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**Introduction**

This anti-displacement/gentrification study is being completed as an extension of the work conducted for the Sacramento CCSP. The City of Sacramento, along with the Sacramento Housing and Redevelopment Agency (SHRA) and the Sacramento Area Council of Governments (SACOG) studied potential gentrification / displacement in the plan area, and policy recommendations to combat these issues.

The document looks at:

- Existing planning efforts in Sacramento’s central city;
- Analysis done on downtown gentrification and displacement;
- How a city’s growth can impact low income communities; and
- How the City of Sacramento will continue to have policies and strategies that enable residents to have, regardless of income, access to jobs and opportunities within the Central City.

The City already has policies in place that promote affordability and housing development and with continued growth, notably the 10,000 housing initiative in downtown as well as what is called for in the Central City Specific Plan (CCSP). It is important that the City continue to look to other jurisdictions for examples on how to mitigate displacement in a time of increased investment.

Gentrification is a complex issue that happens over time and its causes can be attributed to a multitude of factors centered around reinvestment in neighborhoods previously lacking investment. Displacement as defined by the California Air Resources Board’s (ARB) is “the out-migration of certain groups of individuals or households (often low-income) from neighborhoods as a result of rising housing costs and neighborhood conditions associated with new investments in those neighborhoods.”
**Key Findings**

- Average apartment rental rate for the CCSP area has increased 32% since 2008 ($1,737 per month)
- Vacancy rates have dropped to 3.2% in the CCSP area in the same time period
- Extremely low-, very low-, and low-income households are at risk of displacement in the CCSP area
- Lower-income households represent nearly 53% of all CCSP households
- Sacramento will continue to consider anti-displacement policies and programs to preserve the current affordable housing stock, create additional subsidized affordable housing, and help existing lower-income CSSP area residents remain in the area
- Sacramento should consider workforce development programs targeted to existing lower-income CCSP area residents, to help them increase their earnings so that they are better able to cope with increasing housing costs
- Sacramento should place priority on implementing multiple and diverse anti-displacement policies, before the rate of displacement gets to the level of the Bay Area and Southern California
Analysis contained in the Central City Specific Plan Market Analysis indicates that housing displacement risk among moderate-income and above moderate-income households seems not to be a concern (at the moment), however, extremely low-, very low-, and low-income households are at risk of displacement due to excessive or severe housing cost burdens caused by increasing housing costs, coupled with a lack of alternative affordable housing options.

With additional investments in the plan area, creating value and stimulating additional demand, there may be rising housing rental rates and sale prices rents and for sale prices may rise (on top of what is already occurring). To combat the displacement of very-low, income, low-, income, and even moderate-income households, the city must implement multiple and diverse anti-displacement policies on top of the steps it has already taken to incentivize production of housing for of all income levels.

Image 1 (Rendering of Proposed Streetcar)
Policies and programs explored in this document include those to create lower housing price points, create additional subsidized affordable housing, increase overall housing supply, and promote workforce development (attempting to enhance a region’s economic stability and prosperity by focusing on people and increasing their training / competitiveness for higher paying jobs). The recommended plan area (and citywide) strategies for the City to continue to study, and potentially implement in the plan area (and / or and citywide) are include: create permanent sources of funding for affordable housing development, encouraging development of smaller housing units, fair eviction boards, and support for workforce development and training.

Sacramento Central City Specific Plan (CCSP)

Directly from the introduction in the CCSP, “Sacramento has a long-standing goal to create a vibrant Central City offering world-class amenities and places for people to live, work and play. As the heart of the City and gathering place for a growing region, the Central City is pivotal to Sacramento’s vision to be the ‘most livable city in America’” (emphasis existing). In 2015, the City of Sacramento launched the Downtown Housing Initiative to create 10,000 new places to live in the next 10 years. The Central City Specific Plan builds on that initiative by looking at growth opportunities in the near future and in the years to come.

The City worked with development experts, community-based interest groups, and the community at large to achieve the best plan possible. Community input and engagement tools include stakeholder meetings, community workshops, and online engagement. The Central City was adopted on April 19, 2018.

CENTRAL CITY SPECIFIC PLAN GOALS

- Create a Specific Plan that paves the way for at least 10,000 places to live in the next 10 years
- Develop a varied housing stock that reflects the diversity of Sacramento
- Incentivize Transit-Oriented Development throughout the Central City along the streetcar corridor
o Remove barriers to housing development by streamlining the development and environmental review process

o Maintain the quality of life central city residents experience and further neighborhood livability by including supporting amenities along with housing

Figure 1 (Central City Specific Plan boundary)

TOD Grant
The State of California’s Transit and Intercity Rail Capital Program (TIRCP) funding is the key to unlocking access to up to $100 million of federal funding to build the Sacramento Downtown/Riverfront streetcar (a transformational project for the Sacramento region). To help ensure that the streetcar project is a success, the Federal Transportation Agency (FTA) awarded SACOG a $1.1 million grant to study and promote TOD along the streetcar route. In the Sacramento region, where the TOD
market is still young, the demand for rapid rent increases are indicative of pent-up demand for downtown rental housing. The cities of Sacramento and West Sacramento will use the FTA grant to develop policy and regulatory changes to remove barriers to, and facilitate construction of, equitable TOD in the streetcar corridor. The cities will also develop the grant work into a toolkit for use by other cities around California and the country, to plan and promote equitable TOD along transit projects.

Streetcar
SACOG has partnered with the City of Sacramento, the City of West Sacramento, Yolo County Transportation District, Sacramento Regional Transit District, and the California Department of Transportation to undertake planning, engineering, and environmental documentation for the Downtown/Riverfront Streetcar connecting West Sacramento and Sacramento (Figure 2).

