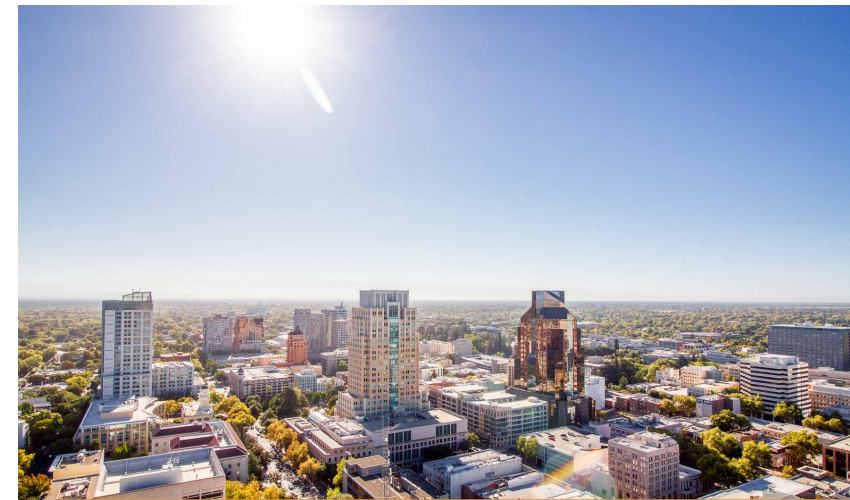


## Discussion Group Input

WHAT DO YOU SEE AS THE CRITICAL ISSUES RELATED TO SAFE AND SANITARY HOUSING IN SACRAMENTO?

WHAT POLICIES ARE NEEDED AT THE CITYWIDE LEVEL TO ADDRESS SAFE AND SANITARY HOUSING ISSUES?

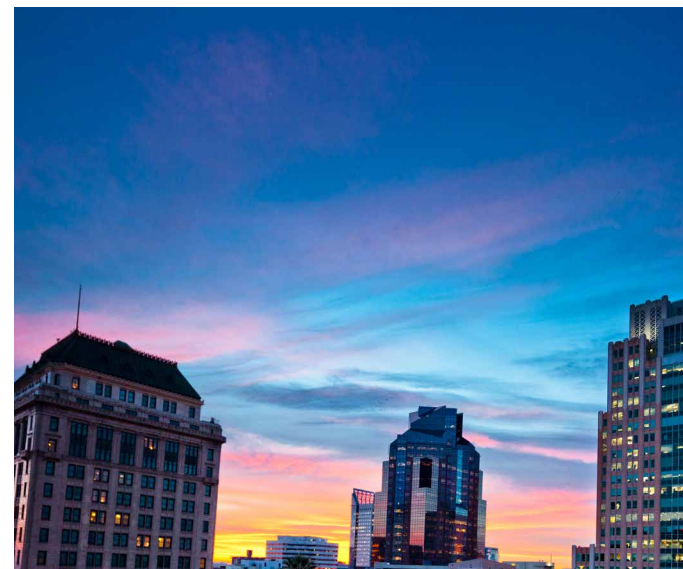
WHAT POLICIES ARE NEEDED AT THE NEIGHBORHOOD LEVEL TO ADDRESS SPECIFIC LOCAL ISSUES?



sacramento | 2040

### Environmental Justice Factbook: Safe and Sanitary Housing

December 2020





## Introduction

### What is Environmental Justice?

The City of Sacramento envisions a place where everyone can live a long, healthy, and opportunity-filled life, no matter who they are or where they come from. People’s health and opportunity are shaped by multiple factors, including their environment. Environment doesn’t just mean “nature”—it includes all components of our daily lives, including the *social* environment.

However, not all people has the chance to live their healthiest lives because of **environmental injustice**, which means that certain geographies and groups of people unfairly and disproportionately experience **higher exposure to pollution, greater health impacts, and less access** to things that keep people happy and healthy, like parks to play in, safe and affordable places to live, good jobs, schools, and stores that meet basic needs.

Environmental justice is a movement to come to terms with and remedy a history of unjust actions and outcomes. It is about taking concerted action to remedy the inequitable conditions that have led to economic and health disparities. Environmental justice addresses the long standing, disproportionate impact of environmental pollution on vulnerable populations as well as their lack of power in the development, implementation, and enforcement of environmental laws. Ultimately, **environmental justice means the fair treatment and meaningful involvement of all groups so that everyone, regardless of their identities, has the chance to live in a healthy environment.**

### Environmental Justice in the 2040 General Plan

To achieve Sacramento’s vision of becoming a national model of sustainable, equitable growth and community development, we must address equity and environmental justice in our City’s comprehensive General Plan. Under California law (SB 1000), cities and other local jurisdictions must address environmental justice by developing policies for issues that affect *disadvantaged communities*, which are communities that experience high levels of pollution, socioeconomic stress, historic disinvestment, and negative health outcomes.

This factbook takes a deeper look at different environmental justice issues that impact both the entire city and the disadvantaged communities that are more vulnerable to their negative effects. Environmental justice is a complex, multifaceted topic: the factbooks provide a summary of some of the issue highlights but are not intended to be a comprehensive or definitive resource.

The factbooks use maps and infographics to examine a few aspects of each issue and to identify who is most affected. It then highlights existing City efforts and resources, and outlines potential policy concepts to include in the General Plan. This factbook uses data at the *census tract* level. A census tract is a geographic boundary that is usually either the smallest or most complete geographic scale for which data is available and has an average population of 4,000 residents, though it can range from 1,200 to 8,000 people. Census tract boundaries and neighborhood boundaries are not the same—while a neighborhood may fall in the boundaries of a single census tract, others may overlap multiple tracts. To help you understand the maps, some general neighborhood names are identified in comment boxes.

#### What is Equity?

“Regardless of one’s identities, equity is when all people have fair, just treatment, access to the opportunities necessary to satisfy their essential needs, advance their well-being and achieve their full potential, while identifying and eliminating barriers that have prevented the full participation of some groups.”

