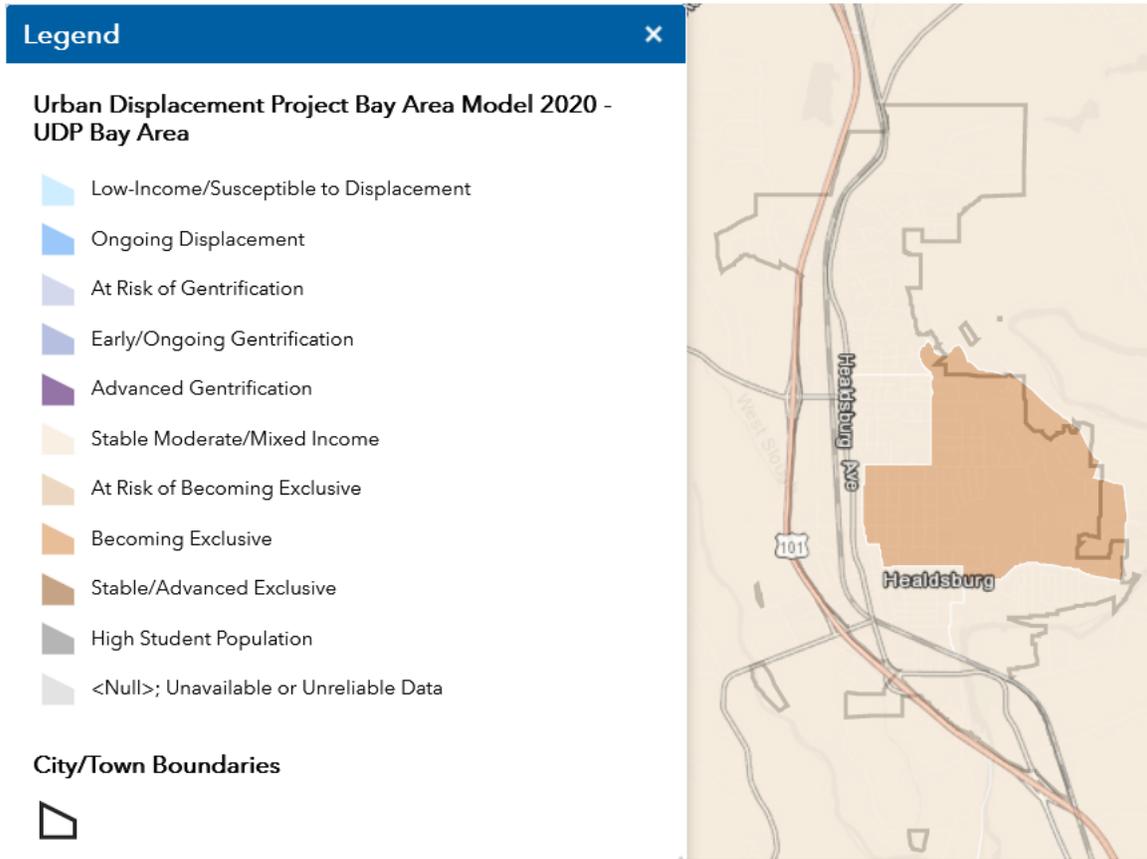
In 2015, researchers at the University of California Berkeley’s Urban Displacement Project (UDP) collaborated with the San Francisco Mayor’s Office of Housing and Community Development to better understand and predict where gentrification and displacement was happening and would likely occur in the Bay Area. While most of Healdsburg was determined to be “Stable Moderate/Mixed Income,” there is one census tract on the eastern side of the City that is “Becoming Exclusive” according to this research (**Figure 29**). This means that in 2018, the tract was characterized as moderate, mixed moderate, mixed high, or high-income and the median income was higher in 2018 than it was in 2000. Additionally, housing was found to be affordable only to middle, high, mixed moderate, and mixed high-income households, there was a rapid increase in housing costs, an absolute loss of low-income households between 2000 and 2019, a declining low-income in-migration rate between 2012 and 2018.

²⁴ Zuk, M., et al. (2015). Gentrification, Displacement, and the Role of Public Investment. Federal Reserve Bank of San Francisco, 32.

²⁵ Been, V., Ingrid, E., & O’Regan, K. (2019). Supply Skepticism: Housing Supply and Affordability. Housing Policy Debate, 29(1), 25-40.