The Downtown/Riverfront Streetcar will extend from the West Sacramento Civic Center to the Midtown entertainment and retail district within the City of Sacramento. The modern, fixed-rail streetcar line will offer new choices for how the cities of Sacramento and West Sacramento connect urban residential areas to existing shopping, dining, lodging, cultural and entertainment landmarks, employment centers as well as regional transportation services.
The 3.3-mile route will run 16 hours a day, connecting major destinations between West Sacramento and Downtown Sacramento (Image 2) and midtown districts including, but not limited to:

- Raley Field, Riverwalk, Downtown Commons including the Golden 1 Center, hotels in Sacramento and West Sacramento, the California State Capitol, Sacramento Convention Center, West Sacramento City Hall/Community Center, Old Sacramento Historic District, the Sacramento Community Center Theater, the historic Memorial Auditorium, the Sacramento Valley Station and the Railyards Specific Plan Area as well as adjacent neighborhoods like Alkali Flat, Midtown, Broderick, Washington, and Bridge districts.

The streetcar’s pedestrian accelerator functionality will create a cohesive, integrated “regional downtown” of far greater scale than the current smaller activity centers that
it will so effectively link together. In the SACOG region, the coordinated implementation of transit and transit-oriented development in West Sacramento, the Riverfront, and the Downtown Sacramento area is seen as essential to meeting the region’s state Green House Gas reduction targets.

**STREETCAR GOALS**

- Attract new development, including housing and jobs.
- Connect residents to employment, retail and services.
- Support the Cities’ goals to increase walking, biking, and transit use.
- Create a network of streetcar routes that complements existing rail and bus service in the Central City, giving people more attractive travel choices.
- Support the revitalization of neighborhoods and business districts in the Central City.
- Support the City’s Green Initiative by reducing the growth in energy use and air pollution and greenhouse gas emissions caused by transportation.
Figure 2 (Streetcar Route)
Central City Gentrification and Displacement Analysis

As important as it is for a city to have a vision for growth, it is equally important for that city to evaluate the potential unintended consequences of its vision. The Downtown Specific Plan Housing Market Analysis gathered and analyzed demographic and housing market data for the plan area. Housing cost burden information indicates that under current market conditions, the CCSP area’s extremely low-, very low-, and low-income households are at risk of displacement, due to an existing prevalence of lower-income households that have excessive or severe housing cost burdens. These lower-income households represent about 53 percent of all CCSP area households. The effects of downtown development plans on the availability of housing for this substantial segment of the population will need to be mitigated by current and recommended City policies and programs.

Table 1: Population and Household Trends, 2000 and 2010-2014

<table>
<thead>
<tr>
<th>Sacramento Downtown Area (a)</th>
<th>2000</th>
<th>2010-2014</th>
<th>Average Annual Change (b)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>32,655</td>
<td>32,468</td>
<td>0.0%</td>
</tr>
<tr>
<td>Households</td>
<td>17,771</td>
<td>18,182</td>
<td>0.2%</td>
</tr>
<tr>
<td>Average Household Size</td>
<td>1.63</td>
<td>1.62</td>
<td>0.0%</td>
</tr>
<tr>
<td>Household Type (c)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Families</td>
<td>24.3%</td>
<td>22.4%</td>
<td></td>
</tr>
<tr>
<td>Non-Families</td>
<td>75.7%</td>
<td>77.6%</td>
<td></td>
</tr>
<tr>
<td>Household Tenure</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Owner</td>
<td>12.1%</td>
<td>12.1%</td>
<td></td>
</tr>
<tr>
<td>Renter</td>
<td>87.9%</td>
<td>87.9%</td>
<td></td>
</tr>
</tbody>
</table>

In terms of household characteristics (Table 1), the CCSP area is heavily dominated by renters (about 88 percent of all households). When adjusted for household size and organized into income categories, The CCSP area still has a disproportionate share of
lower income households (53 percent of households at or below the low-income level) compared to the City (46.4 percent of households). Below is a map that illustrates where lower income households (households with an Area Median Income of 80% or below) are located.

Although still lower than the City, inflation-adjusted household incomes in the CCSP area have increased over time, while the inflation-adjusted incomes for the City actually declined between 2000 and 2010-2014. This means that the CCSP area is capturing a disproportionate share of the growth in the number of the region’s higher-income households, which has narrowed the gap between incomes in the CCSP area and elsewhere in the region. Nevertheless, a large portion of CCSP area households are at relatively low income levels, meaning that continuing demand for housing that is relatively affordable can be expected.

Housing displacement risk among moderate-income and above moderate-income households seems not to be a concern; however, extremely low-, very low-, and low-income households are at risk of displacement due to excessive or severe housing cost burdens caused by increasing housing costs. Home prices in the CCSP area tend to be
at higher levels, both on a total price basis ($476,250) and on a price per square foot basis ($354 per square foot) as compared to the rest of the City, meaning that if a resident is displaced from existing housing, securing affordable replacement housing in the area will be challenging.

Compared to the nearby neighborhoods in the City of Sacramento and West Sacramento, CCSP area sales prices are only below those of East Sacramento ($498,500 per unit/$372 per square foot), and generally exceed the values in other neighborhoods by a considerable margin, illustrated in Figure 3.

![Figure 3](image)

**Figure 3** (Median Home Sales Price by Neighborhood, February 2016-July 2016)

Within Sacramento County, CCSP area home values are considerably above average, indicating that homebuyers attribute considerable value to a downtown Sacramento location in relation to other more suburban locations within the county. In addition, CCSP high home values in the CCSP area exist in the context of a housing market that has seen rapid price appreciation in the last six years, since the start of the recovery from the late 2000s housing market collapse.

Based on a comparison between affordable purchase prices and the sales prices of recently constructed for-sale housing units in the CCSP area (examined in the Downtown Specific Plan Housing Market Analysis), the marketplace is only providing
new housing units that are affordable to homebuyers with incomes considerably above the moderate-income level.

Similarly, only five-person moderate-income households would be able to afford the median price for single-family homes, townhomes, or condominiums, while moderate-income households with four or fewer persons would only be able to afford resale homes priced below the CCSP area medians for these different product types. Alternatively, the households who cannot afford to purchase market rate housing units, either new units or resales, may need to turn to the rental housing market in order to secure affordable housing.