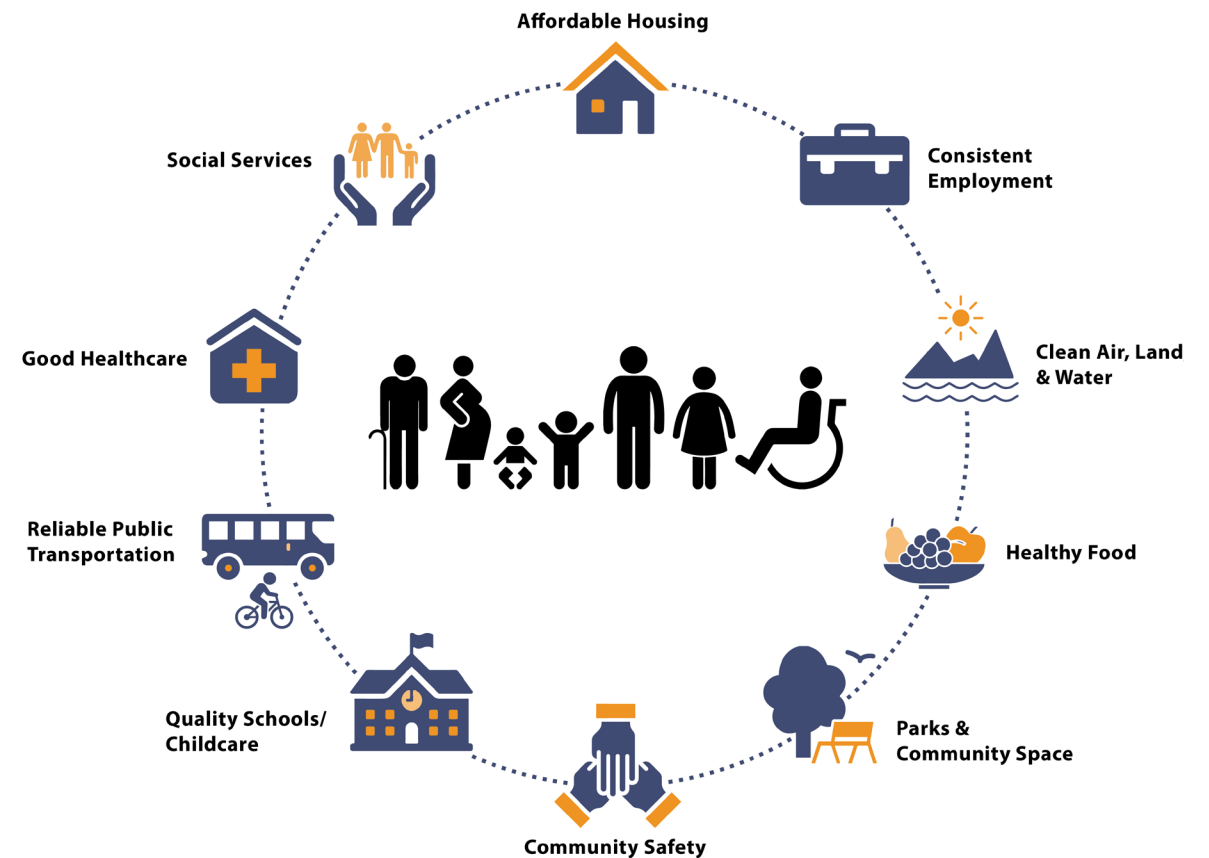
### ENVIRONMENTAL JUSTICE TOPIC AREAS



### Safe and Sanitary Housing: Why It's Important

Access to safe, sanitary housing is important for everyone, from homeowners, to middle-class renters, to unhoused residents. Beyond being a source of shelter, a home gives families a sense of security, health, peace of mind, and center of life. Whether or not a person's home is located in a resource-rich, complete neighborhood; is of high quality and free from health hazards; is affordable and not a financial burden; and is a place where people can remain if they so choose are all factors that have a profound influence on a person’s health and well-being. This factbook analyzes two components of safe and sanitary housing: housing security and housing quality.

### A HEALTHY, EQUITABLE ENVIRONMENT



## Housing Characteristics

Sacramento is one of the **fastest growing** large cities in California. According to the US Census, there are currently **195,750 housing units** within City limits, sixty percent of which are single family homes. The city's housing stock is about **evenly split** between renters and owners, with slightly more renters than homeowners (40% of renters live in a detached or attached single family home.)

From 2010-2018, Sacramento added **9,462 housing units**, which represents a growth rate of about **2.5 percent**. By comparison, Sacramento is growing faster than other California cities of comparable size. Interestingly, however, Sacramento is adding proportionally fewer multifamily housing units than peer cities.

Housing is distributed throughout the city, with the highest concentrations of homes generally located in the **Central City area**. Sacramento's General Plan includes 10 community plans that guide planning and development at the neighborhood level. A breakdown of each community plan area's housing mix, median rent and home sale price, and population is shown at right.

### HOUSING FACTS (2010–2018): SACRAMENTO AND PEER CITIES



#### Sacramento

Population: 508,517  
 Total housing units: 195,749  
 Housing types: Single family\*: 67% | Multifamily: 33%  
 Housing added, 2010-2018: 9,462 units | 2.5% growth  
 Percent of new units that are multifamily: 41%



#### Oakland

Population: 429,114  
 Total housing units: 171,829  
 Housing types: Single family: 47.4% | Multifamily: 52.6%  
 Housing added, 2010-2018: 11,358 units | 1.9% growth  
 Percent of new units that are multifamily: 92%



#### Long Beach

Population: 467,353  
 Total housing units: 175,235  
 Single family: 44.2% | Multifamily: 55.8%  
 Housing added, 2010-2018: 2,742 units | 1.6% growth  
 Percent of new units that are multifamily: 84%

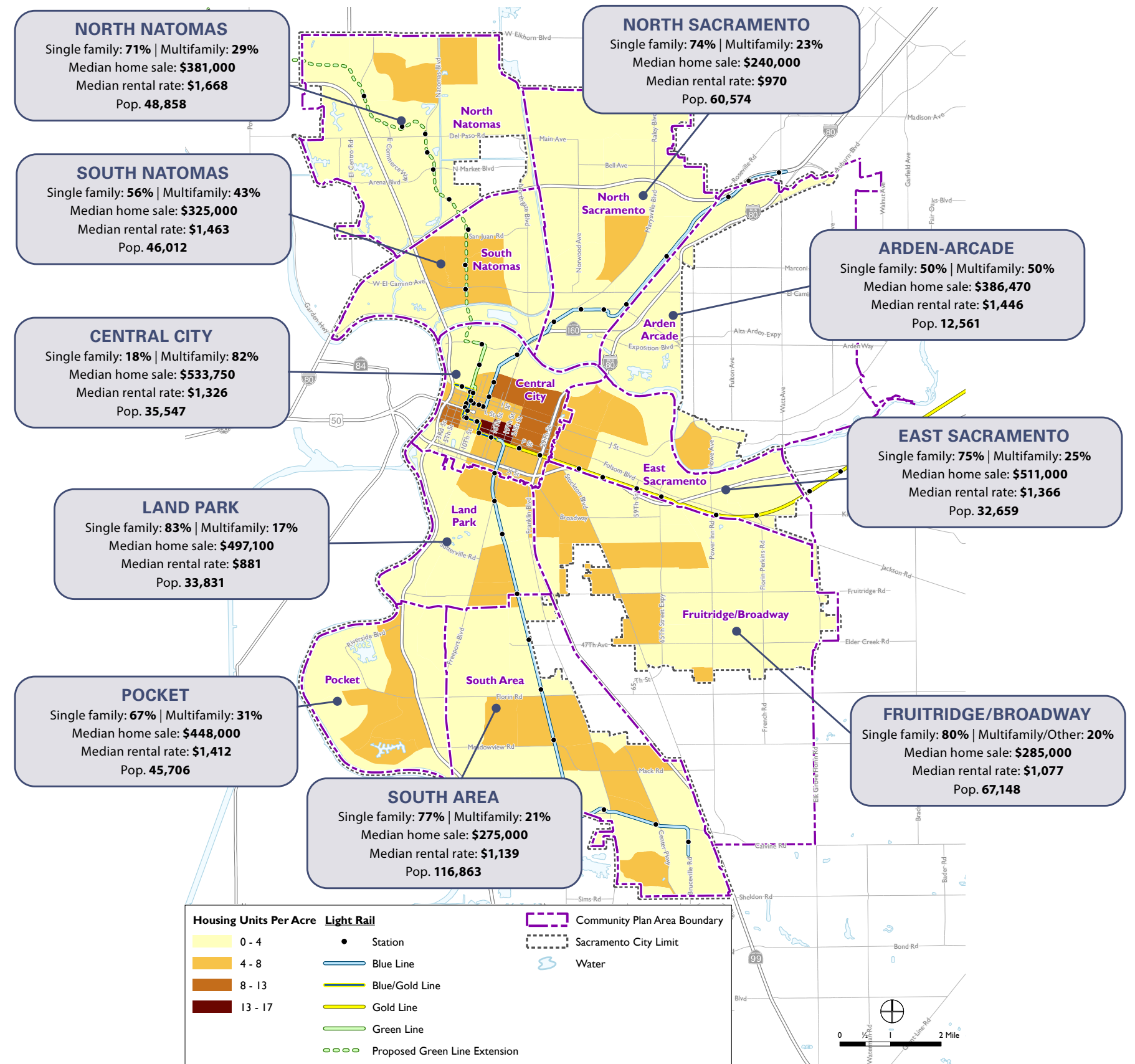


#### Portland

Population: 652,573  
 Total housing units: 282,139  
 Single family: 59% | Multifamily: 41%  
 Housing added, 2010-2018: 36,417 units | 6.1% growth  
 Percent of new units that are multifamily: 81.4%

\*Includes single family attached | Source: ACS, 2018; Zillow.