Figure 29 Urban Displacement Project May Area Model 2020 – Healdsburg

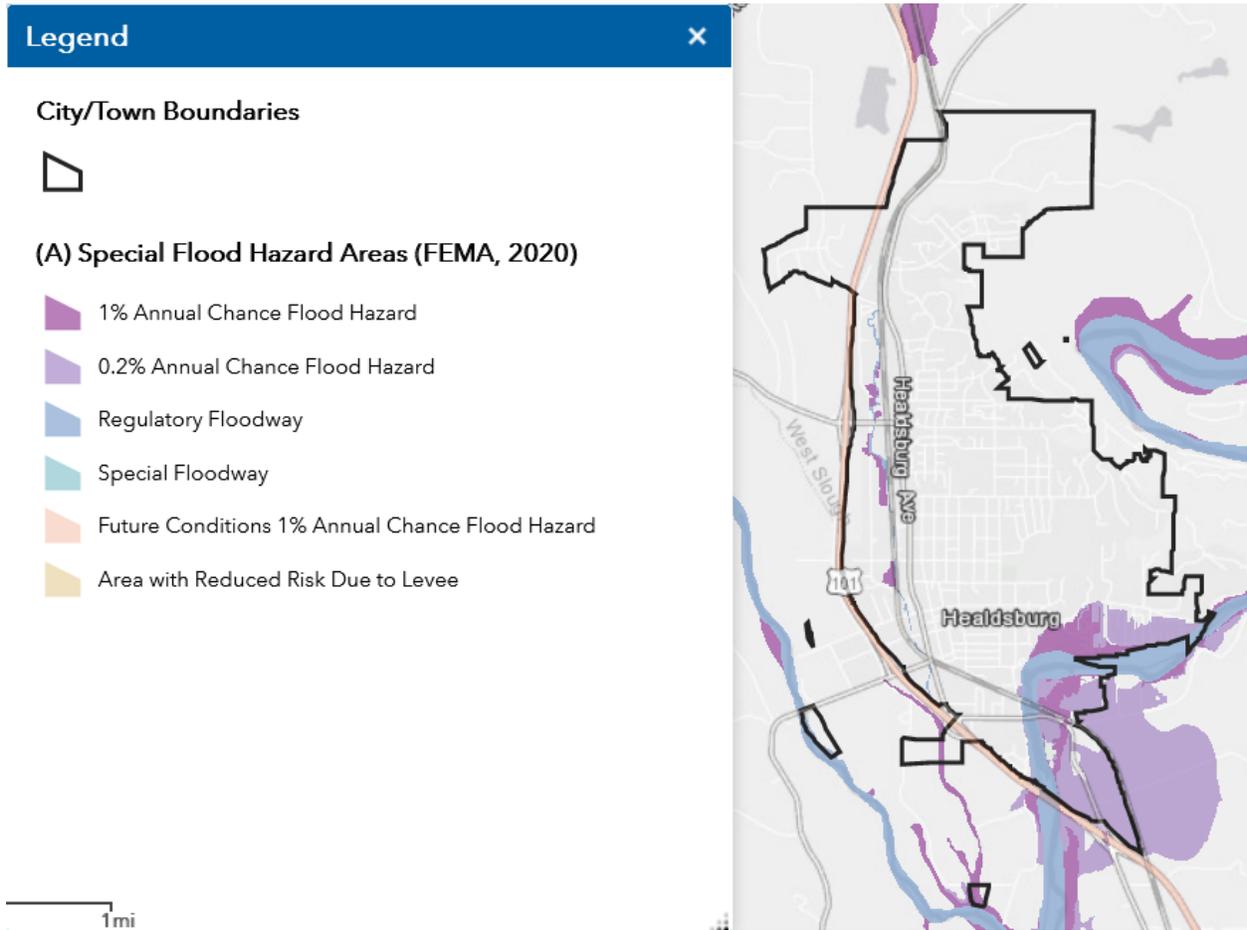


Source: Chapple, K., & Thomas, T., and Zuk, M. (2021). Urban Displacement Project website. Berkeley, CA: Urban Displacement Project.

Figure 30 identifies census tracts that are at risk of disaster-driven displacement from flooding. The Special Flood Hazard Areas in Healdsburg are concentrated in the southeastern corner of the City, with one thin segment running parallel to the western city limit line and Highway 101.



Figure 30 FEMA Special Flood Hazard Areas in Healdsburg (2020)



Source: Flood Hazard Areas from the Flood Insurance Rate Map created by the Federal Emergency Management Agency (FEMA)



Fair Housing Goals and Priorities Based on Identified Contributing Factors Summary

Table 31 Fair Housing Issues, Contributing Factors, and Programs & Actions

Fair Housing Issue	Contributing Factors	Meaningful Action
Constrained supply of affordable & attainable housing	Aging population excludes younger population who need help to enter the housing market	<ul style="list-style-type: none"> ■ Housing Program 4 - Expanding Housing Development Capacity ■ Housing Program 5 - Affordable and Middle-Income Housing ■ Housing Program 7 - Remove Housing Constraints
	Lack of affordable, accessible housing in a range of sizes	<ul style="list-style-type: none"> ■ Housing Program 2 - Preserving Existing Housing and Neighborhoods ■ Housing Program 5 - Affordable and Middle-Income Housing ■ Housing Program 8 - Extremely Low-Income, Homeless, and Special Needs Housing
	Displacement of residents due to economic pressures (priced out, etc.)	<ul style="list-style-type: none"> ■ Housing Program 2 - Preserving Existing Housing and Neighborhoods ■ Housing Program 5 - Affordable and Middle-Income Housing ■ Housing Program 6 - Affirmatively Furthering Fair Housing
	Lack of affordable units appropriately sized for large families	<ul style="list-style-type: none"> ■ Housing Program 3 - Sustaining and Expanding Housing Sites ■ Housing Program 5 - Affordable and Middle-Income Housing ■ Housing Program 8 - Extremely Low-Income, Homeless, and Special Needs Housing