As in the for-sale housing market, housing rental rates in the CCSP area, as well as in the City and the MSA have increased on a strong upward trend since the Great Recession. The average apartment rental rate for the CCSP area has increased 32 percent since 2008, to $1,737 per month, while vacancy rates have dropped to a very low 3.2 percent. Current average monthly rents range from $1,313 for a studio apartment, to $2,117 for a 3-bedroom townhouse, for an overall average of $2.16 per square foot. Among recently completed rental projects in the CCSP area, rental rates tend to be considerably higher than the CCSP area market averages, ranging up to as high as $4.11 per square foot.

Conversations with property managers and other project representatives indicate that the tenant profile for newly constructed residential units tends to be young professionals in their mid-20s to mid-30s. Younger workers in low-paying occupations likely cannot afford the current rents in the Central City.

Comparing affordable housing costs by income level with the market rate average rents in the CCSP area indicates that moderate-income households of various sizes can generally afford the average rental rates for housing that would be suitable for their household size. Low-income households at various sizes could not afford market average rents, but some may still find affordable rental units in the lower end of the CCSP area market rental rate ranges, for appropriately sized units. Very low- and extremely low-income households will likely face great difficulty in finding affordable market rate rental housing in the CCSP area.
AFFORDABLE RENTAL RATES

Based on current utility allowances, coupled with the income limits established by the State Department of Housing and Community Development (HCD) discussed above, rental rates that are affordable various income groups as follows:

<table>
<thead>
<tr>
<th>Income Level</th>
<th>Maximum Income (4 to 1 Person Households)</th>
<th>Affordable Rent Range</th>
<th>Average Monthly Rent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Extremely Low Income</td>
<td>$24,600 to $16,000</td>
<td>$345 to $603</td>
<td>$1,279 to $2,075</td>
</tr>
<tr>
<td>Very Low Income</td>
<td>$38,050 to $26,650</td>
<td>$611 to $920</td>
<td></td>
</tr>
<tr>
<td>Low Income</td>
<td>$60,900 to $42,650</td>
<td>$1,001 to $1,537</td>
<td></td>
</tr>
<tr>
<td>Moderate Income</td>
<td>$91,300 to $63,900</td>
<td>$1,543 to $2,357</td>
<td></td>
</tr>
</tbody>
</table>

With average monthly rental rates of $1,279 and up, the available market rate multifamily rental housing is unlikely to be affordable to most low- and extremely low-income households. Average monthly rents range from $1,279 for a studio to $2,075 for a two-bedroom unit. Just over 57 percent of CCSP area renter households fall within the low- to extremely low-income levels, indicating that more than half of existing CCSP area renter households cannot afford market rate housing the CCSP area and must likely rely on market rate units with historically low rents or subsidized housing in order to avoid over-payment for housing. As with the information regarding housing cost burdens, this information points to a risk of displacement for lower-income renter households, under current market conditions and particularly if rents continue their recent upward trend.

Literature Review on Transit Oriented Development and its Relationship with Gentrification and Displacement

The goal of this section is to better understand gentrification and to what extent, if any, its causes can be traced back to fixed rail transit investment. Gentrification is generally defined as being a process over time characterized by multiple factors such as an influx of new investment and increased demand which results in rising real estate
values and a new mix of residents, typically higher education and with higher incomes (see Zuk et.al. 2017; Ehrenhalt 2015; and Chapple 2016). Displacement for the purposes of this paper is the involuntary movement or the pricing out of lower income people from a neighborhood (Marcus 2017; Zuk et. al). The key distinction between the two is that gentrification happens over time and displacement, while it can happen over time, is more about the impact on a group of people, namely low income households.

It is important to note that gentrification does not necessarily equate to displacement and when there is less displacement, residents who stay in the communities can benefit from the reinvestment—sometimes in surprising ways. This was found in a study of 184 gentrifying neighborhoods in Philadelphia that evaluated the years 2002-2014 looking at a random sample of 50,000 residents’ credit scores and found that when residents were able to stay in a gentrifying neighborhood they saw an increase in their credit score by 11-23 points (Florida 2015b).

However, in other neighborhoods with increasingly expensive housing markets and insufficient affordable housing, gentrification and displacement not only would happen, but would leave long lasting effects on the lower income residents that were forced to move. These include moving to locations with fewer job opportunities, longer, more costly commutes, and distance from established community resources such as healthcare and personal support systems (Marcus 2017). Yet for years, city planners and developers sought transportation investments, such as subway lines, streetcars, and light rail as signals to the development community that the neighborhood is prime for upgrading (Florida 2015a; Weiner 2014). In Capturing the Value of Transit, written by Reconnecting America (2008) for the US Department of Transportation and the Federal Transit Administration, the report explicitly called out transit as a mechanism for increasing property values, which allows the city pursue value capture strategies. Another study found this was most effective when the new transit infrastructure was built in cities where congestion was severe enough to outweigh the convenience of a personal vehicle stuck in traffic (March 2017).

Rising property values near transit is not a new concept or a surprise finding. In a study by Realtor.com, new or planned public transit projects drive up nearby property values and rents by 2 to 32 percent for single family homes. In a study described by ConstructionDive (2017) it found that homes and property values near highly congested metro areas such as Atlanta, Boston, Los Angeles and Portland, increased with the development of new transit stations and even led to some landlords pushing out existing residents and raising rents.
The other key component of gentrification is the influx of higher educated and higher income households moving into the neighborhood. The Southern California portion of the joint UCLA-UC Berkeley Urban Displacement Project looked at a total of 15 case studies of neighborhoods around subway stations and light rail stops in geographically diverse areas of L.A. County and found that there was a decrease in disadvantaged populations, including individuals with less than a high school diploma and lower income households near new transit stations. It also noted that the impacts varied across locations where new transit stops were and found that biggest impacts were in downtown areas “where transit-oriented developments interact with other interventions aiming to physically revitalize those neighborhoods” (UCLA 2016). These additional investments include new retail and coffee shops as well as additional public investments such as bike lanes and improved sidewalks.