## Distribution of Housing in Sacramento



Source: American Community Survey, 2014-2018; City of Sacramento, 2019; Dyett & Bhatia, 2020.



# Housing Security

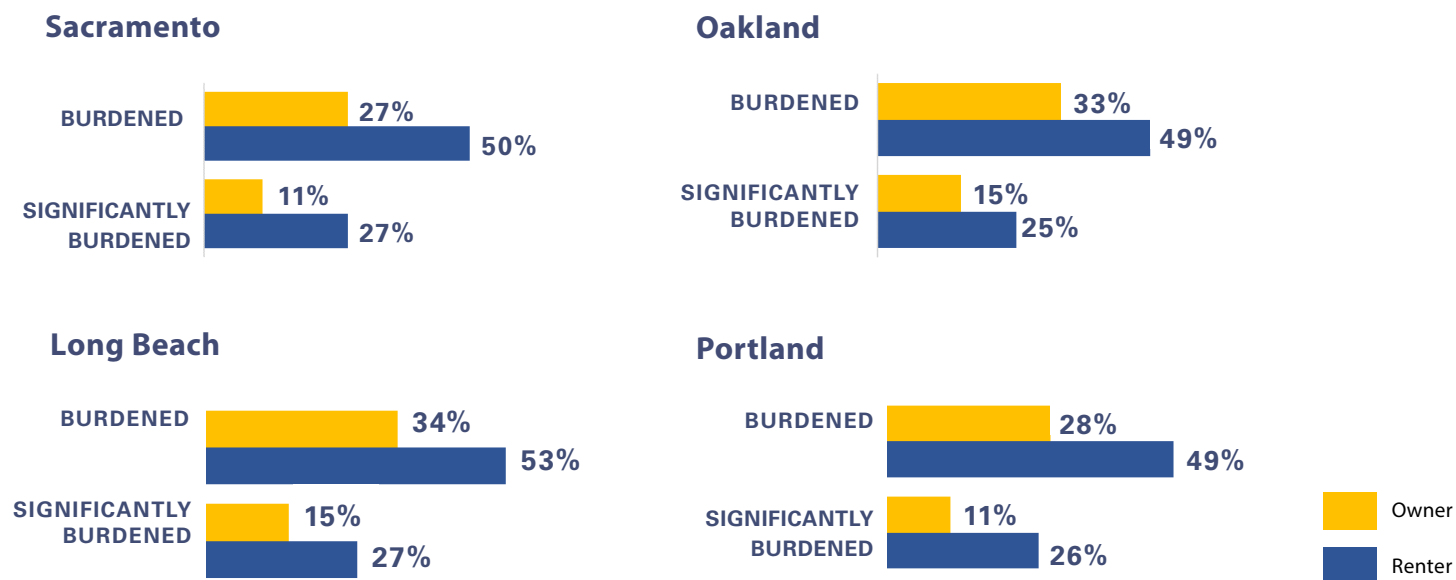
Housing security is largely defined by people's ability to pay the rent or mortgage and remain in their neighborhoods if they choose. When people have to devote a high percentage of their incomes to housing costs, this can leave little left over for food, health care, education, bills, or other necessities. In the case of low-income households (those making less than 80 percent of the county's median income), this may also lead to housing-induced poverty.

Households spending more than 30 percent of their income on housing are said to be "burdened," while households spending more than 50 percent of their incomes are "significantly burdened." The map at right shows the percentage of households in each tract that are significantly housing burdened and low-income.

## Housing Burden Findings

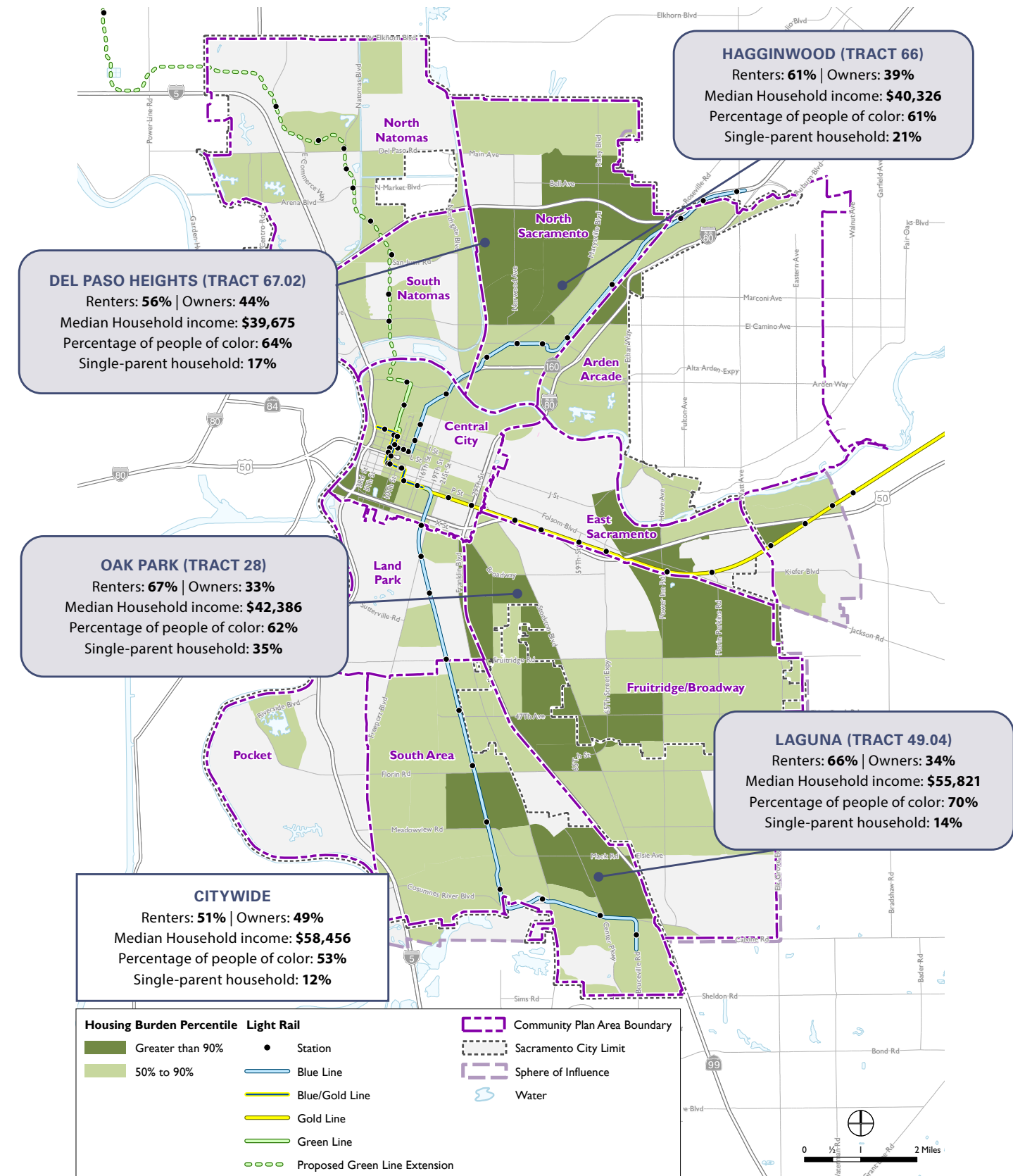
- 1 High citywide burden.**  
 The cost burden for Sacramento homeowners is comparable to that found in peer cities, but Sacramento renters are slightly more burdened.
- 2 Areas affected.**  
 Significantly burdened low-income tracts are found predominantly in the North Sacramento and Fruitridge/Broadway community plan areas.
- 3 Populations affected.**  
 Many tracts with significantly burdened households have a greater percentage of people of color and single-parent households.

### HOUSING BURDEN, 2018: SACRAMENTO AND PEER CITIES



Source: American Community Survey, 2014-2018

## Significantly Housing Burdened Low-Income Households



Source: CES, 3.0, 2018; American Community Survey, 2014-2018; City of Sacramento, 2019; Dyett & Bhatia, 2020.

## Housing Affordability

The rising cost of housing is becoming an increasingly important housing security issue in Sacramento, especially for renters. Sacramento has long been viewed as an affordable alternative to the Bay Area. In the past few years, Sacramento has attracted attention of investors, renters, and buyers seeking housing opportunities.

Gentrification, or the influx of capital and higher-income residents into working-class neighborhoods, is often associated with displacement, which occurs when housing costs or neighborhood conditions force people out and drive rents so high that lower-income people are excluded from moving in. Research indicates that gentrification can directly displace renters more, especially in communities that historically have not had access to wealth building and homeownership opportunities.

Displacement can result in a disruption of social networks and school attendance and can change the fabric of the local community. The purple areas on the map to the right show communities that are currently undergoing gentrification or are at risk of gentrification. Areas in orange have housing prices so high that lower income people cannot afford to live there.

### Housing Affordability Findings

- 1 Rent is increasing.** Though rents are still comparatively cheaper, Sacramento's rate of multifamily rent increase from 2010-2018 is higher than in peer cities and on par with the Bay Area.
- 2 Areas affected.** Areas currently undergoing gentrification include North Sacramento, Central City, and Fruitridge/Broadway. The North Sacramento community area includes tracts with high levels of low income households with significantly high housing burdens (shown on the Housing Burden map).
- 3 Populations affected.** Tracts with higher percentages of renters are particularly vulnerable to gentrification's effects. By contrast, tracts that have advanced gentrification are primarily composed of homeowners with high median incomes.

## DISPLACEMENT AND GENTRIFICATION CENSUS TRACT TYPOLOGIES

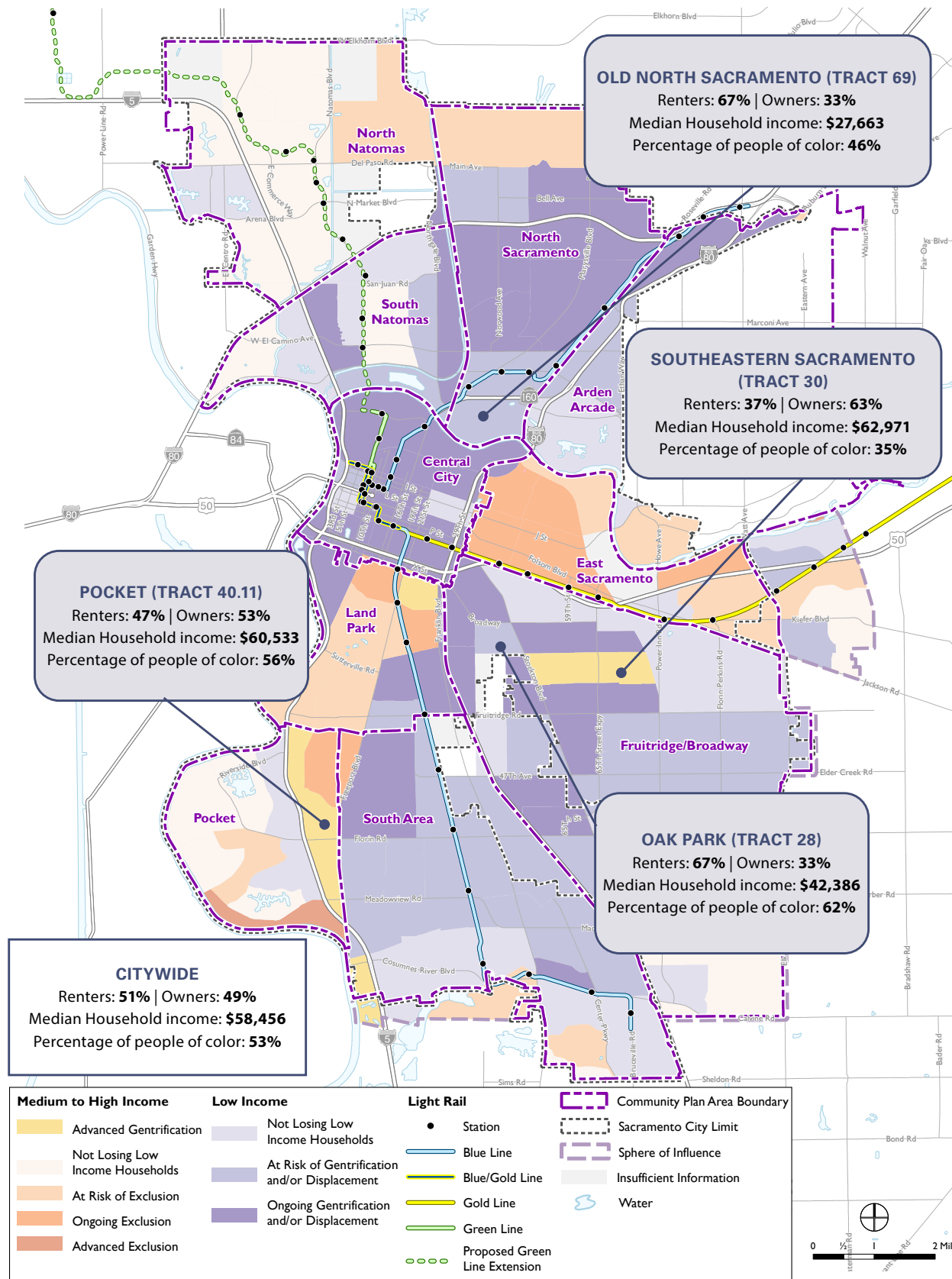
TYOLOGY (TRACT INCOME LEVEL)	TYOLOGY CRITERIA
<b>Not Losing Low-Income Households</b> (Low Income)	<ul style="list-style-type: none"> <li>Not classified as At Risk of, Ongoing, or Advanced Exclusion</li> </ul>
<b>At Risk of Gentrification/Displacement</b> (Low Income)	<ul style="list-style-type: none"> <li>Vulnerable to gentrification in 2000</li> <li>Has 2 out of 4 risk factors:                             <ul style="list-style-type: none"> <li>Fixed rail station</li> <li>Historic housing stock</li> <li>Employment center</li> <li>A "hot housing market"</li> </ul> </li> <li>Not currently undergoing displacement or ongoing gentrification</li> </ul>
<b>Ongoing Gentrification/Displacement of Low-Income Households</b> (Low Income)	<ul style="list-style-type: none"> <li>Vulnerable to gentrification in 2000</li> <li>Loss of low income households in 2000-2015</li> <li>Has 1 out of 2:                             <ul style="list-style-type: none"> <li>A "hot housing market"</li> <li>Decline in low income migration rate</li> </ul> </li> <li>Or Gentrified in 1990-2000 or 2000-2015</li> </ul>
<b>Advanced Gentrification</b> (Moderate to High Income)	<ul style="list-style-type: none"> <li>Gentrified in 1990-2000 or 2000-2015</li> </ul>
<b>Not Losing Low-Income Households</b> (Moderate to High Income)	<ul style="list-style-type: none"> <li>Not classified as At Risk of, Ongoing, or Advanced Exclusion</li> </ul>
<b>At Risk of Exclusion</b> (Moderate to High Income)	<ul style="list-style-type: none"> <li>Has 2 out of 4 risk factors:                             <ul style="list-style-type: none"> <li>Fixed rail station</li> <li>Historic housing stock</li> <li>Employment center</li> <li>A "hot housing market"</li> </ul> </li> <li>Not currently undergoing exclusion</li> </ul>
<b>Ongoing Exclusion/Displacement of Low-Income Households</b> (Moderate to High Income)	<ul style="list-style-type: none"> <li>Loss of low income households 2000-2015</li> <li>Has 1 out of 2:                             <ul style="list-style-type: none"> <li>A "hot housing market"</li> <li>Decline in low income migration rate</li> </ul> </li> </ul>
<b>Advanced Exclusion</b> (Moderate to High Income)	<ul style="list-style-type: none"> <li>Moderate to High Income Tract in 2015</li> <li>Low and declining population of low-income households since 2000</li> <li>Low low-income migration in 2015</li> </ul>

### MULTIFAMILY RENT INCREASES, 2010-2018: PEER CITIES

Sacramento	Oakland
2018 avg rent: \$1,500	2018 avg rent: \$2,900
Rent increase, 2011-2018: 53%	Rent increase, 2011-2018: 60%
Portland	Long Beach
2018 avg rent: \$1,700	2018 avg rent: \$2,100
Rent increase, 2011-2018: 30%	Rent increase, 2011-2018: 17%

Source: Zillow.