One study frequently cited in this research, titled *Gentrification, Displacement, and the Role of Public Investment* (2017) attempted to consolidate the existing research and found that there are two schools of thought when it comes to looking at rail transit and changes in neighborhoods. One group looks at housing and real estate appreciation and another looks at the relationship between transit and other factors that are potential signs of gentrification. The research found a lot of variability in research methods and local conditions, and found it difficult to directly correlate transit investments with causing gentrification. However, they did conclude that most studies “agree that gentrification at a minimum leads to exclusionary displacement and may push out some renters as well, while others manage to stay” (Zuk et. al. 2017). The study also describes how “changes in the commercial environment of gentrifying neighborhoods have been seen as both an instigator and consequence of residential demographic change,” and that the rents for commercial properties increase because of increased local retail sales and increased businesses competition for those retail sales.

Inherent in all these discussions is physical change of the neighborhood: long-standing businesses find themselves no longer able to afford the lease, are forced to leave, and chain stores like Starbucks and CVS replace them (Zuk et. al. 2017). The existing businesses tend to be more important to people with less flexible incomes (Marcus 2017). These existing businesses could include childcare facilities, health care and social services, schools and employment training resources, grocery stores and pharmacies, and other establishments that provide access to necessities of everyday living.
As we have seen, in some circumstances, there is a clear relationship between gentrification, displacement and fixed rail public investment. Oftentimes that gentrification was previously described as revitalization of a neighborhood, which can have great benefits for those who can afford to stay as property values increase. The people “gentrifying” neighborhoods are not doing it intentionally but instead are simply looking for affordable places to live. Paul Ong, director of UCLA Luskin’s Center for Neighborhood describes these gentrifiers as being “a part of a larger socioeconomic process” and that “the challenge is ensuring that progress is fair and just” (UCLA 2016). If built with complimentary anti-displacement land use policies, transit investments can provide tremendous benefits for all residents and existing businesses, especially lower income residents.

Although gentrification is a consequence of investments such as transit, displacement of existing residents through removal of housing units, loss of affordability, or increased competition for available housing, is the issue that the City of Sacramento must address proactively. A related concern is the displacement of existing businesses and services that are important to existing lower-income residents. This could include childcare facilities, health care and social services, schools and employment training resources, grocery stores and pharmacies, and other establishments that provide access to necessities of everyday living. Best practices from other communities, along with existing city initiatives will help to address displacement before the cost of living downtown gets to a point where is very difficult to reverse.

Image 3 (La Valentina in Downtown Sacramento is an example of affordable TOD Development)
Anti-Displacement Policies In Other Jurisdictions

Gentrification, or “the influx of high-income, highly-educated people and/or capital into formerly disinvested, low income neighborhoods” can often lead to pressure on housing prices and the available housing stock, which can lead to displacement (ARB). Even in the absence of gentrification, displacement can occur.

This section looks at anti-displacement policies and programs other jurisdictions have implemented. The policies/programs are broken out into three categories: 1) Preservation; 2) Affordable Housing Production; and 3) Asset Building and Local Economic Development.

HOUSING PRESERVATION STRATEGIES

Preservation strategies are designed to preserve the existing stock of market-rate affordable housing. This can be a more cost effective approach than building new subsidized affordable housing. Below are examples of preservation strategies.

SRO PRESERVATION

Single room occupancies (SRO), also called residential hotels, house one or two people in individual rooms. These units typically have shared bathrooms and/or kitchens. This form of housing can act as a permanent residence affordable for low-income individuals. SRO preservation ordinances help to preserve or create new SRO units. Implementing cities include: Antioch, Berkeley, Concord, Fairfield, Napa, Los Angeles, and Sacramento.

JUST CAUSE EVICTION ORDINANCE

Just cause eviction statutes are laws that allow tenants to be evicted only for specific reasons. These “just causes” can include a failure to pay rent or violation of the lease terms. Implementing cities in the Bay Area include: Berkeley, East Palo Alto, Hayward, and Oakland.
RENT STABILIZATION OR RENT CONTROL

Rent Control ordinances protect tenants from excessive rent increases, while allowing landlords a reasonable return on their investments. Such ordinances limit rent increases to certain percentages, but California state law allows landlords to raise rents to the market rate once the unit becomes vacant. Jurisdictions that have implemented a form of this include Berkeley, East Palo Alto, Hayward, Los Gatos, Oakland, San Francisco, and San Jose.

RENT REVIEW BOARD AND/OR MEDIATION

Rent review boards mediate between tenants and landlords on issues related to rent increases, and encourage them to come into voluntary agreement. As mediators, the board normally does not make a binding decision in the case. Cities that have these in place are: Alameda, Berkeley, Campbell, East Palo Alto, Fremont, Hayward, Los Gatos, Mountain View, Oakland, Palo Alto, Redwood City, San Francisco, San Jose, San Leandro, and San Ramon.

MOBILE HOME RENT CONTROL

Mobile home rent control places specific rent increase restrictions on the land rented by mobile home owners, or the homes themselves. Alameda County, Benicia, Berkeley, Calistoga, Cloverdale, Concord, Cotati, Daily City, East Palo Alto, Fairfield, Fremont, Gilroy, Hayward, Los Gatos, Milpitas, Morgan Hill, Napa, Novato, Oakland, Pacifica, Petaluma, Pleasanton, Rohnert Park, San Francisco, San Jose, San Rafael, Santa Rosa, Sebastopol, Sonoma County, Union City, Vacaville, Vallejo, and Windsor all have a form of this in place.

FORECLOSURE ASSISTANCE

Many cities and counties across California have local programs that assist home owners (financially or otherwise) when they are at risk of foreclosure. These programs may be funded with federal grants.

AFFORDABLE HOUSING PRODUCTION STRATEGIES

Strategies that could potentially generate funding for affordable housing include parcel taxes, jobs-housing linkage fees, affordable housing in-lieu fees, special sales tax add-ons, and real estate transfer fees. These funds can then be leveraged with
federal Low Income Housing Tax Credits (LIHTC), tax-exempt bonds, and other sources of public and private financing to provide gap financing for affordable housing. Sources that generate ongoing, predictable revenues, such as parcel taxes, sales taxes, and real estate transfer fees could provide a stream of revenues to serve as the repayment source for a revenue bond issued to raise money up-front to fund affordable housing projects. The City could also consider a General Obligation bond, to be repaid from City General Fund revenues. Other strategies to preserve and promote affordability include condominium conversion regulations, density bonuses, and community land trusts.