## Gentrification by Census Tract



Source: The Urban Displacement Project, UC Berkeley, 2015; City of Sacramento, 2019; Dyett & Bhatia, 2020.



## Housing Stability

An important component of housing security is being able to stay in one's home. An eviction happens when a landlord expels people from property they own. Evictions are landlord-initiated involuntary relocations that happen to renters. Most evictions happen because renters cannot or do not pay their rent. Landlords can evict renters for a number of other reasons, too, including for taking on boarders, damaging property, causing a disturbance, or breaking the law. Prior to passage of the City's Tenant Protection and Relief Act, which went into effect in September 2019 and the State's Tenant Protection Act of 2019, which went into effect in 2020, landlords could evict renters for reasons outside of the renter's control, called a no-fault eviction. Research also indicates that evictions are more likely to occur in gentrifying neighborhoods.

Evictions can disrupt school and job performance, lead to mental health issues, or lead to homelessness. Having a prior eviction can make it more difficult to find housing later on. The map at right evictions rates relative to housing density by census tract. Despite having lower densities, some areas, such as North Sacramento, are more disproportionately burdened by evictions than others.

### Housing Stability Findings

- 1 Comparatively higher rates of eviction.** Sacramento has a notably higher rate of eviction than other peer cities.
- 2 Areas affected.** Areas with more burdened households (see map on page 4), such as the North Sacramento and Fruitridge community plan areas, are also areas where more evictions are occurring. These areas are either undergoing gentrification, or are at risk of gentrification (see map on page 5). North Sacramento, in particular, has fewer homes per acre and a higher rate of evictions than other part of the city, indicating a disproportionate number of evictions.
- 3 Populations affected.** As with housing burden, households with lower incomes, communities of color, and single-parent-headed households are disproportionately impacted.

### EVICTION RATES, 2016: SACRAMENTO AND PEER CITIES

**2.1%**

SACRAMENTO, CA

**0.8%**

OAKLAND, CA

**1.3%**

LONG BEACH, CA

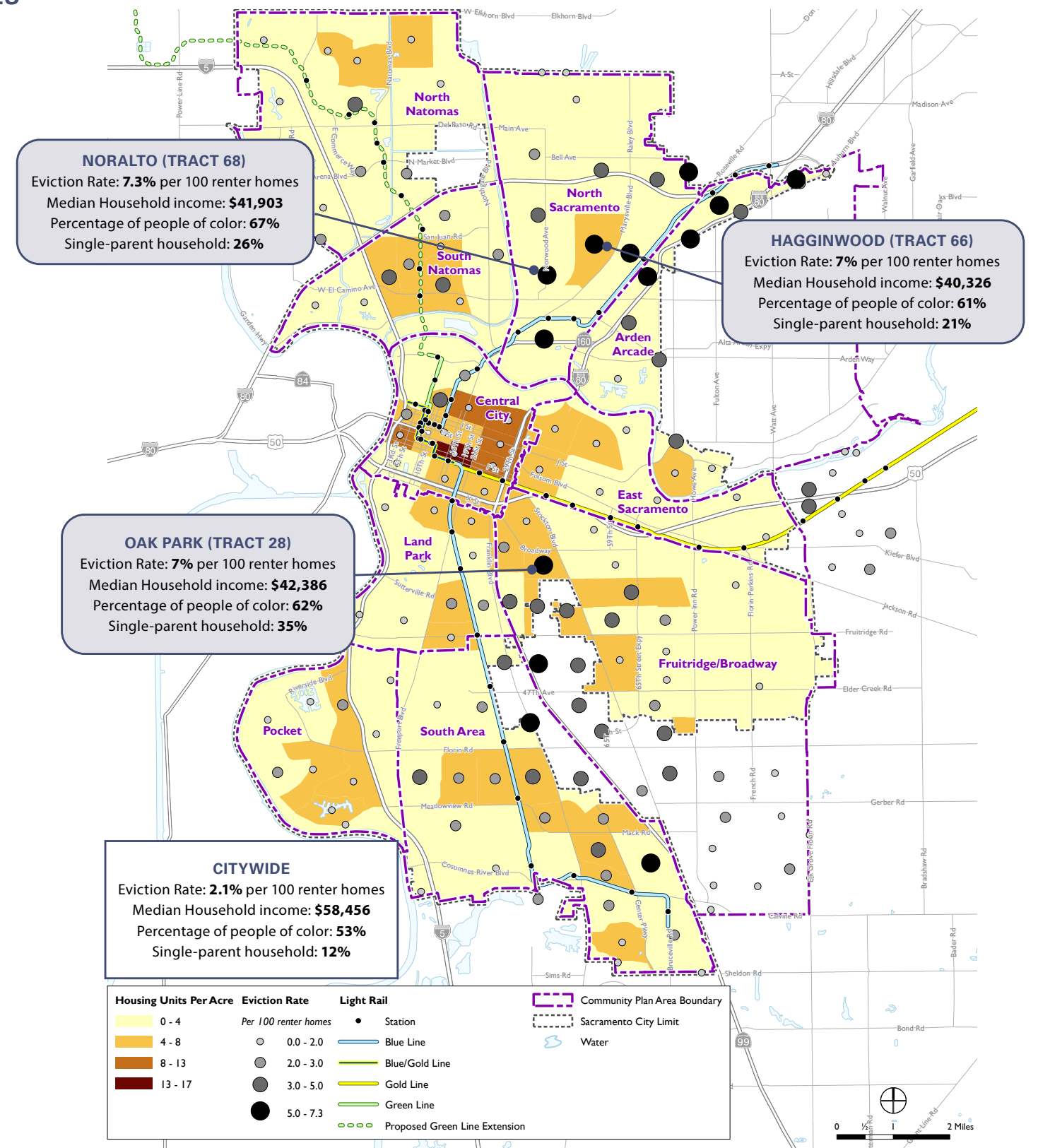
**1.1%**

PORTLAND, OR

RATE = PER 100 RENTER HOMES

Source: *The Eviction Lab, 2016*

### Eviction Rates Relative to Housing Density



Source: *The Eviction Lab, 2016; American Community Survey, 2014-2018; City of Sacramento, 2019; Dyett & Bhatia, 2020.*

## Housing Quality

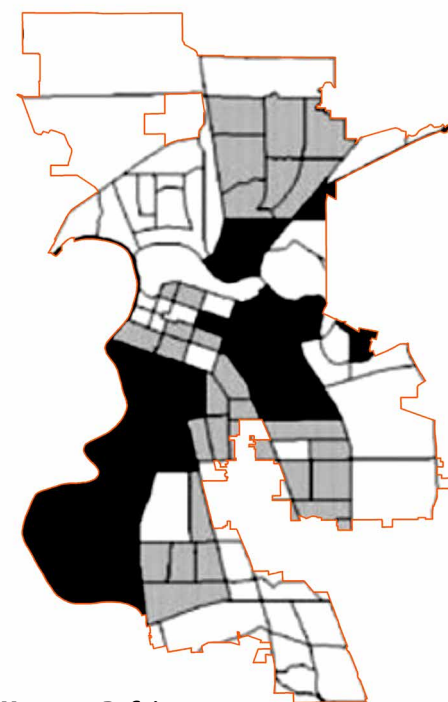
Quality housing means housing that is decent, safe, sanitary, and in good repair. Data collected by the Department of Housing and Urban Development (HUD) identifies four kinds of housing problems for households: 1) housing unit lacks complete kitchen facilities; 2) housing unit lacks complete plumbing facilities; 3) household is overcrowded; and 4) household is cost burdened. A household is said to have a housing problem if they have any 1 or more of these 4 problems. Data from HUD's Comprehensive Housing Affordability Strategy indicates that many more households experience housing cost burdens than overcrowding or lacking in facilities across all geographies. In Sacramento, housing problems are experienced disproportionately by Black and Latino residents (see graph, right.)

The quality of available housing stock has direct health implications, especially for cost-burdened households. Poor quality and unstable housing quality have been linked to asthma, injury, depression, behavioral problems and educational delays, low birth weights, infectious diseases, skipped meals and medical care, and food insecurity. Households who are burdened by housing costs may only be able to afford housing with substandard conditions. Additionally, when housing prices rise, household occupancy rates can increase, which can result in overcrowded and unsafe living conditions.

### Background: How did Housing Quality and Security Issues Arise?

Like other American cities, Sacramento has a past of systematic segregation and exclusion in housing policy. This includes redlining, the federally-sanctioned practice of refusing to insure mortgages in and near Black neighborhoods; and racially restrictive covenants, which kept people who were not white from buying or even occupying land in certain neighborhoods.

Redlining and racial covenants made it difficult for communities of color to get loans for homeownership, conduct home maintenance, build wealth, or have access to public investment/infrastructure improvements. Although these practices were formally outlawed in the 60s and early 70s, impacts of redlining and racial covenants remain, playing a contributing role to concentrations of under-employment, poverty, access to credit, and housing quality issues, all factors influencing housing security and quality.

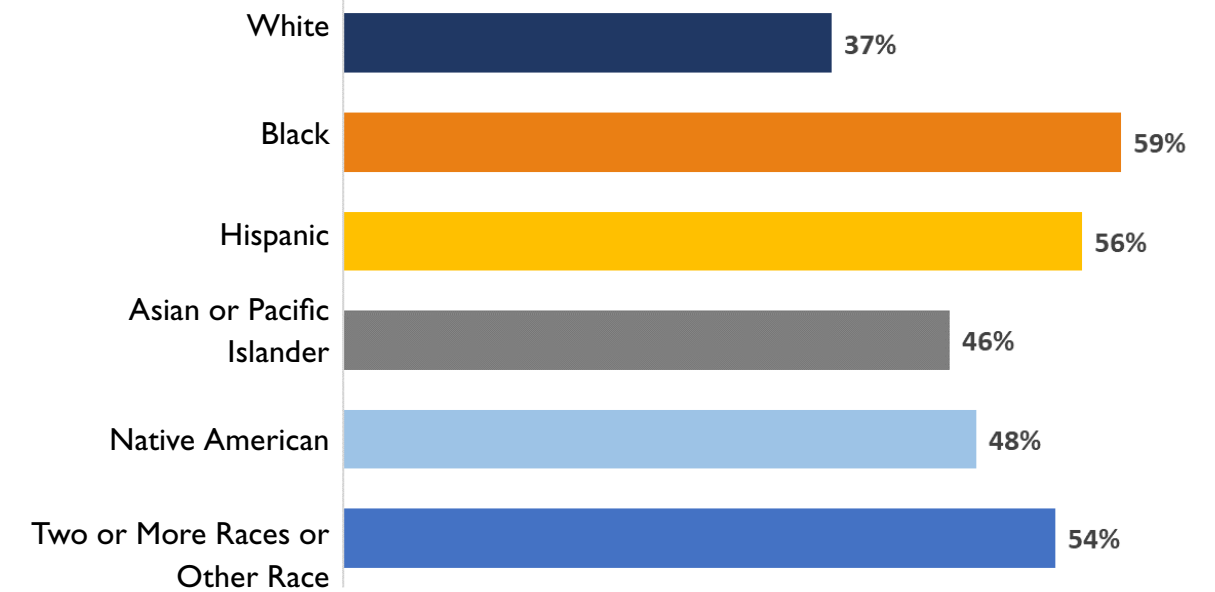


Mortgage Deficient  
 Covenants Evidenced

### Historic Racially Restrictive Covenants

Source: J. Hernandez. (2009). Redlining Revisited: Mortgage Lending Patterns in Sacramento 1930-2004. International Journal of Urban and Regional Research. 33. 291-313.

### CITY OF SACRAMENTO: HOUSEHOLDS EXPERIENCING ANY OF 4 HOUSING PROBLEMS



Source: Sacramento Valley Fair Housing Collaborative. Analysis of Impediments to Fair Housing Choice, 2019.

### HOUSEHOLDS WITH ANY OF 4 HOUSING PROBLEMS, 2016: SACRAMENTO AND PEER CITIES



Source: American Community Survey, 2014-2018; HUD CHAS, 2012-2016; City of Sacramento, 2019; Dyett & Bhatia, 2020.

### HOUSEHOLDS WITH NO PLUMBING OR KITCHEN FACILITIES, 2016: SACRAMENTO AND PEER CITIES



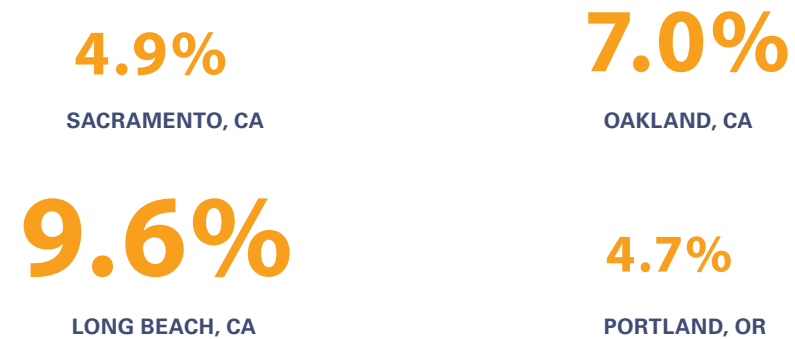
### OVERCROWDING, 2018: SACRAMENTO AND PEER CITIES



## Renter-Occupied Housing Quality Findings

- 1 Lower rate of substandard housing in rental stock.** Sacramento has lower rates of renter-occupied households with 2 or more housing problems than other similarly-sized cities. However, there is more overcrowding in renter-occupied housing than owner-occupied housing in Sacramento.
- 2 Areas affected.** Tracts with the highest percentage of households with 2 or more housing problems are found in the following Community Plan Areas: North Sacramento, South Area, Fruitridge/Broadway, and the southeastern portion of Land Park
- 3 Populations affected.** Tracts with the highest rate of housing problems in rental stock are found in the North Sacramento, the South Area, and Fruitridge/Broadway Community Plan Areas, have higher percentages of overcrowding, and tend to be communities of color. With the exception of Valley Hi, most tracts with 2 or more housing issues have lower median household incomes.