GENERAL OBLIGATION (G.O.) BOND

G.O. bonds are commonly used to finance schools, libraries, jails and other large capital projects that are not expected to generate revenue. They are now being implemented to fund affordable housing. A two-third supermajority vote is required to approve this funding source.

Other jurisdictions in California have used this tool to create and protect affordable housing options for people who need it most; homeless, seniors, veterans, the disabled, and many in the workforce who cannot find affordable housing close to where they work. In 2015, San Francisco voters passed a $310 million bond to fund affordable housing.

CONDOMINIUM CONVERSION REGULATIONS

In addition to state laws regulating the conversion of multifamily rental property into condominiums (like subdivision mapping and homeowner association formation), many cities have enacted condominium conversion ordinances. These impose procedural restrictions (like notification requirements) and/or substantive restrictions on the ability to convert apartment units into condominiums (such as prohibiting conversions unless the city or regional vacancy rate is above a certain fixed amount or requiring that a certain number of units must be sold to persons of very low, low, and moderate incomes). The purpose of such ordinances is to protect the supply of rental housing. ARB identified 77 jurisdictions in the Bay Area that have utilized a form of these regulations. A related form of regulations puts limits on the ability to turn multifamily rental properties into Tenants-In-Common ownership properties.

DENSITY BONUS ORDINANCE

Density bonuses allow developers of market-rate housing to build higher-density housing, in exchange for having a certain portion of their units offered at affordable prices. Twenty one cities in the Bay Area have utilized this policy, including Alameda,
Cupertino, East Palo Alto, Fairfield, and Napa. California State Housing Law requires all local jurisdictions to provide density bonuses and other incentives in exchange for providing specified proportions of affordable housing units in residential development projects.

COMMUNITY LAND TRUSTS

Community land trusts are non-profit, community-based organizations (in some cases, supported by a city or county) whose mission is to provide affordable housing in perpetuity by owning land and leasing it to those who live in houses built on that land. Cities throughout California have community land trusts, including Berkeley, Goleta, Indio, Irvine, Los Angeles, Oakland, San Diego, and San Francisco.

MICRO UNITS / AFFORDABILITY BY DESIGN

These very small apartment units (by traditional standards), often referred to as micro units, have been found to lease at approximately 20 percent to 30 percent lower monthly rent than conventional units (ULI). These units have high value ratios (rent per square foot), and have been offered or are being considered in urban and urbanizing locales, particularly high-density, expensive metropolitan markets such as Boston, New York, San Francisco, Seattle, and Washington, D.C.

ECONOMIC DEVELOPMENT STRATEGIES

These economic development strategies focus on improving households’ assets and income. Tying public investment to local hiring and investments in the people of the existing community connects land use decisions to local asset creation, and can mitigate negative displacement pressures.

FIRST SOURCE HIRING
First Source hiring ordinances ensure that city residents are given priority for new jobs created by municipal financing and development programs. These kinds of programs connect economically disadvantaged residents with entry-level jobs that are generated by the city’s public works investments. Berkeley, East Palo Alto, Fremont, Hayward, Oakland, Richmond, San Francisco, and Vallejo are cities that have such ordinances in place.

**ECONOMIC DEVELOPMENT FOCUSED ON TARGETED INCOME GROUPS**

In addition to first source hiring policies, many local jurisdictions direct at least a portion of their economic development activities on those that will benefit lower-income households, particularly communities that undertake economic development using federal Community Development Block Grant (CDBG) funds, such as those administered by the Sacramento Housing and Redevelopment Agency. Federal regulations require that lower-income households be the primary beneficiaries of activities funded with CDBG monies. Typically, CDBG-funded economic development programs or projects focus on education and skills training for lower-income residents, or providing financial assistance for businesses that will create job opportunities that are accessible to lower-income residents, based on education and skill requirements. Such programs and projects may also incorporate targeted outreach to lower-income communities for job recruitment.

**WORKFORCE DEVELOPMENT INITIATIVES**

Workforce development initiatives aim to provide individuals with education and training that can help them secure jobs that will contribute to increased income and financial security. Many communities implement workforce development programs targeted to specific sub-populations, such as lower-income individuals, people who are homeless or at-risk of homelessness, and those who have trouble finding employment, such as former inmates. These programs may provide workforce readiness training, counseling and assistance in applying for jobs, and support to retain jobs. In addition, some programs provide skills training to qualify clients for jobs in specific targeted sectors, such as Information Technology and Environmental Remediation sectors (New York City), Healthcare and Manufacturing sectors (Cleveland and Youngstown, OH), and the Transportation sector (Tulsa, OK).

**SUPPORTIVE SERVICES**
Supportive services policies help prevent homelessness by requiring set-asides for homelessness units in all publicly assisted developments, and ensure these units are located in close proximity to supportive services that help residents remain in their housing by addressing residents’ other challenges, such as mental illness, substance abuse, or other factors that put people at risk of homelessness.

BUSINESS/SERVICES PRESERVATION STRATEGIES

Following are brief discussions of several programs in other communities that have been implemented to assist in retaining existing businesses in areas that are revitalizing or gentrifying.

DIRECT SUPPORT FOR TARGETED BUSINESSES

To help retain local small businesses in neighborhoods undergoing transition, some communities provide direct assistance to targeted business types. This may be in the form of technical assistance, grants, low-interest loans, and other resources. Examples of such programs include the Neighborhood 360° program in New York City, which aims to strengthen and revitalize the streets, small businesses, and community-based organizations that anchor New York City neighborhoods through targeted investments, often involving partnerships with community-based organizations.

In San Francisco, the Board of Supervisors created the Legacy Business Fund, which provides direct assistance to businesses that have operated in the City for 20 or 30 years or more. The program also offers incentives to landlords who will lease properties to targeted businesses on a long-term (10-year minimum) basis. In 2017, San Francisco Mayor Ed Lee announced the launch of the San Francisco Nonprofit Sustainability Initiative, which has awarded $2.7 million in grants to support permanent real estate and long-term leases for nonprofit organizations in San Francisco. The awards provide key funding, creating 26,000 square feet of new, permanent nonprofit space and 36,000 square feet of leased space for childcare, employment training, legal services, arts classes, counseling and leadership development in low-income and historically under-resourced communities citywide.

Salt Lake City’s economic development plan includes an Economic Development Loan Fund, which supports small businesses in a number of ways, including partnering with lending institutions to assist local businesses in acquiring their buildings, on the theory that when small businesses own their buildings, they are no longer vulnerable to displacement due to rising rents.
LOCAL BUSINESS/SERVICES PREFERENCE PROGRAMS

To address concerns regarding displacement of existing businesses and services when areas are gentrifying, other cities have established programs or policies to provide preference for existing local businesses to occupy space in developments in which the local government is an owner or partner. For example, the New York City Economic Development Corporation set aside 50,000 square feet of space in a large City-sponsored development project for local businesses, and at least 30,000 square feet of space for community facilities. In Seattle, in conjunction with renovation of its main transportation hub, King Street Station, the City is reviewing how to structure its leases to give local businesses favorable terms, for instance, with flexible lengths, options to extend, assistance with space improvements or build-outs, and gradual rent increases.

Existing Sacramento Anti-Displacement Policies and Programs

The City of Sacramento currently has several initiatives designed to incentivize new housing development, or protect housing assets intended to provide housing for low-income households. These initiatives include the update to the Single Room Occupancy (SRO) Ordinance, the Fee Deferral Program, utilization of the Statewide Community Infrastructure Program (SCIP), and the Central City Specific Plan Infrastructure Analysis. To combat rising rents and for sale housing prices, the city has focused on programs to remove barriers to development and increase the housing supply throughout the city.

SINGLE ROOM OCCUPANCY HOTELS (SRO) ORDINANCE

Beginning in the 1920s, residential hotels were a major source of affordable housing in the Sacramento downtown area. By 1986, only sixteen residential hotels remained. To mitigate the effect of displacement on the very low-income residents who were the hotels’ primary residents, the Sacramento City Council (Council) adopted an
Ordinance requiring that relocation benefits be paid to residents of Single Room Occupancy (SRO) residential hotels upon withdrawal or conversion to other uses. Adoption of the 1986 relocation Ordinance followed a moratorium on residential hotel conversion passed in 1983 in response to the loss of six hotels from the 1970s to 1983.

In 2006, the City Council adopted an amendment to the Ordinance that specifically identified the remaining ten SRO hotels and required that relocation benefits be paid to residents in the event of a conversion or demolition at one of these properties. The Ordinance also imposed an obligation on the City to maintain an inventory of not less than 712 SRO units. Withdrawn residential hotel units subject to this Ordinance would have to be replaced within three years unless there was a delay due to lack of financing or other circumstances beyond the City’s control. In 2016, the ordinance was updated to update the number of SROs subject to the ordinance, the replacement timeframe, and the geographic boundary.

**Image 5** (Hotel Berry is a renovated transit oriented SRO in Sacramento)
STATEWIDE COMMUNITY INFRASTRUCTURE PROGRAM (SCIP)

In 2017, the City Council approved a resolution to join the Statewide Community Infrastructure Program (SCIP). SCIP provides a pooled tax-exempt bond financing program for developers to pay development impact fees and finance infrastructure costs such as public roads and utilities. The City of Sacramento joins other local agencies utilizing SCIP including Elk Grove, Roseville, West Sacramento, and Placer County.

FEE DEFERRAL

The fee deferral is one part of the City's new Citywide Development Impact Fee (CDIF) program. The ability to defer fees until final inspection allows builders to pull more permits at a time, reducing costs and increasing the rate of construction.

INFRASTRUCTURE ANALYSIS

The Central City Specific Plan Infrastructure Analysis will assist the City in attracting development to the downtown area. This analysis is a preliminary engineering and planning level effort that will aid the City and developers in creating a development fee structure to share the costs of improvements, attracting development funding assistance, and provide potential developers with information to evaluate their probable infrastructure costs. The study identifies potential opportunities to provide integrated infrastructure at least cost, through phasing options or the application of sustainable design principles and value engineering design considerations. In particular, this will facilitate development of small infill opportunity sites that would otherwise be difficult to develop in the absence of this more holistic approach to addressing Central City infrastructure needs.

HOUSING IMPACT FEE

Affordable housing impact/linkage fees are charges on developers of new market-rate, residential developments. They are based on the square footage or number of units in the developments and are used to develop or preserve affordable housing.
The City adopted the citywide Housing Impact Fee in 2015 creating a new local source of affordable housing subsidy. These locally-controlled funds are an extremely important financial resource to assist in the development of below market rate housing, serving to leverage the much greater quantities of state and federal funding and private equity and debt financing that is needed to construct affordable housing.

**HOUSING TRUST FUND ORDINANCE**

Since 1989, Sacramento’s housing trust fund has been a designated source of public funds to create affordable housing. The Housing Trust Fund Fee is an impact/linkage fee charged on commercial developments based on the use and square footage of the building. The fund is used to develop affordable housing. Housing Trust Fund monies are another important source of local funds to leverage other affordable housing funding sources.

**DEVELOPMENT STANDARDS**

In 2013 the City reduced barriers to the development of housing by allowing housing by right in most zoning districts, streamlining the development review process, and reducing parking minimums to encourage more infill development. Most housing development can now be reviewed and approved at the staff level, without a public hearing.
Image 6 (The 800 K project is an example of a mixed-income housing project in the Central City)

**OPPORTUNITY SITES**

Through the Central City Specific Plan, and other efforts citywide, the City is looking at opportunity sites suitable for market rate and affordable housing development. The City will continue to identify and prioritize parcels throughout the city that can contribute to the development of mixed-income communities near transit, services, and other amenities.