### RATE OF RENTER-OCCUPIED HOUSEHOLDS WITH 2 OR MORE HOUSING PROBLEMS: PEER CITIES, 2018

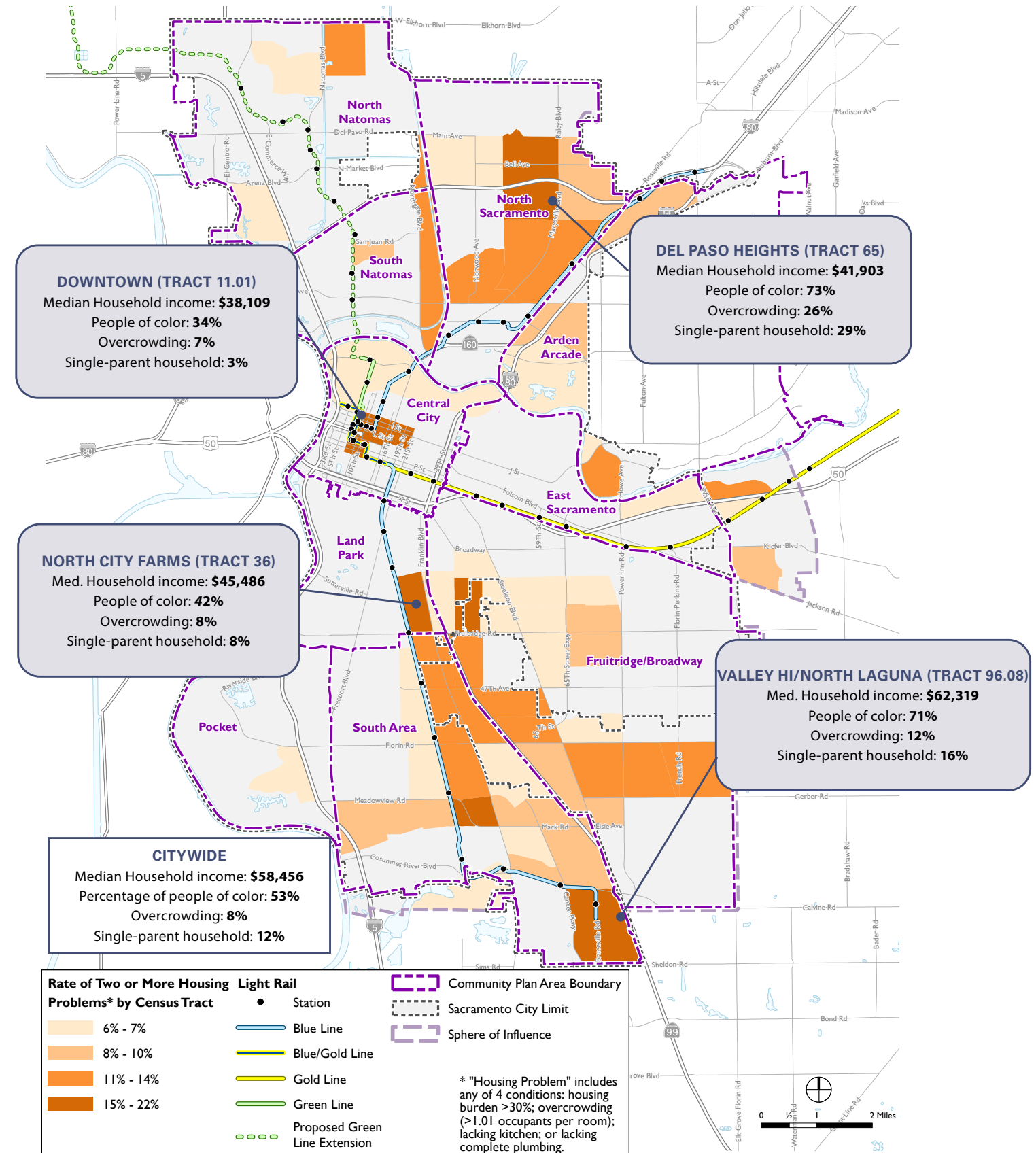


**7.6%**

of Sacramento renter-occupied households meet the definition of "overcrowded", or more than 1 person per room.

Source: American Community Survey, 2014-2018

## Substandard Renter-Occupied Housing



Source: American Community Survey, 2014-2018; City of Sacramento, 2019; Dyett & Bhatia, 2020.



## Owner-Occupied Housing Quality Findings

- 1 Lower rate of substandard housing in owner-occupied stock.** Sacramento has lower rates of owner-occupied households with 2 or more housing problems than other similarly-sized cities in California.
- 2 Areas affected.** The South Area Community Plan Area contains the most tracts that have some of the highest percentages of households with 2 or more housing problems.
- 3 Populations affected.** The rate of overcrowding is significantly higher in substandard owner-occupied housing than the citywide average. Most burdened tracts in the map to the right have rates that are more than fivefold the Citywide owner-occupied overcrowding rate of ~2%. Further, residents of substandard owner-occupied housing are more likely to be from a community of color, or a single-parent headed household.

### RATE OF OWNER-OCCUPIED HOUSEHOLDS WITH 2 OR MORE HOUSING PROBLEMS: PEER CITIES, 2018

1.0%

SACRAMENTO, CA

1.5%

OAKLAND, CA

1.9%

LONG BEACH, CA

0.6%

PORTLAND, OR

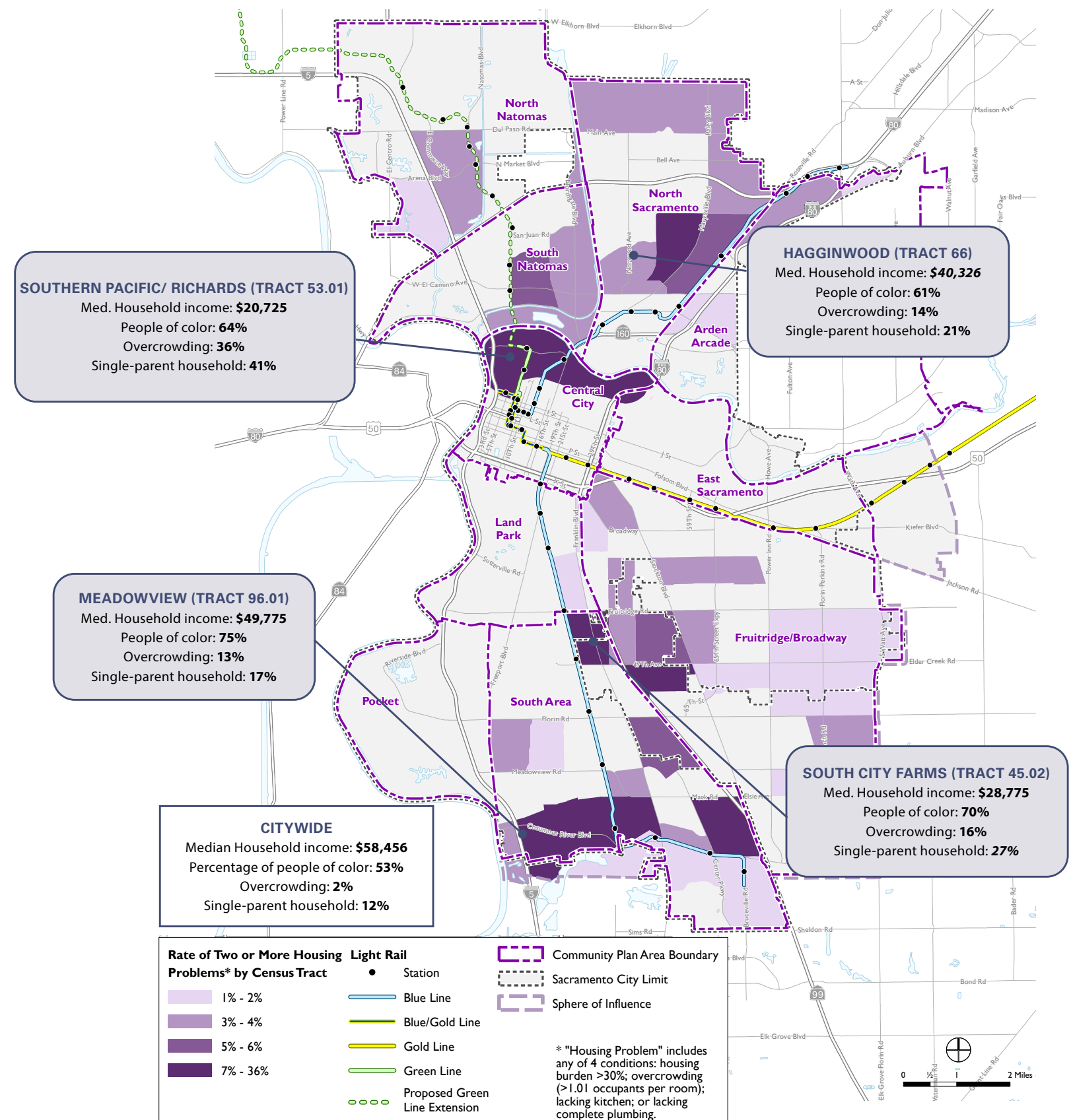


1.5%

of Sacramento owner-occupied households meet the definition of "overcrowded", or more than 1 person per room.