**SECONDARY UNIT ORDINANCE**

In 2017, Sacramento amended the City’s existing secondary dwelling unit regulations to comply with the new state law. Key changes include an increase in secondary dwelling unit sizes, elimination of parking requirements, easing the setback requirements for garage conversions, and removing the requirement for separate garbage and recycling containers for secondary dwelling units.

**SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY**

The Sacramento Housing and Redevelopment Agency (SHRA) brings together funding resources and staff expertise to develop and implement creative strategies for
affordable housing and community revitalization. SHRA provides assistance to developers for the construction and preservation of affordable housing. SHRA offers gap financing and the issuance of tax-exempt bonds for the development or acquisition/rehabilitation of multifamily rental housing projects of 12 or more units in the City of Sacramento and unincorporated areas of the County of Sacramento. Under certain cooperation agreements, SHRA may also finance affordable housing developments in other cities within the County. All housing financed by SHRA carries affordability restrictions on some or all of the units. As the City’s housing authority, SHRA also serves approximately 12,900 families each month by paying housing assistance payments (HAP) to landlords on behalf of eligible participants.

**CAPITOL AREA DEVELOPMENT AUTHORITY**

The Capitol Area Development Authority (CADA) was established in 1978 to manage residential and commercial properties acquired by the state in the 1960s for construction of a state office campus. When the state determined it did not need all the property for state office purposes, it established CADA, in partnership with the City of Sacramento, to serve as the State’s property manager. In addition managing the state’s residential and commercial properties in the Capitol Area, CADA was given responsibility for facilitating new residential construction by private developers.

Since its inception, CADA has initiated private development of over 1,000 new residential units on land previously owned by the state. CADA also manages 750 rental housing units, about one quarter of which are affordable to low and very low-income households. CADA’s affordability program is self-funded: subsidies for affordable units are offset by income from market rate units. Figure 2, below, illustrates the CADA project area.

Figure 2 (CADA Project Area)
PRESERVATION ORDINANCE (CHAPTER 5.148 OF SACRAMENTO CITY CODE)

It is the policy of the City of Sacramento that publicly assisted rental housing affordable to low- and moderate-income persons and households should be preserved as a long-term resource to the maximum extent practicable. The intent of the ordinance is to protect the availability of publicly assisted affordable housing for low- and moderate-income households by providing for notice to the Sacramento Housing and Redevelopment Agency and tenants when transitions from current federal project-based assistance programs are planned, and providing purchase opportunities for the Sacramento Housing and Redevelopment Agency or other affordable housing organizations or entities to attempt to preserve the affordable housing while respecting ownership interests of building owners.
CENTRAL CITY SPECIFIC PLAN POLICIES

In addition to existing policies and programs, the Central City Specific Plan contains a number of policies to address concerns about gentrification and displacement, including:

H.4.1 Anti-displacement and Preservation Resources: Develop tools to assess and identify neighborhoods that are experiencing, or that are likely to experience, gentrification in order to identify where anti-displacement and preservation resources such as the HOME and Housing Trust Funds should be directed.

H.4.2 Relocation Services: Support relocation services, including counseling, locating replacement housing, and moving expenses when displacement occurs.

H.4.3 Class B and C Properties: Support the continued operation and management of Class B and C properties (products built more than 20-30 years ago with lower market rents) as a means of providing housing affordable to moderate-income households, and encourage the Capitol Area Development Authority (CADA) to purchase additional Class B and C properties to expand their portfolio of available workforce housing.

H.4.4 Condominium Conversions: Discourage the conversion of Class B and C apartments into condominiums when the apartment vacancy rate is below five percent.

H.4.5 Sufficient Incomes: Support efforts to facilitate growth in occupations with incomes sufficient to offset the cost of housing in the Central City. Counter displacement of current residents with the preservation and production of affordable housing.

SACRAMENTOWORKS

Sacramentoworks is the local workforce development organization for Sacramento County. Sacramentoworks coordinates planning and implementation of workforce development programs to serve workers (including youth) and employers. Sacramentoworks aims to:
1. Prepare customers for viable employment opportunities and career pathways in the region by improving the job center and training center system,

2. Support regional employers’ efforts to hire, train, and transition employees by enhancing and communicating the availability and value of Sacramento Works’ employer and business services.

3. Prepare youth to thrive and succeed in the regional workforce by providing relevant work readiness and employment programs and engaging regional employers and academia.

**Potential City Anti-Displacement Policies and Programs**

The following potential policies and programs may help to create lower price points, create additional subsidized affordable housing, and develop our workforce in order to create a wider range of housing options for community members of all income levels, consistent with the City’s Housing Element. City staff will continue to research these policies to consider including them as implementation of the Central City Specific Plan.
NEW FUNDING SOURCES FOR AFFORDABLE HOUSING DEVELOPMENT

The City’s Housing Trust Fund Fee and Housing Impact Fee are tools to produce affordable housing. However, they are dependent on the market to generate funding. The city has begun considering new sources of affordable housing, including:

REAL ESTATE TRANSFER FEE

A real estate transfer fee is a fee imposed by states, counties, and cities on the transfer of the title of real property from one person (or entity) to another within the jurisdiction. It is based on the property’s sale price and is paid by the buyer, seller, or split between both parties upon transfer of real property. The City of Sacramento has studied such a fee to potentially be assessed on any refinancing or sale of real property, to be used as a potential permanent funding source for affordable housing.

SALES AND USE TAXES

Sales and use taxes generate a significant amount of revenue for state and local governments. In California, restaurant and takeout food, gasoline, furniture, household equipment, vehicles, clothing, and most other retail purchases except groceries and prescription drugs are generally subject to sales tax. Other non-retail transactions between businesses involving taxable goods are also subject to sales and use tax.

A city or county in the State of California may increase local sales tax rates above the statewide base tax rate to raise revenues for local services or capital projects, including affordable housing.

ENCOURAGE DEVELOPMENT OF SMALLER HOUSING UNITS

The CCSP area’s lower incomes mean that targeted rental rates and sales prices would ideally be lower than elsewhere in the City, however, these lower price points could at least partially be provided by construction of smaller housing units (i.e., micro-units, studios, and one-bedroom units), given the prevalence of single-person households and other smaller households as compared to the rest of the City and the MSA.
The city can update development standards to reduce the minimum size of housing units to encourage micro-units, and other standards to encourage one bedroom units and studios.

WORKFORCE DEVELOPMENT AND TRAINING

Programs such as these link workforce training programs with subsidized affordable housing to help people who are in stable environments access job skills training, increase their income, reduce their time spent in subsidized housing and free up units for those on the waiting list. The City should look at the revival of construction training programs to raise local wages while at the same time expanding the labor force that can build new housing.

ECONOMIC DEVELOPMENT TO BENEFIT TARGETED INCOME GROUPS

The City should also preserve employment land and capacity for industries that generate opportunities for middle-income wage earners, while investing in infrastructure, educational and skill development, and quality of life assets that support lower- and middle-income employment development.

The City should also encourage the development of measures that facilitate expansion of high technology business facilities that have the potential to create middle-income jobs likely to be filled by local residents.

PRESERVATION OF EXISTING AFFORDABLE HOUSING

The City may consider an ordinance or other legal mechanisms, that inventories and tracks all currently-regulated affordable housing within the vicinity of the streetcar project. Strategies may include prioritizing existing units for preservation funding, noticing in cases of expiring regulatory agreements, or other mechanisms to prevent the loss of affordability, and conversion to market rates. For reference, a table listing the affordable housing in zipcodes near the streetcar can be found in the Appendix with the end of the affordability period indicated for each project. Of the 4,577 affordable units, 246 units will reach the end of their affordability within the next 10 years.
PRESERVATION OF BUSINESSES AND SERVICES THAT SERVE LOWER-INCOME HOUSEHOLDS

The City should consider policies and programs that would help to retain businesses and services that provide critical support to lower-income households. This could include policies to set-aside space for targeted establishments in projects where the City is a partner and/or programs that will provide direct assistance to businesses and service providers to help them remain in their current locations and/or programs that provide indirect assistance to targeted establishments, by providing landlords with incentives to retain tenants in their existing spaces at affordable rents.
Resources

Sacramento Downtown Specific Plan - Draft Housing Market Analysis, Phase I and Phase II (November 2016) – bae Urban Economics

Developing a New Methodology for Analyzing Potential Displacement

https://www.arb.ca.gov/research/apr/past/13-310.pdf

URBANDISPLACEMENT Project – Policy Inventory Overview


Denver Jumpstart


Micro Units


The MTC, in conjunction with UC Cerkeley studied anti-displacemnt policies:


ARB Sustainable Communities Research

Developing a New Methodology for Analyzing Potential Displacement
Assess if and how investments in transit/transit-oriented developments (TODs) may be associated with gentrification and displacement in California communities

http://www.urbandisplacement.org/case-studies/ucla

East Palo Alto:

San Jose:

How’d they do it? A look at three places that avoided gentrification

Does transit investment displace households and lead to more driving? Yes and no
http://blogs.berkeley.edu/2017/05/14/does-transit-investment-displace-households-and-lead-to-more-driving-yes-and-no/

Community Land Trusts

Chapple K., Zuk M. “Forewarned: Early Warning Systems for Gentrificaiton and Displacement.”
Cityscape: A Journal of Policy Development and Research, Volume 18, Number 3, 2016. Available at:

Zuk et. al. “Gentrification, Displacement, and the Role of Public Investment” Journal of Planning Literature, 2017. Available at:


Marcus Justine, Zuk Miriam. "Displacement in San Mateo County, California: Consequences for Housing, Neighborhoods, Quality of Life, and Health." Research Brief, Institute of Governmental Studies, UC Berkeley, May 2017. Available at:

Available at: https://www.citylab.com/equity/2015/09/the-role-of-public-investment-in-gentrification/403324/

Available at: https://www.citylab.com/equity/2015/11/the-closest-look-yet-at-gentrification-and-displacement/413356/


University of California, Los Angeles. “Researchers map the gentrification effects of transportation projects of low-income communities”. Provided for by University of California, Los Angeles, August 30, 2016. Available at: https://phys.org/news/2016-08-gentrification-effects-low-income.html

The following table lists regulated affordable housing in the zip codes within 1/2 miles from the streetcar corridor. It does not include any Yolo or West Sacramento-funded projects in West Sac zip codes.

<table>
<thead>
<tr>
<th>Project Name</th>
<th>Address</th>
<th>Zip Code</th>
<th>Affordable Units</th>
<th>End of Affordability Period [1]</th>
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<td>1215 D ST</td>
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<td>La Valentina</td>
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<td>River City Residences</td>
<td>1816 O ST</td>
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<td>River Garden Estates</td>
<td>2201 Northview Drive, Sacramento, CA 95818</td>
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<td>Riverview Plaza</td>
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<tr>
<td>Shasta Hotel</td>
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<td>Sherwood</td>
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<td>Sierra Vista Apts.</td>
<td>1115 23rd St.</td>
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<td>12/1/2069</td>
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<td>St Francis Manor</td>
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<tr>
<td>St. Anton Bldg.</td>
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<td>Steven's Place</td>
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<td>The Rivermark (Bridge Triangle)</td>
<td>959 Bridge Street, West Sacramento, CA 95691</td>
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<tr>
<td>The Rivers Senior Apartments</td>
<td>750 Dorothy Adamo Lane,</td>
<td>95605</td>
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<td>Zip Code</td>
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<td>End of Affordability Period [1]</td>
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<tr>
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<td>The Savannah at Southport</td>
<td>3401 Savannah Lane, West Sacramento, CA 95691</td>
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<td>The Terraces at Capitol Park</td>
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<td>Township Nine Affordable Housing</td>
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<td>Affordable Units</td>
<td>End of Affordability Period [1]</td>
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</tbody>
</table>

[1] Current affordability periods may be extended through means such as recapitalization or extension of subsidy contracts.

Does not include projects subsidized by City of West Sac or Yolo County.