Source: American Community Survey, 2014-2018

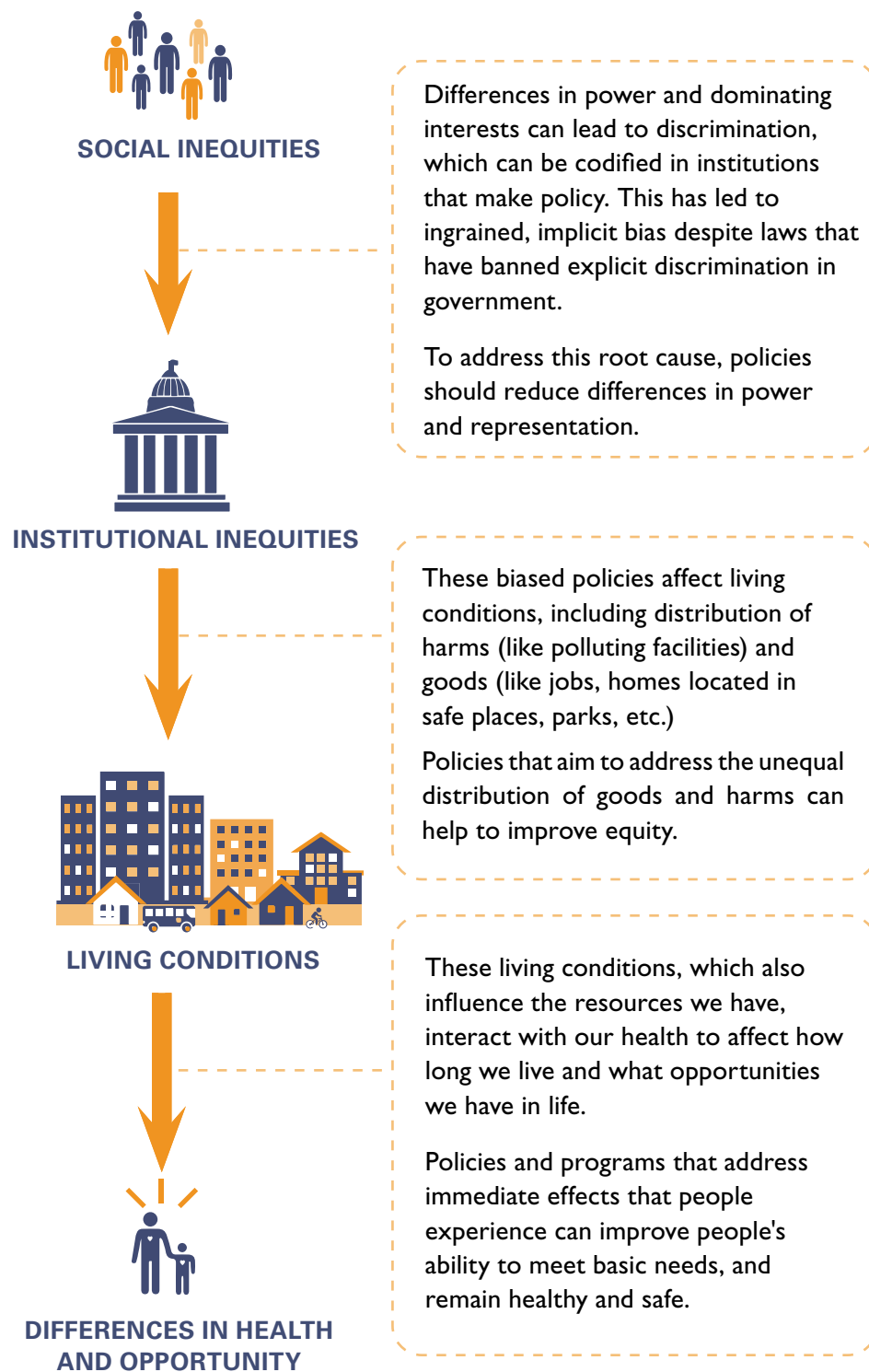
## Substandard Owner Occupied Housing



Source: American Community Survey, 2014-2018; City of Sacramento, 2019; Dyett & Bhatia, 2020.

## Strategies

### Root Causes Of Environmental Injustice



*Adapted from BARHII's Public Health Framework for Reducing Health Inequities Framework.*

### Safe And Sanitary Housing Issues

**1 Housing affordability.** Housing supply --especially supply that is affordable-- is not keeping up with demand. Lack of affordable housing is a major housing security issue. The number of Sacramentans that are burdened by housing costs is on par with cities in the Bay area. Affordability affects communities of color and lower income families disproportionately.

**2 Risk of Displacement.** Some Sacramentans, especially low-income renters, are at risk of displacement due to gentrification. Displacement affects communities of color, lower income families, and single-parent households disproportionately.

**3 Housing Quality Issues.** Though the city overall has a quality of housing on par with comparable cities, several of Sacramento's community plan areas contain tracts with a high percentage of housing issues, both for renters and owners. These issues affect communities of color, lower income families, and single-parent households disproportionately.

### Existing/Ongoing City Efforts

- 1**
  - The City currently uses impact fees on new residential and commercial development to fund affordable housing. Acknowledging that there is not currently enough funding to meet the need, the City is currently exploring revisions to its affordable housing requirements during its update 8-year housing strategy (2021-2029 Housing Element Update), which is due to the State in May 2021.
- 2**
  - Compliance with SB 329, which prohibits landlords in the state from rejecting tenants based solely on their use of Housing Choice vouchers (formerly known as Section 8) starting in 2020.
  - Compliance with California's Tenant Protection Act of 2019 (AB 1482), which limits the number of eviction causes for which tenants are not at fault and requires landlords to pay the tenant one month's rent in no-fault causes.
- 3**
  - Establishment of a rental housing and inspection program, which achieves compliance of health, safety, and welfare code violations for residential rental housing and preserves the quality of Sacramento's neighborhoods and available housing.
  - A recently amended tenant protection program, created to assist tenants with increasing rental rates by prohibiting rent gouging and establishing limits on annual rent increases. It also provides protection for unjustified evictions.
  - A vacant building ordinance, which decreases the time a structure may be declared a nuisance, increasing fees and penalties and streamlining the vacant building enforcement process.
  - Several General Plan policies related to achieving the goal to ensure compliance with Health and Safety Codes to improve the health, safety, and visual quality of the community by ensuring compliance with State and City health and safety codes.



## Safe and Sanitary Housing Actions: What is Needed

ADD YOUR IDEAS TO THE BOXES BELOW AND ON THE BACK OF THIS FACTBOOK.

### 1 Encourage development of all types of housing, especially multi-unit and affordable housing.

*Example policies could include: Increase affordable housing stock.*

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### 2 Strengthen tenant protections, support options for lower income renters, and prevent displacement in neighborhoods that are experiencing or at risk of gentrification.

*Example policies could include: Encourage rehabilitation and preservation of older substandard units; Support housing assistance programs for low-income families.*

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### 3 Improve housing quality.

*Example policies could include: Reduce overcrowded housing conditions; Ensure new affordable housing units are meeting health and safety standards.*

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ADDITIONAL IDEAS OR ISSUES: