



CITY OF GREENFIELD

2023-2031 HOUSING ELEMENT

PUBLIC REVIEW DRAFT

AUGUST 18, 2023



C H A P T E R

6

HOUSING ELEMENT

CITY OF GREENFIELD

HOUSING ELEMENT: 2023-2031

Current City Council Members:

Mayor Bob White
Mayor Pro-Tem Angela Untalon
Councilmember Yanely Martinez
Councilmember Rachel Ortiz
Councilmember Ariana Rodriguez

Resolution _____
Adopted _____

Note: As the Housing Element is updated more frequently than other components of the General Plan, it is formatted as a “stand-alone” document with its own table of contents and other minor differences in its organization.

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1. INTRODUCTION

The California Legislature has declared that “the availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian, including farmworkers, is a priority of the highest order.”¹ Likewise, the City of Greenfield affirms this priority and along with the State government jointly has “a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community.”² The City of Greenfield, through adoption of this updated Housing Element, “also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the state in addressing regional housing needs.”³

The purpose of the housing element is to identify and analyze existing and projected housing needs and to provide goals, policies, and implementation programs for the preservation, improvement, and development of housing and affirmatively further fair housing. The framework of the Goals and Policies will guide the community’s decision making for the following eight years.

Greenfield was incorporated as a general law city in 1947. The population as of the 2020 U.S. Census was 18,937 persons with 4,207 housing units⁴. Greenfield is located in the southern portion of Monterey County, approximately seven miles south of Soledad and approximately twelve miles north of King City. The Gabilan Mountain Range borders the valley on the east, with the Santa Lucia Mountain Range to the west. Primary access is provided via U. S. Highway 101. Its central location in the Salinas Valley on Highway 101 places it within a major transportation hub of the state. The dominant market influence is provided by the nearby agricultural industries and local service establishments. In recent years, housing demand has begun to diversify geographically with commuters traveling from areas as far away as Monterey and the San Jose area for comparably more affordable housing.

As an element of the City of Greenfield General Plan, the goals, policies, and implementation programs included will apply only to the incorporated area of the City of Greenfield and that area within the City’s Sphere of Influence and Planning Area. This updated Housing Element covers the AMBAG planning projection period from June 30, 2023 to December 15, 2031.

Organization of the Housing Element

The Greenfield Housing element has been edited and reorganized to closely follow the State Department of Housing and Community Development (HCD) Housing Element Checklist. The updated Housing Element includes ten sections; updates to four previous sections along with six new sections plus appendices with additional background and demographic data, which satisfy the updated requirements of State law and provide the foundation for the development of goals, policies, implementation measures, and quantified objectives for the planning period:

- 1. Introduction. This section includes an overview, discussion of consistency of the element with state law, and consistency with the General Plan.
- 2. Public Participation. This section details the significant efforts of the City of Greenfield to ensure the public’s involvement in generating the plan at all stages. Per Government Code Section 65583, the threshold to ensure the jurisdiction included all economic segments of the community in the development of the housing element has significantly increased.

¹ California Government Code, Section 65580 (a)

² California Government Code, Section 65580 (d)

³ California Government Code, Section 65580 (e)

⁴ Data from 2020 United States Census

- 3. Evaluation of Previous Housing Element. This section evaluates the City's remarkable progress in achieving the housing numbers under RHNA and progress in attaining the goals and implementing the programs included in the 5th Cycle 2016 Housing Element.
- 4. Goals, Policies, and Implementation Programs. This section sets forth current housing goals and outlines City goals, objectives, policies, and programs intended to address housing problems, the party responsible for implementation, and the program funding sources.
- 5. Housing Needs Assessment. This section describes the City's housing and demographic characteristics and conditions.
- 6. Housing For the Special Need Population. This section identifies and analyzes issues related to special need populations, including but not limited to the elderly, persons with disabilities, large households, farmworkers, female headed households, and homeless individuals.
- 7. Affirmatively Furthering Fair Housing. New to the 6th Cycle Housing Element, this section meets the requirements of AB 686 through outreach, an assessment of fair housing, sites analysis and a list of priorities, goals and actions to all ensure that Greenfield will take significant, meaningful and sufficient action to overcome and identified patterns of segregation and affirmatively further fair housing.
- 8. Affordable Housing Units At-Risk of Conversion to Market Rate. This section provides an inventory of units at-risk for conversion from affordable to market-rate within 10 years of the beginning of the planning period, and identifies qualified entities and potential funding sources to preserve such affordable housing.
- 9. Actual and Potential Housing Constraints. This section reviews local land use controls, local processing and permit procedures, building codes, improvement requirements, fees and other exactions, zoning for special uses, and local ordinances that impact the delivery of housing to the community.
- 10. Zoning For a Variety of Housing Types. This section provides an analysis of zoning and availability of sites for a variety of housing types, specifically including multifamily rental housing, Housing for Agricultural Employees, Emergency shelters, Low Barrier Navigation Shelters, Transitional Housing, Supportive Housing, Single-Room Occupancy Units, Manufactured Homes, Mobile Home Parks and Accessory Dwelling Units.

An appendix presents more detailed information on the comments and feedback received during the Public Participation process and an evaluation of the progress and success of the goals and objectives of the 5th Cycle Housing Element.

Consistency with State Law

Each city in California must have a housing element in its General Plan (Government Code, Section 65000 et. seq.) The housing element must cover a 10-year time period and be revised every eight years, based on the timeframes for the Regional Transportation Plan/Sustainable Communities Strategy. This Housing Element is a revision of the City’s 2014-2023 Housing Element. The State Office of Housing and Community Development (HCD) must review revisions to housing elements in accordance with state housing element law.

Government Code, Section 65583 states that the housing element must consist of “identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing.” Specifically, the Housing Element must include the following:

- Analysis of population and employment trends and projections of existing and projected housing needs for all income levels, including the locality's share of the regional housing need.
- Analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics including overcrowding, and housing condition.
- Inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment or reuse, and an analysis of the relationship of zoning and public facilities and services to these sites.
- The identification of a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit.
- Analysis of actual and potential governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvement fees and other exactions required of developers, and local permit processing.
- Analysis of actual and potential non-governmental constraints, including the availability of financing, the price of land, and the cost of construction.
- Analysis of any special housing needs, such as those of the homeless, disabled, elderly, large families, female heads of households, and agricultural workers.
- Analysis of energy conservation opportunities with respect to residential development.
- An analysis of existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use.

Since the last Housing Element period, the State Legislature has been proactive and aggressive in ensuring equitable opportunities for housing in all jurisdictions across California. There have been numerous housing-related bills to facilitate the production of housing including specific laws that impact the form and process of the Housing Element. While not all are mentioned here, key changes to State law between the 5th and 6th Cycle Housing Element include the following:

- Increase in public participation requirements under AB 215
- New Affirmatively Furthering Fair Housing Requirements under AB 686.
- AB 1397, which provides greater accountability and requirements in determining site inventory to meet RHNA.

- SB 166, which strengthened the No Net Loss provisions to ensure that jurisdictions must maintain adequate sites to accommodate its remaining unmet RHNA by each income category at all times throughout the entire planning period.
- AB 139 and AB 2162, dealing with updated zoning requirements for emergency shelters and supportive housing.

This Housing Element identifies and analyzes all items above. This Housing Element also identifies existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing.

Consistency with other General Plan Elements

The Housing Element is one of seven General Plan elements required under State Planning law. The City's General Plan was adopted in 2005 and has a 2025 planning horizon. The previous Housing Element was adopted by the City Council in 2016. The City is preparing to engage in a full General Plan Update process during 2023-2025, with the Housing Element being updated first due to its unique specific State certification process and timelines.

The elements of the General Plan must be fully integrated and must relate to each other without conflict. Internal consistency applies to figures, diagrams, and General Plan text. It also applies to data, analysis, and policies. All adopted portions of the General Plan, whether or not required by state law, have equal legal weight; none may supersede another. The General Plan must resolve any potential conflicts among the provisions of each element.

The Housing Element has been updated to be consistent with the other six required General Plan elements, which include: Land Use, Circulation, Conservation, Open Space, Noise, and Safety. Findings for consistency with these elements are as follows:

Land Use Element

The Land Use Element is the section of the General Plan that describes where different types of development should occur and at what intensity. It also includes maps of general land use designations. The land use designations provide for the type and character of development permitted in each designation, but without the specificity found in the zoning ordinance. Goals, objectives, and policies provide the outline for orderly growth in the community.

Four General Plan land use designations provide for residential housing development in Greenfield. These designations are residential estate, low density residential, medium density residential, and high-density infill. Most of Greenfield is designated for residential use, the majority being low density residential. This land use designation anticipates one residential unit on each lot with densities ranging from 1 to 7 units per gross acre. The medium density residential designation permits duplexes, apartments, condominiums, and mobile home parks. Densities in the range of 1 to 15 units per gross acre are allowed. High-density infill provides for density of 10 to 21 units per gross acre. Currently no land is designated "residential estate" (maximum of 2 units per acre). Residential uses are also allowed when the Mixed-Use Overlay is applied to a non-residential district.

The Housing Element is consistent with the land use element in that it utilizes the land use diagram (there are no discrepancies) in providing logical areas for growth and development of all types and densities of housing. The residential land uses identified in the Housing Element are consistent with the Land Use Element land use categories, densities, and related land uses, such as parks and recreation facilities. Any changes in land use to accommodate the City's regional housing share would require a General Plan Amendment and zoning change to ensure continued consistency. The Housing Element is not proposing any changes in land use that differ from those depicted in Figure 2-3, Land Use Diagram.

Circulation Element

The residential development required to meet the City's regional share of housing would be distributed throughout the City and would be accommodated by the City's existing and planned circulation infrastructure. New development would construct local street improvements, including improvements to arterial and collector streets adjacent new development. Circulation impacts anticipated from residential development in the City have been mitigated through planned improvements identified in the Circulation Element. Residential development would not cause local traffic to exceed Level-of-Service (LOS) objectives stated in the Circulation Element. The Housing Element is therefore consistent with the Circulation Element.

Conservation Element

The Housing Element does not call for development of housing on any lands designated for conservation. All proposed residential development included in the Housing Element would be consistent with the Conservation Element.

Open Space Element

The Housing Element does not call for development of housing on any lands designated for open space. All proposed residential development included in the Housing Element would be consistent with the Open Space Element.

Noise Element

Noise Element analysis is based on the land uses identified in the 2005 General Plan, including the residential development identified in the Housing Element. Some areas designated for residential development are located in places that could potentially have noise levels in excess of the City's adopted standards for residential noise exposure. The Noise Element includes mitigation measures that will reduce any potential impacts resulting from housing development to a less than significant level. The Housing Element is consistent with the Noise Element.

Safety Element

The Housing Element is consistent with the Safety Element. No lands within Greenfield are within a 100-year floodplain or in an area of high hazard for wildfires; thus, no changes to the Housing Element are required under Government Code Section 65302 (Chapter 369, Statutes 207-AB 162). Mitigation measures have been identified that would reduce potential impacts from housing development on any site with unstable soils to a less than significant level.

Other General Plan Considerations

Adoption of the Housing Element Update triggers certain requirements in State law to review certain sections of the General Plan. Here are the requirements upon adoption, and the City of Greenfield's consistency with these provisions of the law.

Disadvantaged Communities (Gov. Code Section 65302.10)

There are no communities meeting the definitions of the code section located within Greenfield's adopted Sphere of Influence that require further analysis.

Flood Hazard and Management (Gov. Code Section 65302)

The City of Greenfield has no rivers, creeks, streams, flood corridors, riparian habitats, and land that may accommodate floodwater for purposes of groundwater recharge and stormwater management in its city limits and has no FEMA flood zones within its City limits. However, the City is undergoing a comprehensive General Plan Update where the Safety Element will be updated.

Fire Hazard (Gov. Code Section 65302 and 65302.5)

The city is not located in any fire hazard severity zone, and is not required to be amended. However, the City of Greenfield is pursuing a comprehensive General Plan Update concurrently with the Housing Element and will be updating the Safety Element.

Climate Adaptation (Gov. Code 65302 (g))

The city is concurrently undertaking a comprehensive General Plan Update which includes an update to the Safety element and will address climate adaptation and resiliency strategies applicable to the city as required by law.

Environmental Justice (Gov. Code 65302)

The City will be adding an Environmental Justice element with its comprehensive General Plan Update to address the "objectives and policies to reduce the unique or compounded health risks in disadvantaged communities by means that include, but are not limited to, the reduction of pollution exposure, including the improvement of air quality, and the promotion of public facilities, food access, safe and sanitary homes, and physical activity, promoting civic engagement in the public decision making process and prioritizing improvements and programs that address the needs of disadvantaged communities."⁵

⁵ California Government Code 65302 (h)(1)(a)

2. PUBLIC PARTICIPATION

State law requires that during the preparation or amendment of the General Plan, the planning agency provide opportunities for the involvement of citizen;, California Native American tribes; public agencies; public utility companies; and civic, educational, and other community groups through hearing and any other means the County or City deems appropriate (Government Code Section 65351). In accordance with State law, during the development of the 2023-2031 Housing Element, the City encouraged the participation of all economic segments of the community, especially lower-income and special-needs households.

The City's overarching goal in updating the Housing Element was to create a document that constructively addresses the vision, the goals, and the concerns of the entire community. In order to achieve this goal, the City has included in this document realistic and achievable goals, policies that the City is committed to using consistently, implementation programs and measures that are designed to achieve the community's goals, and a realistic timeline for completion.

In order to achieve these goals, the City took the following specific actions prior to adoption of the Housing Element:

Open House / Workshops

On May 18, 2023, the City held a virtual meeting to give an option to those still hesitant to attend public meetings in person. At this meeting, five people attended. Issues discussed highlighted the lack of available housing in all income segments, lack of mobility in the housing market due to unfavorable property tax and interest-rate consequences to sell property, concerns about second homes for short-term rentals, and the aging of the housing stock and lack of investment of existing properties by absentee landlords.

Outreach to these events included social media postings, flyers, texts, etc.

In order to increase awareness and attendance at future events, the City Community Engagement Department worked closely with advocacy groups, increased online marketing, and posted flyers at strategic locations and businesses in Greenfield. As a result, attendance for future events increased significantly.

On May 25, 2023, the city held an in-person open house listening session at the Veterans Memorial Hall to introduce the housing element to the public and receive comments. Over 70 people throughout the evening were in attendance and the event was an opportunity for the City staff and consultant team to listen to the audience and hear oral comments along with written comments on a number of topics. The presentation was given in English with translation services available in Spanish. Significant themes throughout the evening covered the overall price of housing, the types of housing available and the lack of inventory, issues regarding parking in the community, agricultural housing being built only for foreign nationals through the H2A program and not for existing agricultural families, and issues regarding fair housing specifically related to tenant-landlord issues and the difficulty and cost of applying for housing. As a result of these concerns, the City partnered with the Center for Community Advocacy to host a Spanish-language renters'-rights forum held on July 27, 2023 at the Greenfield City Hall.

Over 125 written comments were left at the meeting, and the full comments are included in the public participation appendix to this document.

On June 29, 2023, the City held a follow-up meeting at City Hall to discuss the most popular

comments and answer questions from residents. The meeting was also broadcast via Zoom and Facebook Live. There were 15 attendees in the building, 2 via zoom and a peak of 23 viewers on the Facebook Live stream. The meeting was held in English and simultaneously translated in Spanish through Zoom and through headsets provided at City Hall. The meeting was also recorded and the presenter reviewed the comments from the previous meeting, answered questions about City policies and responsibilities in context of the Housing Element Update, and engaged with the audience's questions, along with questions posted in comments online as well. A robust discussion about housing issues emerged, specifically discussing building constraints. Many comments also referred to the lack of retail and jobs in the area having a negative impact on the housing crisis locally. The comments from the meeting have been added to the public participation appendix.

Stakeholder Meetings

The consultant team spoke with the Monterey County Association of Realtors on April 24, 2023, non-profit homebuilder CHISPA on May 24, 2023 and has been working to engage with other stakeholder groups in the community.

One of the concerns was the ability to reach out to the Oaxacan communities that speak third languages. On May 4, 2023, City staff met with Centro Binacional para el Desarrollo Indígenato to work on outreach with translating surveys orally into their languages and participating in upcoming forums. Many of the fair housing comments came from members of the indigenous communities.

To reach segments of the senior population that typically would not attend meetings or participate in online forums, the City worked to reach out directly to the community.

On May 10, 2023, City staff presented at the monthly South County Seniors Social luncheon event held at the Veterans Memorial Hall. This monthly lunch activity gave a forum to discuss a wide range of housing issues with residents primarily age 60 and above. The City consultant gave a group presentation, met with several people individually to discuss housing matters, and collected a survey that was completed by 41 people present at the meeting. The results of the data collected, which are included in the public participation appendix, indicated that over 75% of surveyed residents owned their own home, but that over 75% also had an annual income of under \$50,000. When responding to questions about how best the City could address future housing needs, the majority of respondents stated that there needed to be more programs to subsidize people struggling to afford the high costs of housing. Individuals expressed concern about the cost of housing in general and specifically increasing rents. A number of individuals expressed a need for more commercial and retail opportunities to support living in Greenfield.

Pop-Up

The City set up a booth at the City Gazebo Farmers Market on Saturday, May 20, to talk to the community about housing and give residents the opportunity to fill out a short survey. The staff engaged in many conversations with local residents about housing issues and the excessive cost of housing and lack of availability of housing at present. The effort helped to gain input from residents who generally do not attend public meetings or were not directly engaged in local government to give input and provide valuable feedback. Anonymous filled-out survey cards are included in the public participation appendix.

Study Sessions

The City held its first publicly noticed workshop before a joint meeting of the Greenfield City Council and Planning Commission on April 11, 2023. The workshop was announced through the standard City Council agenda notice, which includes multiple methods of outreach, such as text alerts, social media, website, and physical posting of notices.

The workshop information was presented in simple but accurate terms and covered the requirements of the Housing Element and specifically the major changes for the 6th Cycle compared to previous cycles. Ample opportunity was given for questions and comments from attendees. The City Council chambers in which the workshop was presented were easily accessible for persons with disabilities. The City Council meeting at which the housing element workshop was scheduled was heavily attended. Following staff and consultant presentations, three members of the public spoke regarding the Housing Element.

The full record of all comments from the meeting is included in the public participation appendix. Issues discussed related to expanding public participation, concerns about traffic and expansion of City infrastructure without funding, perceived State overreach of local zoning control, and overcrowding in existing housing units.

On July 11, 2023, the City Council met to review the results of the public outreach, review staff and consultant recommendations specific to new goals and programs and specifically those associated with the new Affirmatively Furthering Fair Housing Section of the Housing Element, and receive direction on submitting the Draft Site Inventory to the public in anticipation of the submittal of the public review draft to be sent for a 30-day review.

At the meeting, Councilmembers discussed the need to engage with organizations about the housing element, concerns about transportation and the environment, agricultural buffers, undercounting of residents during the Census, bringing more services into the communities, and addressing tenant issues.

The following day on July 12, 2023, the Greenfield Planning Commission also held a workshop to discuss the upcoming release of the public review draft of the Housing Element. At this meeting, Commissioners commented on the need for more apartments, the need for low-income housing for agricultural workers, needing housing for professionals, accountability for landlords by creating a rental registry program, and the need to increase the tax base given the low economic scores. It was suggested since the City had sufficient vacant sites to remove the land in the Walnut Avenue Specific Plan from the first draft site inventory list in order to preserve the land for retail opportunities. The detailed comments of these meetings are also included in the public participation appendix.

City Employee Housing Survey

In order to better understand the needs of its own workforce, the City of Greenfield conducted an anonymous employee housing survey, to which 21 of the workers responded.. 47% of the respondents owned their own home, with employees surveyed split 50/50 between those living in Greenfield and those commuting into town. For those outside of town, the top three reasons workers indicated for not wanting to move to Greenfield were the overall cost of housing, lack of amenities, and personal/family reasons.

The overall themes of this survey were that the housing ideal remains owning a single-family home; however, the cost of housing and the lack of supply make it difficult. When asked to provide more detailed comments, respondents also cited the lack of middle-class housing in the

City, saying that everything is either a subsidized unit that City employees do not qualify for or a single-family home that they are priced out of. The full responses and data from this group are located in the public participation appendix.

Housing Needs Survey

On April 30, 2023, the City launched a housing survey that was made available online through the City's website and social media channels, in both English and Spanish. Surveys were also available to be done in writing at City Hall and were made available at City events. In addition, the City distributed surveys to targeted groups such as seniors and administered surveys orally for those who could not read in English or Spanish but spoke unwritten indigenous languages. The survey ran until June 30, 2023. The City received a total of 169 responses, with 56 of them being in a language other than English.

More detailed survey data for those that took online surveys along with individual comments given by all respondents are included in the public participation appendix. The results of the survey questions are indicated below.

Table 1: Citywide Survey Responses

1. Which best describes your current housing situation?		
Own	88	52%
Rent	73	43%
Other	8	5%
2. Which best describes your current living situation?		
Single-Family Home	131	78%
Apartments	28	17%
Townhome	4	2%
Other	2	1%
3. Which best describes who lives in your household?		
Multiple Generations	62	37%
Family w/Children Under 18	57	34%
Couple/No Children at Home	29	17%
Single, Living Alone	16	9%
Single, With Roommates	5	3%
4. What is the best place for new housing in Greenfield?		
Farmland Zoned for Housing	66	39%
Next to Commercial Retail	45	27%
Underutilized Lots	36	21%
Already-Developed Areas	10	6%
On Existing Single-Family Lot	8	5%
Did Not Answer	4	2%

5. What types of programs would make you consider an Accessory Dwelling Unit?		
Not Interested	66	39%
Inexpensive Permits	52	31%
Easy Permitting Process	48	28%
Help With Financing	45	27%
Pre-Approved Plans By City	38	22%
New Income Source	26	15%
Increased Property Value	19	11%
Did Not Answer	9	5%
6. What should be the most important thing for the City of Greenfield to consider when approving new housing?		
Spread New Housing Evenly	73	43%
Less Impact on Environment	29	17%
Less Impact on Traffic	26	15%
Place in Smart Growth Areas	21	12%
Areas Already Developed	20	12%
Blend with Existing Units	10	6%
Did Not Answer	6	4%
7. Which of the following programs and strategies could best address the city's future housing needs?		
Direct Financial Assistance	84	50%
Help for Homelessness	36	21%
Affordable-Housing Incentive	34	20%
Single-Family Incentives	26	15%
Other	7	4%
Did Not Answer	6	3%
8. What is your age group?		
30 to 49	71	42%
65 and older	41	24%
18 to 29	31	18%
50 to 64	24	14%
Did Not Answer	2	1%

9. Which best describes your annual gross household income?		
Below \$50,000	85	50%
\$50,000 to \$100,000	55	33%
\$100,000 to \$150,000	17	10%
Higher than \$150,000	8	5%
Did Not Answer	4	2%

Source: City of Greenfield, 2023

Written answers to the tenth and final question, which was “What else would you like us to consider when updating Greenfield’s housing plan?” are included in the public participation appendix.

Public Comments Incorporated Into Housing Element

Based on the volume of public comments received, suggestions given during various public meetings, and conversations with stakeholders, the City of Greenfield identified a number of programs in the Housing Element that were a direct result of public input. These programs have been identified in [Table 2: Goals and Policies Generated From Public Input](#).

Public Review Period

Pursuant to requirements of AB 215, the public review draft of the Greenfield 6th Cycle Housing Element was made available for review on the city website at www.ci.greenfield.ca.us for a thirty-day period, beginning August 18, 2023, and ending September 18, 2023. At that time, [redacted] comments were received. Pursuant to the law, staff addressed the comments between the period of September 19 and October 2, 2023.

Comments will be addressed here and where changes are made will be noted prior to the first submission to HCD.

Table 2: Goals and Policies Generated From Public Input

Public Comments	Program	Commitment	Timing	Quantified Objective
Significant Public Comments received about housing discrimination and issues between tenants/landlords.	6.3.A	Utilize the standards of the Fair Employment and Housing Act and Unruh Civil Rights Act as the City's "Fair Housing Program," providing an information program to educate residents of their rights under the fair housing laws, and information regarding the roles of the California Department of Fair Employment & Housing, the Housing Authority of Monterey County, the California Rural Assistance League, and the Housing Resource Center of Monterey County in accepting complaints and assisting in resolution of fair housing violations. Advise the State Department of Fair Employment and Housing of any complaints regarding housing discrimination received by the City.	2024 and Ongoing	The City will commit to better informing residents of housing rights by completing an informational program in 2024 and assign staff members to accept and identify complaints and assist in the resolution of fair housing violations.
	6.3.B	Support efforts of community groups that provide counseling, investigatory, legal, or referral services to victims of discrimination by providing contact information on the City's website and at City Hall. Provide free or low-cost meeting facilities to accommodate outreach and educational efforts of these groups.	Ongoing	The City is committed to offering ongoing assistance to victims of housing discrimination and will accommodate entities on an ongoing basis.
	6.3.C	Provide information on state and federal fair housing laws on the City's website and at City Hall. Seek the cooperation of the local homebuilders association, real estate association, and lenders in disseminating fair housing information.	2024	The City will include relevant information on its website and at City Hall by the end of 2024.

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	6.3.D	Train City staff at the public counter to refer victims of housing discrimination to the appropriate local organization or to the State Fair Employment and Housing Commission.	Annually	The City is committed to conducting this training to front counter personnel on an annual basis.
Public Comments	Program	Commitment	Timing	Quantified Objective
Significant public comments received about the building of H2-A housing but failing to address housing issues of currently employed local agricultural workers with families.	6.4.B	Encourage developers to build housing appropriate for agricultural workers and emphasize the construction of agricultural family housing to benefit current employees.	2024 and Ongoing	The City will work with agricultural housing interests to encourage and prioritize agricultural family housing projects.
Public Comments	Program	Commitment	Timing	Quantified Objective
Significant comment and survey data requesting that the city reinstate direct assistance programs to address the high cost of housing.	6.5.C	Work with agencies to implement the Home Buyer Assistance Program, a first- time homebuyer assistance program for low-income and moderate-income households, and coordinate processing of applications for first-time homebuyer's assistance, lending decisions with participating mortgage lenders, homebuyer training and technical assistance, and management of loan portfolios.	2024 and Ongoing	The City is committed to finding a funding source to implement a First Time Homebuyers program for Greenfield residents during the year 2024.
Public Comments	Program	Commitment	Timing	Quantified Objective
Significant comments received to ensure housing for middle- and upper-income and the need for more commercial services.	6.7.M	When General Plan Land Use Diagram amendments or zoning map changes are proposed, consider the effects of those changes on the City's supply of land to accommodate housing for persons of all income levels and with special needs, and jobs and commercial services to serve the population, achieve a jobs-housing balance, and prevent retail leakage to other communities.	Ongoing	The City will review any requests to amend the General Plan or Zoning Code to ensure impacts on jobs-housing balance.

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Public Comments	Program	Commitment	Timing	Quantified Objective
Significant public comments received about renters facing difficulties with having units repaired and sub-standard conditions.	6.8.G	<u>Program 6.8.G</u> Adopt a residential Landlord Integrity Permit program to identify deficient, substandard, unsafe and/or unsanitary residential buildings and dwelling units and to ensure the rehabilitation or elimination of those buildings and dwelling units that do not meet minimum building, housing, zoning, and health and safety code standards, or are not otherwise safe to occupy.	2024	The City will take the steps necessary to adopt an ordinance by the end of 2024 that will enact a residential Landlord Integrity Permit program.

3. EVALUATION OF PREVIOUS HOUSING ELEMENT AND REVISIONS

5th Cycle Programs

The Housing Element adopted by the City in 2016 (5th Cycle housing element) covered the eight-year planning period from July 2014 through June 2023, and included eight focused goals with programs:

- Goal 6.1 Housing sites for all income levels
- Goal 6.2 Adequate affordable housing
- Goal 6.3 Fair housing opportunity available to all
- Goal 6.4 Housing for persons with special needs
- Goal 6.5 Engagement with other agencies and organizations in the provision of housing
- Goal 6.6 Adequate infrastructure and services to support housing
- Goal 6.7 Reduced ongoing household costs and supporting incomes
- Goal 6.8 Well maintained housing stock and neighborhoods

Timeline of Major Accomplishments

The following chronologically summarizes the major activities completed within the 5th Cycle Planning Period within each of the eight established goals:

- 2014: The City adopted the Walnut Avenue Specific Plan and adopted Chapter 17.43 of the Municipal Code providing for specific-plan zoning. The Walnut Avenue Specific Plan area includes approximately 10.5 acres for high-density residential development. Upwards of 220 multi-family residential units can be developed. Planning for the first phase of the Specific Plan development began in 2015 for retail/commercial uses. Residential development will be in a later phase.
- 2015: Chapter 17.80 of the Greenfield Municipal Code, Emergency Shelters and Transitional Housing Facilities, was amended to support the Housing Element's goals, policies, and programs encouraging the development of emergency and transitional housing; to provide development and operational standards to ensure appropriate housing and services for special needs populations; and to ensure conformity with the Housing Element and the requirements of the California Government Code.
- 2015: Chapter 15.28 was added to the Municipal Code establishing an expedited permitting procedure for small residential rooftop solar systems.

- 2015: Chapter 17.81 was added to the Municipal Code regulating the conversion of garages into livable space in residential zoning districts.
- 2015: Pacific West Communities constructed the Magnolia Place Senior Apartments project that includes 32 low- and very-low income apartment units for seniors. This is Phase I of a two-phase project.
- 2015: Pacific West Communities began construction of Phase II of the Terracina Oaks project in late 2015. This project will include 47 low- and very-low income-restricted apartments and a manager's unit. Construction was completed in 2016.
- 2014-2016: CHISPA completed construction on the Cambria Park subdivision. Thirty-eight affordable single-family small-lot units were constructed.
- 2015: City Council approved participation in the Home Energy Renovation Opportunity (HERO) financing program.
- 2015: The City was awarded a CDBG grant to implement a homebuyer assistance program and a single-family housing rehabilitation program. Approximately \$230,000 was available for each program.
- 2017: The first phase of the multi-family Walnut Grove project located at a vacant lot at 1002 Walnut Avenue was constructed by Corporation For Better Housing. The 64-unit project included 49 very-low income units and 14 low-income units.
- 2018: The City Council adopted Ordinance #533, which amended the Greenfield Municipal Code to make various changes to align with the 2016 Housing Element which included changes to allowable land uses, further amendments to provisions on emergency shelters and transitional housing facilities, residential care facilities, and accessory dwelling units, consistent with the requirements of State law at that time.
- 2019: The City and Monterey County LAFCO approved the Miramonte Annexation area of 28.08 acres into City limits. It is anticipated that the project would result in the subdivision of 166 lots and would provide for inclusionary housing consistent with the City's ordinance.
- 2019: The City and Monterey County LAFCO approved the South End Annexation, which added 262 acres into the City limits, and provides for areas for residential, commercial and industrial areas into the City of Greenfield. Specific plans for housing have yet to be determined for these locations.
- 2020-2021: The Avila Farmworker project was built on the northern area of the Walnut Avenue Specific Plan. The project included 111 very low-income units for seasonal agricultural workers.
- 2022-2023: The second and third phases of Walnut Grove were built by Corporation For Better Housing adjacent to the completed first phase. These additional phases provided a total of 143 affordable housing units, with 31 moderate-units and the remainder as low-income apartment units.
- 2020-2023: Nino Homes constructed the Vintage Meadows project which consisted of 155 above-moderate single-family units that were previously entitled in the early-2000s and delayed for years due to unfavorable economic market conditions.
- 2022-2023: Pacific West Communities began construction on the second phase of Magnolia Place, which upon completion will provide 32 additional low- and very low-income deed-restricted units for seniors.

Specific 5th Cycle Program Accomplishments

Each of the programs identified under the previous Housing Element is specifically discussed in further detail in Appendix A, Evaluation of Previous Housing Element Table, and includes discussion on progress made, effectiveness and appropriateness of the program, and a determination whether the program was completed, needs to be continued, modified or deleted.

Among all the specific programs that were identified during the 5th Cycle, the following were major accomplishments during the planning period:

Goal 6.1 Housing sites for all income levels

Land Inventory (Program 6.1.A) - The City produced nearly twice the required very low units (164 built, 87 required) and over three times the required low-income units (197 built, 57 required) for the period. In all categories, the City produced 618 total units, well over the RHNA of 363. The City did not have to implement any specific rezonings to reach these numbers and had adequate sites to accommodate well over the RHNA for the previous planning period. As such, the provisions under Government Code Section 65584.09 do not apply.

Annexations (Program 6.1.E) - During the planning period, the City of Greenfield had three annexation projects approved by Monterey County LAFCO. These annexations provide for over 300 already-anticipated housing units, including low-income housing opportunities.

Goal 6.2 Adequate affordable housing

Mixed Use Overlay (Program 6.2.B) – This program was completed in July of 2018, which amended the Zoning Code to allow a mixed-use overlay on any commercial or office property that proposes to include low- or very-low income residential units within a commercial project.

Promote Acquisition of Sites with Non-Profits (Program 6.2.C) - The City was extremely effective in accomplishing this program as it supported the purchase, development, and construction of five sites throughout the City during the previous planning period that resulted in the actual construction of 361 low- and very-low income units, well over the RHNA for the period.

Inclusionary Housing and Density Bonus (Program 6.2.I) – The City adopted mandated changes to Density Bonus requirements in June of 2018 with the approval of Ordinance #533.

Requirement of 55-year Affordable Deed Restrictions (Program 6.2.J) – The City adopted this program into the Municipal Code through adoption of Ordinance #533 in 2018.

Accessory Dwelling Units (Program 6.2.L) – In 2020-21, 9 ADUs were permitted and in 2022, 20 ADUs were permitted, which exceeded previous activity in earlier years of the planning period. This increase is likely a result of ministerial approvals and the elimination of impact fees.

Single-Room Occupancy Units (Program 6.2.O) – The City adopted changes to the Zoning Code in 2018 allowing the permitted use of SROs in residential areas and mixed-use overlay areas.

Goal 6.3 Fair housing opportunity available to all

Multifamily Housing - ADA Requirements (Program 6.3.E) – The City has been proactive in ensuring that all multifamily projects meet required plan check and code compliance for

accessibility requirements to make units available for those with disabilities.

Goal 6.4 Housing for persons with special needs

Farm Labor in Residential Zones (Program 6.4.B) – The City amended its Zoning Code in 2018 to allow farm labor and employee housing for up to six employees in residential zones within the City.

Residential Care Development Standards (Program 6.4.E) – The City amended standards related to Residential Care facilities in 2018 to remove constraints related to the proximity of such facilities.

Zoning Accommodation for Those with Disabilities (Program 6.4.I) – The City modified its Zoning Ordinance in 2018 to ensure administrative accommodations where required for the purposes of ensuring the disabled have access to fair housing.

CEQA Streamlining (Program 6.4.J) – Where permitted by law, the City has taken an aggressive approach to provide CEQA exemptions for affordable housing on a case-by-case basis. These policies led to the construction of farmworker housing in the 5th Cycle and a senior affordable-housing project anticipated to be built in the 6th Cycle.

Goal 6.5 Engagement with other agencies and organizations in the provision of housing

Self-Help Housing (Program 6.5.D) – The City is actively working with a developer to construct a self-help project located at 296 Apple Avenue to bring affordable ownership options through “sweat equity.” It is anticipated the project will be fully entitled and constructed within the 6th Cycle.

Goal 6.6 Adequate infrastructure and services to support housing

Adequate Infrastructure (Program 6.6.A) – The city required a number of infrastructure enhancements during the development of residential projects during the 5th Cycle to ensure the City can accommodate growth. In addition, the Greenfield Union School District built the Arroyo Seco Academy, a new elementary school, during the planning period.

Prioritization of Water and Sewer to Low-Income Housing (Program 6.6.I) – The City was able to provide water and sewer to all housing projects, resulting in the City exceeding housing targets in all income levels of its 5th Cycle RHNA.

Goal 6.7 Reduced ongoing household costs and supporting incomes

Adoption of Energy-Efficiency Requirements (Program 6.7.C) – Every three years, the City has consistently updated its building codes to match changes made to the State codes and follows all requirements. The most recent ordinance to adopt the updated Energy Code was adopted on February 28, 2023, as a part of Ordinance #563.

Goal 6.8 Well-maintained housing stock and neighborhoods

Code Enforcement (Program 6.8.I) – The City has hired a code enforcement officer who is responsible to identify and investigate concerns related to substandard units. The officer is active in working with homeowners and landlords to ensure safe living conditions.

Weed Abatement (Program 6.8.L) – The City Fire Department has been active in ensuring compliance with public safety by ensuring that weeds are addressed to reduce fire hazards in Greenfield. The Department issues weed-abatement letters annually and follows up with inspections to ensure compliance.

Review of Goals, Objectives, Policies, and Programs and Key Revisions for 6th Cycle

After identifying the effectiveness of the existing programs in the previous Housing Element, the City will continue a majority of its programs, especially those that have been extremely effective in assisting the City in achieving the construction of more than sufficient housing in all income categories in the 5th Cycle RHNA. Where programs did not occur, a number will remain and be emphasized by the City, and the City will modify a number of programs to either conform to updates to State law or to make the program more effective locally. A summary of these changes, which are identified in greater detail in Appendix A, Evaluation of Previous Housing Element Table, is as follows:

Adequate Land (Program 6.1.A) – This program will be amended to meet the current RHNA requirements to ensure that land is available in Greenfield to support the needs for low- and very low income housing.

Affordable Housing – Mixed-Use Overlay (Program 6.2.B) – This program will be deleted as the zoning action was completed.

Review Inclusionary Housing and Density Bonus (Program 6.2.I) – This program will be modified to ensure that review of these items is consistent with current and future State law.

Dispersal of Affordable Units (Program 6.2.K) – This program is being modified as it has been ineffective over the last number of years in achieving its intended result.

Accessory Dwelling Units (Program 6.2.L) – As laws continue to be changed almost annually on this subject, the City will modify this program to ensure flexibility with ongoing changes to State law.

Small Lots and Zero-Lot Line (Program 6.2.M) – This program will be amended to ensure consistency with State law and address current needs in the community by including local changes to accommodate SB 9 projects.

Single-Resident Occupancy Units (Program 6.2.O) – This program was completed in the 5th Cycle as the zoning action was completed.

Farm-Labor and Employee Housing (Program 6.4.B) – While the program was completed, the City will be modifying the program to ensure that farmworker housing is addressed in the 6th Cycle, specifically to emphasize the needs for family units for local agricultural workers.

Downtown Mixed-Use for Elderly and Disabilities (Program 6.4.D) – The City will modify this program to ensure effectiveness by emphasizing residential uses, which are far more likely to be built than mixed-use projects.

Residential Care (Program 6.4.E) – The City will modify this program to review Residential Care

Facilities in accordance with changes to State law.

Large Households (Program 6.4.F) – The City will consider modifications to this program based on changes in housing needs and priorities.

Farmworker-Homeless Joint Projects (Program 6.4.M) – The City will delete this program based on past experience gained during the 5th Cycle.

Housing Rehabilitation Funding (Program 6.8.A) – The City will modify the program to reflect the reality of anticipated funding sources.

New programs not previously included in the 5th Cycle include:

Conversion of Commercial Property to Residential (Program 6.2.B) – The program will review the requirements of AB 2011 and SB 6 and adopt an ordinance to make necessary amendments to the Zoning Code to allow for specified conversions of vacant retail commercial space to residential use to accommodate affordable housing where permitted by State law.

SB 9 Lot Splits (Program 6.2.M) – This program has been expanded to include provisions to ensure adopting regulations that comport with residential lot subdivisions per SB 9.

Rezone to Accommodate Site Inventory from 4th and 5th Cycle (Program 6.2.H) – This program will rezone to allow developments by right pursuant to Government Code section 65583.2(i) when 20 percent or more of the units are affordable to lower income households on sites identified in Site Inventory Table A to accommodate the lower income RHNA that was previously identified in past housing elements. Specifically, the City will rezone the nonvacant sites identified on Table A previously identified in the 5th cycle housing element, and the vacant sites identified on Table A as previously identified for both the 5th and 4th cycle housing elements.

Low Barrier Navigation Centers (Program 6.2.S) - This program will amend Chapter 17.80 of the Zoning Code to specifically add a section on Low Barrier Navigation Centers and ensure that regulations for building such facilities are in accordance with State law.

4. GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

This section of the Housing Element presents the City's policies and programs addressing housing needs and affordability of housing within the City. They are based on the goals from the 2014-2023 Housing Element with amendments made as a result of either changes to State law, City priority areas, the analysis for Affirmatively Furthering Fair Housing or feedback generated by the public gained throughout the outreach process. For each program listed in the table, the Time Frame, Responsible Party, the Funding Source and the Quantified Objective related to the program are identified. Where goals are attributed to AFFH or public participation, they have been specifically identified as such.

Potential funding sources are shown. Additional funding sources may become available in the future, and the City will utilize the best funding source available for each program at time of implementation.

The City has established eight housing goals. The housing goals are designed to address housing issues that have been identified as relevant to the City. For each housing goal, the City has established an objective and several policies and implementing programs. The City's housing goals are:

- Goal 6.1 Housing sites for all income levels
- Goal 6.2 Adequate affordable housing
- Goal 6.3 Fair housing opportunity available to all
- Goal 6.4 Housing for persons with special needs
- Goal 6.5 Engagement with other agencies and organizations in the provision of housing
- Goal 6.6 Adequate infrastructure and services to support housing
- Goal 6.7 Reduced ongoing household costs and supporting incomes
- Goal 6.8 Well-maintained housing stock and neighborhoods

Programs noted as being a part of the City's strategy to Affirmatively Further Fair Housing will include an (AFFH*) designation. Those programs prioritized due to public comments and feedback during the outreach process have also been identified with (Public*) in the document.

Goal 6.1				
Housing sites for all income levels.				
Objective 6.1				
Sites for construction of at least 730 new housing units in Greenfield from January 2024 through December 2031, including 101 units for very low-income households, 66 units for low-income households, 184 units for moderate-income households and 379 units for above-moderate income households.				
Policy 6.1.1				
Provide appropriate General Plan land-use designations and zoning designations to accommodate the City's regional share of new housing for all income groups.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.1.A</u> For each housing status report, confirm that adequate land is available to accommodate 167 low- and very low-income housing units at all times during the 6 th Cycle. These requirements may be adjusted based on remaining RHNA targets.	Annual upon Reporting Deadline	Community Development Department	General Fund	Review upon the submittal of each Annual Progress Report that the required sites to accommodate 167 units are available, or as reduced by actual construction of low- and very low-income units within the 6 th Cycle.
<u>Program 6.1.B</u> Prior to re-designation of land with a General Plan land-use designation of High-Density Residential or located in the Downtown area, or re-zoning of land with a R-H or MUO overlay, confirm that the necessary inventory of vacant land for low- and very low-income housing is maintained.	As applicable	Community Development Department	General Fund	The City will not consider rezoning within R-H or MUO unless the necessary land inventory for low- and very low-income housing is maintained.

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<u>Program 6.1.C</u> Maintain the City’s General Plan high-density land-use designation and the City’s R-H zoning district development standards that allow development up to 21 units per acre (16 units per acre net). The minimum density standard within the R-H zoning district shall be no fewer than 10 units per acre.	Ongoing	Community Development Department	General Fund	Action shall not be taken to approve downzoning in R-H districts.
Policy 6.1.2 Maintain adequate supplies of residentially zoned land.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.1.D</u> Maintain a database of vacant and underutilized residential properties, and update as development applications are received, approved, and building permits issued.	2024	Community Development Department	REAP 2.0 Grant Funding	The City will create a database of vacant and underutilized residential properties by the end of 2024.
<u>Program 6.1.E</u> Work with the Local Agency Formation Commission to annex lands in accordance with the Sphere of Influence as necessary to ensure an adequate supply of residential land, and especially vacant land for low- and very low-income housing per Programs 6.1.A and 6.1.B. Timing on this program will be dependent on market conditions and the rate of residential development.	Ongoing	Community Development Department, Monterey County LAFCO	Developer Reimbursement Agreements	Upon City approval of each annexation application for residential purposes, the City will submit to LAFCO a plan that ensures that low- and very low-income housing is provided for in accordance with Programs 6.1.A and 6.1.B .

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Goal 6.2 Adequate affordable housing.				
Objective 6.2 Ensure that no one is denied housing or shelter within the City on the basis of affordability.				
Policy 6.2.1 Promote and assist with development of affordable housing.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.2.A</u> To achieve more efficient development of land in the Downtown area and R-H districts, encourage merger of small or otherwise constrained adjacent lots and residential infill, by providing expedited processing and/or parking reductions on such projects that include low- or very low-income housing units. Develop and mail an informational flier to property owners in the Downtown area outlining the potential for residential development and inclusion of residential units within commercial developments and City incentives. Facilitate discussions between owners of adjacent properties.	2024-2025	Community Development Department	REAP 2.0 Funding	Complete and deliver informational flier and hold meeting with downtown property owners to discuss program.
<u>Program 6.2.B</u> Review the provisions and requirements of AB 2011 and SB 6 and adopt an ordinance to make necessary amendments to the Zoning Code to allow for specified conversions of vacant retail commercial space to residential use to accommodate affordable housing where permitted by State law.	2024	Community Development Department	REAP 2.0 Funding	The City will commit to update its ordinances by the end of 2024 to make necessary changes to be consistent with State law.

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<u>Program 6.2.C (AFFH*)</u> Promote acquisition of sites for affordable housing by maintaining ongoing meetings and communications with non-profit affordable housing builders such as CHISPA and Habitat for Humanity, and actively promote their investment in the City.	Ongoing	Community Development Department	General Fund	The City will commit to proactively scheduling annual meetings with non-profit agencies to facilitate development in Greenfield.
<u>Program 6.2.D (AFFH*)</u> Utilize program information from the Monterey County Housing Authority and other sources to compile and make available a comprehensive matrix of homebuyer and rental assistance programs, social services assistance programs, and affordable-housing construction and incentive programs. Promote and market programs to prospective homebuyers or tenants through direct mailings as utility bill inserts, City representation at public events (such as the Greenfield Harvest Festival), distribution of material at key sites in the city (City Hall, library, social services providers) , and by posting on the City's website. Promote programs to developers and builders by including information with application forms.	2024 and Ongoing	Community Development Department	REAP 2.0 Funding, General Fund	The City will complete outreach materials by the end of 2024 that will be made available to the public to distribute at key locations and events and to be posted on the City website.

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<u>Program 6.2.E (AFFH*)</u> Expand or designate City staff, as funding permits, to provide for grant-writing and grant-administration activities, specifically to obtain funding for homebuyer, rental, or maintenance-assistance for affordable housing or for supporting public improvements, including utility or mobility improvements.	Ongoing	Community Development Department	General Fund, Grant Sources, Potential State Funding	As funding permits, the City is committed to reinstating homebuyer assistance and rehabilitation programs for residents during the 2023-2031 planning periods.
Policy 6.2.2 Reduce housing constraints imposed by zoning regulations and approval processes.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.2.F (AFFH*)</u> For each residential development application received that includes low- or very low-income housing, consider the feasibility of waiving, reducing, subsidizing, or deferring development fees or providing other incentives (i.e., adjustments to lot size, parking, and open space requirements) to facilitate the provision of affordable housing, and present these potential incentives to the Planning Commission and/or City Council when project approvals are considered.	Ongoing	Community Development Department	General Fund, Developer Reimbursement Accounts	Upon each affordable housing project submitted to the City, staff shall provide written evidence to the Planning Commission and/or City Council indicating the steps taken by staff to discuss potential incentives for consideration.
<u>Program 6.2.G</u> Utilize California Environmental Quality Act exemptions for affordable-housing and infill-housing projects to the extent allowable.	Ongoing	Community Development Department	General Plan	The City shall make a determination on each project, after determining the individual characteristics of the project, if it is eligible for a CEQA exemption.

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<u>Program 6.2.H</u> The City of Greenfield will rezone to allow developments by right pursuant to Government Code section 65583.2(i) when 20 percent or more of the units are affordable to lower income households on sites identified in Site Inventory Table A to accommodate the lower income RHNA that was previously identified in past housing elements. Specifically, the City will rezone the nonvacant sites identified on Table A previously identified in the 5th cycle housing element, and the vacant sites identified on Table A as previously identified for both the 5th and 4th cycle housing elements.	2025	Community Development Department	REAP 2.0 Grant Funds, General Fund	Create opportunity for at least 167 units of rental housing for lower income households by adopting necessary zoning changes prior to the end of 2025.
Policy 6.2.3 Implement the City's density bonus/inclusionary-housing program.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.2.I</u> Make subdivision applicants aware of the City's Density Bonus/Inclusionary Housing program by providing information with application forms and encourage participation in the City's Density Bonus/Inclusionary Housing program by also allowing reductions in development standards for affordable units associated with the Density Bonus/Inclusionary Housing program.	Ongoing	Community Development Department	General Fund	The City will commit to updating its application forms by the end of 2024 and will consider reductions in development standards on a case-by-case basis.
<u>Program 6.2.J</u> Review the City's inclusionary housing and density bonus ordinance and update as necessary to ensure it is consistent with annual changes as required by State law.	Ongoing	Community Development Department	General Fund	The City shall update its ordinances annually upon modifications to state law and new legislation that will trigger new requirements.

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<u>Program 6.2.K</u> Require affordable housing units be income-restricted for the initial 55 years of occupancy through deed restriction or other legally binding instruments.	Ongoing	Community Development Department	General Fund	Upon consideration of all affordable housing projects, deed restrictions shall be included in project approvals and shall be recorded against the property.
<u>Program 6.2.L</u> Work with developers to ensure that each new development project has a feasible inclusionary housing plan that meets the requirements of the ordinance and further meets the housing needs of the RHNA for the 6 th Cycle.	Ongoing	Community Development Department	General Fund	The City will work with each developer on each new project at the pre-entitlement stage to develop a draft Inclusionary Housing framework to be considered and approved at planning approval.
Policy 6.2.4 Encourage the construction of second dwelling units in appropriate locations in order to provide additional affordable-housing opportunities.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.2.M</u> Review Greenfield Zoning Code Chapter 17.90 annually to ensure City policies, provisions for Accessory Dwelling Unit applications and application forms conform to State law and do not unnecessarily impede Accessory Dwelling Unit development.	2024 and Annually	Community Development Department	REAP 2.0 Grant Funding, General Fund	The City will annually modify its Accessory Dwelling Unit ordinance if necessary to ensure consistency with updated State laws.
Policy 6.2.5 Allow a variety of housing and lot designs, housing types, and housing ownership arrangements, including innovative approaches.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.2.N</u> Review and where necessary amend the residential zoning district development standards to ensure that a mix of unit sizes and lot configurations, including smaller lots and/or zero-lot line lots, are allowed, along with consideration of lot-split projects now allowed under SB 9.	2024	Community Development Department	REAP 2.0 Funding, General Fund	The City will adopt amendments to the Zoning Ordinance by the end of 2024 to be consistent with changes to State law.

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<u>Program 6.2.0</u> Review proposed annexations to ensure that General Plan land-use designations and zoning districts allow for a compatible mixture of different types of residential units. When annexation applications include general plan amendments, ensure that the availability of land designated for high-density residential use is not reduced.	Ongoing	Community Development Department	General Fund	Upon each annexation application received by the City, staff shall ensure that there is a compatible mix of different types of units and that high-density residential use is not reduced.
Policy 6.2.6 Accommodate the provision of shelter and services for the homeless in accordance with Zoning Code section 17.80.				
<u>Program</u>	<u>Time Frame</u>	<u>Responsible</u>	<u>Funding Source</u>	<u>Quantified Objective</u>
<u>Program 6.2.P</u> Work together with places of worship and non-profit organizations that propose the establishment of transitional or supportive housing or shelters. Provide zoning information and assist in understanding housing opportunities and constraints to assist the entities in successfully establishing the housing. Extend assistance to local agencies, non-profit organizations, and other organizations providing homeless assistance, including places of worship, the Salvation Army, Goodwill, and the Housing Authority of Monterey County.	Ongoing	Community Development Department, Community Engagement Department	General Fund, Non-Profit Organizations	The City will prioritize and work with any places of worship or non-profits seeking to propose transitional or supportive housing or shelters and provide necessary support. As funding allows, the City will work to provide assistance to local agencies for programs related to homelessness.
<u>Program 6.2.Q</u> In order to expand transportation options for those in transitional or supportive housing or shelters, encourage placement of transitional or supportive housing or shelters in locations near transit and services.	Ongoing	Community Development Department	General Fund	As applications are received for such uses, the City will encourage locating such uses near transit and services.

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Program 6.2.R Maintain the current Emergency Shelters and Transitional Housing Facilities zoning ordinance (Chapter 17.80) that allows transitional housing, supportive housing, and shelters in appropriate zoning districts as required by the State Government Code and continue to review the capacity of those districts to ensure the capacity for those uses is adequate to meet the demands of those populations within the City.	Ongoing	Community Development Department	General Fund	The City will continue to maintain the ordinance and make changes as required by updated State laws during the 6 th Cycle period.
Program 6.2.S Amend Chapter 17.80 of the Zoning Code to specifically add a section on Low Barrier Navigation Centers and ensure that regulations for building such facilities are in accordance with State law.	2024	Community Development Department	REAP 2.0 Grant Funds	The City will modify Chapter 17.80 to add a section covering Low Barrier Navigation Centers prior to the end of 2024.
Goal 6.3 Fair housing opportunity available to all.				
Objective 6.3 Eliminate illegal discrimination in the sale and rental of housing units, and ensure fair housing opportunities for all residents regardless of race, color, religion, sex, disability, familial status, national origin, ancestry, marital status, sexual orientation, source of income, age, or other factors.				
Policy 6.3.1 Promote understanding of fair housing law.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
Program 6.3.A (AFFH, Public*) Utilize the standards of the Fair Employment and Housing Act and Unruh Civil Rights Act as the City's "Fair Housing Program," providing an information program to educate residents of their rights under the fair housing laws, and information regarding the roles of the	2024 and Ongoing	Community Development Department	General Fund, Grant Sources	The City will commit to better informing residents of housing rights by completing an informational program in 2024 and assign staff members to accept and identify complaints and assist in the resolution of fair housing violations.

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California Department of Fair Employment & Housing, the Housing Authority of Monterey County, the California Rural Assistance League, and the Housing Resource Center of Monterey County in accepting complaints and assisting in resolution of fair housing violations. Advise the State Department of Fair Employment and Housing of any complaints regarding housing discrimination received by the City.				
<u>Program 6.3.B</u> (AFFH, Public*) Support efforts of community groups that provide counseling, investigatory, legal, or referral services to victims of discrimination by providing contact information on the City's website and at City Hall. Provide free or low-cost meeting facilities to accommodate outreach and educational efforts of these groups.	Ongoing	Community Engagement Department	General Fund, Grant Programs	The City is committed to offering ongoing assistance to victims of housing discrimination and will accommodate entities on an ongoing basis.
<u>Program 6.3.C</u> (AFFH, Public*) Provide information on state and federal fair housing laws on the City's website and at City Hall. Seek the cooperation of the local homebuilders association, real estate association, and lenders in disseminating fair housing information.	2024	Community Development Department	REAP 2.0 Grant Funds	The City will include relevant information on its website and at City Hall by the end of 2024.
<u>Program 6.3.D</u> (AFFH, Public*) Train City staff at the public counter to refer victims of housing discrimination to the appropriate local organization or to the State Fair Employment and Housing Commission.	Annually	Community Development Department	General Fund	The City is committed to conducting this training to front counter personnel on an annual basis.
Policy 6.3.2 Ensure housing providers abide by fair housing law.				

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Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.3.E (AFFH*)</u> Ensure all new, multi-family housing meets the accessibility requirements of the Americans with Disabilities Act and provisions of federal and State fair housing acts through the City's permitting and approval processes.	Ongoing	Community Development Department	General Fund	Upon the approval and construction of every new multi-family project, the City will ensure that every project fully meets all requirements of the ADA and state and federal fair housing acts.
<u>Program 6.3.F</u> Utilize the term "family" in compliance with federal and State housing laws. Maintain the municipal code's non-restrictive definition of "family."	Ongoing	Community Development Department	General Fund	The City will commit to maintaining this definition.
Goal 6.4 Housing for persons with special needs.				
Objective 6.4 Ensure that no one is denied housing or shelter within the City, including those with special needs such as the physically or developmentally disabled, elderly, large families, single-parent households, farmworkers, and the homeless.				
Policy 6.4.1 Allow and promote housing for persons with special needs in appropriate zoning districts.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.4.A (AFFH*)</u> Identify suitable development sites for senior housing and housing for the physically and developmentally disabled, with a focus on sites that are convenient to medical and shopping services and/or public transit.	2024	Community Development Department	REAP 2.0 Grant	The City will formally identify suitable development sites for senior housing and those with disabilities by the end of 2024.
<u>Program 6.4.B (Public*)</u> Encourage developers to build housing appropriate for agricultural workers and emphasize the construction of agricultural family housing to benefit current employees.	2024 and Ongoing	Community Development Department	General Fund	The City will work with agricultural housing interests to encourage and prioritize agricultural family housing projects.

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<u>Program 6.4.C</u> Annually review state planning law requirements and amend the zoning code as necessary to permit mandated uses within the appropriate zoning districts.	Annual	Community Development Department	General Fund	The City will annually review State legislation that impacts local housing issues and make amendments to the Zoning Code as necessary to permit mandated uses.
<u>Program 6.4.D</u> Encourage the development of residential projects close to downtown to include units identified for housing for the elderly and persons with physical and developmental disabilities.	Ongoing	Community Development Department	General Fund	The City will actively work with developers and encourage development of residential projects for the disabled and elderly near services.
<u>Program 6.4.E</u> Revise the City's Residential Care development standards to remove constraints related to proximity of facilities and maintain consistency with State law.	2024	Community Development Department	REAP 2.0 Grant Funds, General Fund	The City will amend the Residential Care development standards by the end of 2024 to maintain consistency with State law.
<u>Program 6.4.F</u> Publicize to developers the need for development of housing appropriate for large and multi-generational households including building new housing with ADUs, JADUs, and three- and four-bedroom rental units by including information with application forms.	Ongoing	Community Development Department	General Fund	The City will work with developers to identify and encourage opportunities for larger rental units and subdivisions with ADUs and JADUs integrated into project designs.
Policy 6.4.2 Minimize physical barriers to accessible housing and require new housing to meet or exceed Americans with Disability Act requirements.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.4.G</u> Implement the state building standards for handicapped accessibility and provide reasonable accommodations by requiring home builders to include a percentage of	Ongoing	Community Development Department	General Fund	Upon the approval and permitting of each residential project, the City will ensure that all handicapped accessibility requirements are met and that reasonable

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physically accessible residences in single-family residential development projects, a portion of playground facilities developed as part of housing developments to provide accessible play structures and offer ADA- accessible kitchen and bath upgrades as an option to buyers.				accommodations are provided for. These facilities shall be inspected prior to issuance of certificates of occupancy.
<u>Program 6.4.H</u> Promote policies and development standards for persons with physical and developmental disabilities through information provided on the City's website and at City Hall.	2024 and Ongoing	Community Development Department	General Fund, REAP 2.0 Grant	The City will commit to placing all policies and development standards for persons with physical and developmental disabilities on the City's website and provide information at City Hall by the end of 2024.
Policy 6.4.3 Minimize procedural barriers to special-needs housing.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.4.I</u> Provide a procedure for reasonable accommodation for people with physical and developmental disabilities to ensure that development regulations do not pose potential constraints to accommodating persons with disabilities. Publicize the process for requesting accommodations on the City's website and at City Hall and provide information to social services agencies.	2024 and Ongoing	Community Development Department	General Fund, REAP 2.0 Grant	The City will commit to providing procedures and publicizing processes on the City's website and at City Hall by the end of 2024 and will provide such information on an ongoing basis.
<u>Program 6.4.J</u> Utilize California Environmental Quality Act exemptions for agricultural-worker housing, and housing for the elderly and persons with physical and developmental disabilities, to the extent allowable.	Ongoing	Community Development Department	General Fund, Developer Reimbursement Agreements	To the extent allowable by law, the City will review each individual project and make a CEQA determination consistent with the requirements of each project with a focus on exempting projects where possible.

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Policy 6.4.4 Promote the provision of housing for persons with special needs.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.4.K</u> Coordinate development of affordable housing with needed facilities for single-parent households such as daycare facilities, medical facilities, parks and recreation, and schools. Ensure that zoning district development standards, permitted uses, and zoning map allow the appropriate selection of uses.	2024 and Ongoing	Community Development Department	General Fund, REAP 2.0 Grant	The City will ensure that zoning allows permitted uses for accessory-service uses for affordable housing by the end of 2024 and will continue to consider these services with each application received for affordable housing.
<u>Program 6.4.L</u> Identify potential funding sources and development sites and work with non-profit developers to facilitate the development of affordable farmworker housing, senior housing, and housing for the physically and developmentally disabled.	Ongoing	Community Development Department	General Fund, Developer Reimbursement Accounts	As applicable, the City will work with non-profit developers to facilitate housing projects for those with special needs on a project-by-project basis.
<u>Program 6.4.M</u> Work with the Housing Alliance for People with Disabilities to promote the availability of housing designed to accommodate persons with disabilities. Facilitate cooperation between developers and the Housing Alliance for People with Disabilities for the inclusion of accessible features in house designs.	Ongoing	Community Development Department	General Fund	At the submittal of each project, the City will review to promote and ensure, where required, the inclusion of accessible features in housing.

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Policy 6.4.5 Design subdivisions to facilitate and promote mobility for the mobility- impaired.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.4.N</u> Assess continuity of sidewalks and ramps adjacent to new development, and especially on routes connecting to schools and services, and prioritize funding and completion of improvements in highest-needs areas, including routes to schools, community facilities, and commercial areas. When justified during residential tentative map approvals, require completion of off-site sidewalks within one-quarter mile of the project site that lead to schools, community facilities, or commercial areas serving the residential development.	Annual and Ongoing	Public Works Department	General Fund, Grants, Developer Funds	The City will annually assess the need for sidewalk and ramp infrastructure for school routes and, upon the submittal of each development project, will review for sidewalks and ramps in adjacent areas.
<u>Program 6.4.O</u> Require new public and private streets and sidewalks to meet Americans with Disabilities Act requirements.	Ongoing	Public Works Department	Developer Funding	The City will ensure that each new street constructed meets all ADA requirements.
Goal 6.5 Engagement with other agencies and organizations in the provision of housing.				
Objective 6.5 Achieve elevated and synergetic outcomes by cooperating with agencies and organizations to maximize benefits to the community.				
Policy 6.5.1 Participate or coordinate with other agencies in home purchase and rental assistance programs and the provision of social services programs.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.5.A (AFFH*)</u> Pursue available and appropriate state and federal funding sources in cooperation with private developers, non-	Ongoing	Community Development Department	General Fund, Grants, Developers, Non-Profits	The City is committed to conserving 10 Very Low- and 20 Low-income units prior to 2031.

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profit housing corporations, the Housing Authority of Monterey County, and other interested entities to support efforts to meet the housing needs of very low-, low-, and moderate-income households and conserve existing affordable housing.				
<u>Program 6.5.B (AFFH*)</u> Cooperate with the Housing Authority of Monterey County in the administration of the federal Section 8 Housing Choice Voucher rental assistance program to maintain the availability of housing vouchers. Provide necessary documentation to the Housing Authority of Monterey County to apply for annual commitments from the U.S. Department of Housing and Urban Development. Encourage rental property owners who have participated in the City's housing rehabilitation program to participate in the Housing Choice Voucher program.	Ongoing	Community Development Department, Housing Authority of Monterey County	General Fund	The City will work with the Housing Authority to ensure local residents have access to these programs and that rental property owners are aware of such programs.
<u>Program 6.5.C (AFFH, Public*)</u> Work with agencies to implement the Home Buyer Assistance Program, a first-time homebuyer assistance program for low-income and moderate-income households, and coordinate processing of applications for first-time homebuyer's assistance, lending decisions with participating mortgage lenders, homebuyer training and technical assistance, and management of loan portfolios.	2024 and Ongoing	Community Development Department	Grant Funds	The City is committed to finding a funding source to implement a First-Time Homebuyers program for Greenfield residents during the year 2024.

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<u>Program 6.5.D (AFFH*)</u> Work with non-profit organizations to develop self-help housing (housing in which the eventual owner participates in its construction under the supervision of a building contractor). The City can facilitate the development of the self-help housing through a variety of means, including identification of potential sites; obtaining financing, including CDBG and HOME funds; identifying an appropriate site(s) for a self-help housing project and pursuing state and federal funds for the purchase of the site(s); and reducing the up-front costs of permit fees and/or development impact fees.	Ongoing	Community Development Department	Grant Funds, Non-Profit Organizations	The City is committed to working with a self-help developer to construct 4 new low-income units during the 6 th Cycle.
<u>Program 6.5.E (AFFH*)</u> Facilitate collaborations between housing developers and service providers to incorporate services for low-income and special-needs households into project designs. Provide information on potential programs with application forms.	Ongoing	Community Development Department	General Fund	The City will review progress with this goal on an annual basis to ensure that services are considered in housing project designs.
Goal 6.6 Adequate infrastructure and services to support housing.				
Objective 6.6 Provide adequate water, sewer, and storm drainage utilities, and adequate fire and police services, to accommodate projected residential development.				
Policy 6.6.1 Ensure that adequate water, sewer, and storm drainage utilities, fire and police services, and school sites are provided to accommodate new development and future residents.				

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Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.6.A</u> Review specific plans and subdivision maps with city departments and utilities to ensure adequate provision of infrastructure and facilities. Review specific plans and subdivision maps with the school district to identify needs for new school sites and enable the school district to plan for future residents.	Ongoing	Community Development Department, Public Works Department, Greenfield Union School District	General Fund	The City will review each and every subdivision proposal submitted to ensure adequate provision for infrastructure, utilities, and school sites.
<u>Program 6.6.B</u> Prioritize the provision of water and sewer services to low-income housing developments including granting a priority for service hook-ups to developments that help meet the City's RHNA.	Ongoing	Public Works Department, Community Development Department	Water and Wastewater Enterprise Funds	Should a meter limit be enacted in the future due to capacity issues related to water or wastewater, the City will prioritize affordable housing for service hook-ups during the 6th Cycle.
Goal 6.7 Reduced ongoing household costs and supporting incomes.				
Objective 6.7 Provide energy, water, and transportation efficiencies to realize long-term cost savings for residents.				
Policy 6.7.1 Promote energy and water efficiency in new houses and rehabilitated houses to reduce ongoing homeowner costs.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.7.A</u> Participate in the Home Energy Renovation Opportunity financing program.	Ongoing	Community Development Department	General Fund, Grant Funds	4 Low, 12 Moderate, and 18 Above Moderate-income Rehabilitated Units.
<u>Program 6.7.B</u> Provide information on City-sponsored and utility company conservation improvement rebates, low-flow fixtures, and water-conserving landscaping and irrigation practices, consistent with outreach methods in Program 6.2.D.	2025 and Ongoing	Community Development Department	REAP 2.0 Funds, General Fund	The City will complete outreach materials by the end of 2025 that will be made available to the public to distribute at key locations and events and to be posted on the City website.

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<u>Program 6.7.C</u> Adopt and enforce the most recent state energy efficiency requirements for new residential construction (Title 24 Energy Code and California Green Building Standards Code).	Every three years	Community Development Department	General Fund	Per established practice, the City will update building codes every three years, which during the 6 th Cycle will occur in 2025, 2028 and 2031.
<u>Program 6.7.D</u> Instruct the City's plan reviewers to support building framing that promotes construction of tighter building envelopes.	Ongoing	Community Development Department	General Fund	The City will review every residential application submitted to ensure that housing opportunities are maximized in each proposed project.
<u>Program 6.7.E</u> Require the use of Energy Star appliances in newly constructed or renovated housing as an amendment to the California Green Building standards Code as a condition of subdivision, site plan, or Planned Development approvals.	Ongoing	Community Development Department	General Fund	The City will review each and every subdivision and Planned Development application, and every residential site plan to ensure the use of energy efficient appliances.
<u>Program 6.7.F</u> Utilize provisions in the California Green Building Standards Code to require residential developers/builders to maximize energy conservation through proactive site, building and building systems design, use of solar hot water, solar voltaic electricity, and passive solar heating and lighting, and/or other materials and equipment to maximize energy efficiency that exceed the provisions of Title 24 Energy Code as a condition of subdivision, site plan, or Planned Development approvals.	Ongoing	Community Development Department	General Fund	The City will review each and every subdivision and Planned Development application, and every residential site plan to ensure the use of energy-efficient appliances.

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Policy 6.7.2 Provide transportation choices and travel efficiency in housing areas.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.7.G</u> Promote infill and compact development to facilitate non-motorized transportation. In the approval of subdivision maps and site plans, facilitate land-use patterns and development densities that place services close to residences and promote use of lower-energy means of transportation, including walking, bicycling, and carpooling to make less costly transportation alternatives available and feasible and reduce costs associated with transportation, especially for low-income residents.	Ongoing	Community Development Department, Public Works Department	General Fund	The City will review each subdivision map and site plan received to ensure opportunities to reduce costs associated with transportation.
<u>Program 6.7.H</u> In new subdivisions, use complete street designs and interconnected bicycle, pedestrian, and transit routes to facilitate alternative transportation choices, where possible. Use the City's Mixed-Use Overlay zoning to create mixed-use opportunities along key commercial corridors as a means of enhancing residents' access to commercial services and transit.	Ongoing	Community Development Department, Public Works Department	General Fund	The City will review each subdivision application received to ensure that complete street designs are included, where possible.

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Policy 6.7.3 Reduce ongoing health costs.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.7.I</u> Utilize provisions in the California Green Building Standards Code to require healthful construction materials and practices, including use of low- or zero-VOC paint, wood finishes, and adhesives; and/or avoidance of products with added formaldehyde.	Ongoing	Community Development Department	General Fund	The Building Official will ensure on each project, through review and inspection, that this program is followed.
<u>Program 6.7.J</u> Through the City's building permit and inspection processes, ensure that lead and asbestos are properly removed and disposed of during rehabilitation of older residences.	Ongoing	Community Development Department	General Fund	The Building Official will review each project submitted and inspect to ensure that any lead or asbestos present is properly removed.
Policy 6.7.4 Foster economic development to provide convenient income sources within the City.				
Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.7.K</u> Extend the Mixed-Use Overlay in future annexations, as appropriate.	Ongoing	Community Development Department	General Fund	Upon each annexation application received by the City, staff will review to determine if applying the Mixed-Use Overlay designation is appropriate.
<u>Program 6.7.L</u> Provide information on vacant or re-developable commercial and mixed-use land available within the City, at City Hall and on the City's website.	2024 and Ongoing	Community Development Department	REAP 2.0 Grant, General Fund	The City will develop information available to the public regarding vacant and re-developable land by the end of 2024 and will make these resources available at City Hall and on the City website.

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<u>Program 6.7.M (Public*)</u> When General Plan Land Use Diagram amendments or zoning map changes are proposed, consider the effects of those changes on the City's supply of land to accommodate housing for persons of all income levels and with special needs, and jobs and commercial services to serve the population, achieve a jobs-housing balance, and prevent retail leakage to other communities.	Ongoing	Community Development Department	General Fund	The City will review any requests to amend the General Plan or Zoning Code to ensure impacts on jobs-housing balance.
Goal 6.8 Well-maintained housing stock and neighborhoods.				
Objective 6.8 Rehabilitation or replacement of dilapidated housing, timely maintenance of the remaining housing, and preservation of neighborhood integrity.				
Policy 6.8.1 Participate in housing rehabilitation programs.				
<u>Program</u>	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.8.A (AFFH*)</u> Investigate new housing rehabilitation funding opportunities and administer funds as they become available, including housing rehabilitation grants, Community Development Block Grant funding, Housing Rehabilitation Loan Program, Neighborhood Stabilization Program, Mr. Fix-It, Home Safety, and Housing Accessibility grant programs.	2024 and Ongoing	Community Development Department	Grant Sources, General Fund	The City is committed to searching for funding sources for housing rehabilitation grants in 2024. The City goal is to rehabilitate 6 very low- 6 low- units, and 6 moderate-income units by the end of 2031.

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<u>Program 6.8.B (AFFH*)</u> Include information on housing rehabilitation when distributing building code and zoning information to prospective residential project applicants, and at City Hall and on the City's website. Assist homeowners in applying for housing rehabilitation grants or tax credits.	2024 and Ongoing	Community Development Department	REAP 2.0 Grants, General Fund	By the end of 2024, the City will have promotional materials available at City Hall and on its website regarding housing rehabilitation opportunities.
<u>Program 6.8.C</u> Assist mobile home park property owners in accessing state and federal funds for mobile home park improvements by providing information to mobile home park owners on state and federal programs, and/or providing referrals to nonprofit organizations who can assist in preparing funding requests.	2024 and Ongoing	Community Development Department	General Fund	The City will complete by the end of 2024 informational material to assist mobile home park owners in Greenfield.
<u>Program 6.8.D</u> Work with financial institutions to resolve residential property foreclosures and maintenance of foreclosed properties.	Ongoing	Community Development Department	General Fund	The City will ensure the maintenance of all property foreclosures within the City through its foreclosure registration ordinance.
<u>Program 6.8.E</u> Utilize California Environmental Quality Act exemptions for reconstruction projects to the extent allowable.	Ongoing	Community Development Department	General Fund	The City will review every application for reconstruction and consider CEQA exemptions where allowable.

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Policy 6.8.2 Remove and prevent blight in residential areas.				
<u>Program</u>	<u>Time Frame</u>	<u>Responsible</u>	<u>Funding Source</u>	<u>Quantified Objective</u>
<u>Program 6.8.F (AFFH*)</u> Conduct a survey of exterior housing conditions every five years, based on the methodology recommended by the California Department of Housing and Community Development in its CDBG Program Grant Management Manual. Characterize housing rehabilitation and replacement needs by category of substandard condition (roof, for example), type of housing unit, and geographic area of the city.	2024 and 2029	Community Development Department	General Fund or Grant Funds	The City will complete the exterior housing conditions survey by the end of 2024 and again by 2029.
<u>Program 6.8.G (AFFH, Public*)</u> Adopt a residential Landlord Integrity Permit program to identify deficient, substandard, unsafe and/or unsanitary residential buildings and dwelling units and to ensure the rehabilitation or elimination of those buildings and dwelling units that do not meet minimum building, housing, zoning, and health and safety code standards, or are not otherwise safe to occupy.	2024	Community Development Department	General Fund, Grant Funds	The City will take the steps necessary to adopt an ordinance by the end of 2024 that will enact a residential Landlord Integrity Permit program.
<u>Program 6.8.H</u> As budget allows, seek through code enforcement the private rehabilitation of substandard dwelling units and the demolition of substandard units that are not economically feasible to repair. As budget allows, hire a code enforcement officer to identify and enforce code violations.	Ongoing	Community Development Department, Police Department	General Fund	The City will work to ensure the rehabilitation of 10 substandard dwelling units during the planning period.

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<u>Program 6.8.I</u> (AFFH*) Target the housing rehabilitation program to meet the most urgent needs, including substandard rental properties. Avoid the displacement of very low- and low-income households during rehabilitation, or ensure temporary housing is provided.	Ongoing	Community Development Department	Grant Funds, General Fund	The City will work to conserve 4 very low- and 4 low-income units during the planning period, focusing on opportunities to address substandard rental properties while avoiding displacement.
<u>Program 6.8.J</u> (AFFH*) Offer inspection services and information on financial assistance available for housing rehabilitation to rental property owners whose properties are found to require substantial rehabilitation.	2024 and Ongoing	Community Development Department	General Fund, Grant Funds	By the end of 2024, the City will provide information materials on financial assistance available for rehabilitation programs.
<u>Program 6.8.K</u> Enforce provisions of the municipal code requiring the removal of weeds and rubbish from properties.	Ongoing	Fire Department, Police Department	General Fund	The City will continue to aggressively issue weed abatement letters and pursue the removal of rubbish on an annual basis.
<u>Program 6.8.L</u> Support community improvement projects in neighborhoods and adjacent commercial areas that suffer from deterioration of structures and/or infrastructure.	Ongoing	Community Development Department, Public Works Department	Grant Funding	The City will continue to pursue grant money to complete a community improvement project within the planning period.
<u>Program 6.8.M</u> Encourage and coordinate with Neighborhood Watch programs, neighborhood associations, and business district associations to reduce crime and address upkeep needs.	Ongoing	Police Department	General Fund	The Police Department will monthly coordinate with neighborhood groups to review issues regarding crime and blight.
<u>Policy 6.8.3</u> Encourage high-quality and appropriate housing construction.				

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Program	Time Frame	Responsible	Funding Source	Quantified Objective
<u>Program 6.8.N</u> Adopt the latest editions of the California Building Codes. Enforce housing and building codes to ensure safe structures and prevent the deterioration of housing stock.	Ongoing	Community Development Department	General Fund	The City Council will adopt the Building Codes in 2025, 2028 and 2031 and the Building Official will continue to enforce the codes on an ongoing basis.
<u>Program 6.8.O</u> Enforce requirements that newly installed manufactured homes meet age and quality criteria.	Ongoing	Community Development Department	General Fund	Ensure that each application for manufactured homes considered by the City meets required criteria.

5. HOUSING NEEDS ASSESSMENT

Population and Employment Trends

Housing Growth Trends

Greenfield's population increased from 15,480 in 2010 to 18,937 in 2020, representing a 22.3% increase. From 2000 to 2010, Greenfield's population rose from 12,583 to 15,480, a 23% increase. This indicates a slower pace of growth in both raw numbers and percentage comparison to 1990-2000 growth trends, when the city went from 7,467 to 12,583, or 68.5%.

See [Table 3: Greenfield Population and Housing Growth Trends](#) below illustrating population and growth trends. In comparison to population growth, the number of housing units increased by 50.9% from 1990 to 2000, while from 2000 to 2010 there was a 27% increase in housing and in 2010 to 2020 there was only an 18.3% increase in the number of housing units, increasing the average number of persons per household from 4.17 in 2000 to 4.63 in 2020.

Table 3: Greenfield Population and Housing Growth Trends

Year	1990	2000	2010	2020
Population	7,467	12,583	15,480	18,937
Housing Units	1,807	2,726	3,462	4,090

Source: U.S. Census 1990, 2000, 2010, 2020

Future Population Growth

The Greenfield population forecast by AMBAG is conservative and only estimates an increase of 6.6%, increasing total population to 21,341 by 2040. Should Greenfield meet its RHNA over the next eight years, it is anticipated by 2031 the population will be closer to 22,000. Monterey County experienced a population increase of 5.7% during the period from 2010 to 2020, with a population gain of 23,978 persons. In comparison Greenfield had 22.3% population increase with a population gain of 3,457 persons during the same period. Previously, Greenfield's growth from 1990 to 1999 outpaced that of all other Salinas Valley cities. This growth was consistent with the City's historical growth pattern; between 1985 and 1990 Greenfield's growth outpaced all neighboring Salinas Valley cities except for Gonzales, as well as Monterey County and the State of California. By the end of 2008, and continuing through 2013, Greenfield's population growth rate had slowed along with the majority of cities within Monterey County, with the exception of the City of Soledad, with its large growth increases and decreases attributable to a fluctuating prison inmate population. In recent years, growth compared to neighboring cities has increased significantly. The growth of agriculture and related business and industries in the Greenfield area has contributed to the City's significant growth since 1970. In addition, the price of land in Greenfield is generally more affordable than the price of land in much of Monterey County. This provides land for housing development at a more affordable price, resulting in the potential for significant housing growth. [Table 4: Comparison of Growth Trends](#) illustrates population growth of the Salinas Valley cities, Monterey County, and California.

Table 4: Comparison of Growth Trends

Approximate Percentage Change in Population				
Jurisdiction	1980 to 1989	1990 to 1999	2000 to 2009	2010 to 2019
Greenfield	22.2%	68.6%	23%	22.3%
King City	14.9%	45.3%	11.8%	3.5%
Soledad	18.8%	57.6%	149%	-3.2%
Gonzales	27.0%	61.5%	19.9%	5.6%
Monterey County	6.7%	13.0%	7.5%	5.7%
State of California	3.7%	13.8%	13.0	6.1%

Source: U.S. Census 1980, 1990, 2000, 2010, 2020

Population by Ethnicity

During the steady growth of Greenfield's population, changes in the ethnic make-up of the population have occurred. From 1990-2000 the percentage of persons identifying themselves as Hispanic or Latino of any race increased by 9.1%, from 5,829 people in 1990 to 11,055 in 2000. Concurrently, those persons identifying themselves as White decreased in both percentage of population and numerically. In 1990, the 1,486 people identifying themselves as White represented 20% of Greenfield's population. That number decreased to 1,188 people during that time, representing only 9.1% of the City's population. Since 2000, population changes for those identifying themselves as Hispanic or Latino have increased even more; however, those identifying themselves as White fell an additional 3% in 2013 and another 2.7% to 2021, and the Asian/Pacific Islander population rose from 116 (1% of the population) to 746 (4.5% of the population), although given 2021 ACS data, that may have been a temporary increase. [Table 5: Ethnicity in the City of Greenfield](#) provides information regarding Greenfield's ethnicity.

Table 5: Ethnicity in the City of Greenfield

Ethnicity	1990		2000		2013		2021	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Hispanic or Latino (any race)	5,829	78.1%	11,055	87.9%	14,637	88.7%	17,673	94.3%
White	1,486	20.0%	1,188	9.4%	967	5.9%	619	3.2%
Black	59	0.8%	148	1.2%	93	0.6%	145	0.7%
Asian/Pacific Islander	45	0.6%	116	1.0%	746	4.5%	202	1.0%
Native American	37	0.5%	150	1.2%	27	0.2%	0	0.0%
Other	8	0.1%	0	0.0%	24	0.1%	13	0.1%
Total	7,464	100%	12,583	100%	16,494	100%	18,833	100%

Source: U.S. Census 1990, 2000, 2013, 2021

Population by Age

Greenfield's median age of 27.3 years (2021 ACS) is significantly lower than that of the county, state, and nation. In 2021, Monterey County's median age was 35.4 years and the median age statewide was 37.6 years. In comparison, the national median age in 2021 was 38.8 years. In

2021, children, ages 19 years and younger, represented 39.5% of Greenfield’s population while those between 20 and 44 years represented 35.4%. These two groups combined, all persons under 44 years, represented 74.9% of Greenfield’s population. Persons 45 to 64 years represented 18.9% of Greenfield’s population, and the elderly, those 65 years and over, represented only 6.2% of the City’s population. Median age has been slightly increasing from 2013 to 2021, along with the rest of the country. This is shown locally by the increase in older residents in Greenfield over the years, with an increase in the percentage of the population 55 and over from 12.3% to 15.3%. [Table 6: Age of Population](#) compares Greenfield's age trends between 1990 and 2021.

Table 6: Age of Population

Age Group	1990		2000		2013		2021	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
0-5 Years	901	12.1%	1,316	10.5%	2,109	12.8%	1,970	10.5%
5-9 Years	927	12.4%	1,433	11.4%	1,402	8.5%	1,769	9.4%
10-14 Years	760	10.2%	1,298	10.3%	1,430	8.7%	1,979	10.5%
15-19 Years	528	7.1%	1,280	10.2%	1,329	8.1%	1,718	9.1%
20-24 Years	662	8.9%	1,184	9.4%	1,682	10.2%	1,256	6.7%
25-34 Years	1,494	20.0%	2,148	17.1%	2,950	17.9%	2,708	14.4%
35-44 Years	972	13.0%	1,721	13.7%	1,845	11.2%	2,697	14.3%
45-54 Years	409	5.5%	1,063	8.4%	1,705	10.4%	1,843	9.8%
55-59 Years	200	2.7%	291	2.3%	809	4.9%	937	5.0%
60-64 Years	217	2.9%	220	1.7%	434	2.6%	766	4.1%
65-74 Years	258	3.5%	368	2.9%	265	1.6%	953	5.0%
75-84 Years	96	1.3%	207	1.7%	397	2.4%	217	1.1%
85 Years +	40	0.5%	54	0.4%	137	0.8%	20	0.1%
Total	7,464	100%	12,583	100%	16,494	100%	18,883	100%
Median Age	24		24		25		27.3	

Source: U.S. Census 1990, 2000, 2013, 2021

Population and Employment Projections

AMBAG uses employment and population data to estimate projections for employment by sector and population. In its 2014 Regional Growth Forecast, AMBAG’s estimated 16,330 people in Greenfield for the 2010 population and its 2020 forecast was 21,241 people. In 2022, AMBAG adopted its most recent Regional Growth Forecast, which reduced the 2020 population to 18,255 and 3,981 housing units and projected a 2030 population of 19,734 and 4,766 housing units. It is projected that there would be 8,061 total employed persons by 2030 in Greenfield, up 179 employed persons from 7,882 in 2020. However, despite the estimated increase in the number of employed persons, there would be a decrease in the percentage of employed persons relative to the population from 43% in 2020 to 40% in 2030. Regionally, the employment base of Greenfield is dominated by agricultural and visitor-serving jobs. Consistent with this trend, agricultural jobs consist of 41.2% of the total jobs and combined services and retail jobs represent 13.7% of total jobs in Greenfield in 2021. Agriculture showed a significant increase over the last eight years in both percentage and raw numbers of jobs, increasing by 5.7% and 867 jobs. The education and health care industry also represented 13.5% of the jobs. Science jobs increased over 3%, likely having to do with the increase in labs associated with legalized cannabis. [Table 7: 2010, 2013 and 2021 Employment by Industry](#) represents Greenfield employment by industry in 2010, 2013 and 2021 by sector.

Table 7: 2010, 2013, and 2021 Employment by Industry

Industry	2010		2013		2021	
	Number	Percent	Number	Percent	Number	Percent
Agricultural, Forestry, Fishing and Hunting and Mining	1,859	29.7%	2,375	35.5%	3,242	41.2%
Construction	357	5.7%	249	3.7%	288	3.7%
Manufacturing	546	8.7%	392	5.9%	353	4.5%
Wholesale Trade	265	4.3%	164	2.5%	93	1.2%
Retail Trade	508	8.1%	543	8.1%	681	8.7%
Transportation/Warehousing and Utilities	306	4.9%	266	4.0%	176	2.2%
Information	26	0.4%	28	0.4%	134	1.7%
Finance and Insurance, Real Estate, Rental and Leasing	82	1.3%	131	2.0%	214	2.7%
Professional, Science, Management, Administrative	178	2.8%	221	3.3%	531	6.8%
Educational Services, Health Care, Social Assistance	1036	16.6%	994	14.9%	1,060	13.5%
Arts, Entertainment, and Recreation, Accommodation and Food Services	372	5.9%	498	7.4%	396	5.0%
Other services	232	3.7%	299	4.5%	397	5.0%
Public Administration	494	7.9%	532	7.9%	301	3.8%
Total	6,261	100%	6,692	100%	7,866	100%

Source: U.S. Census 2010, 2013, 2021

Household Characteristics

For purposes of evaluating housing supply and demand, it is helpful to translate information from population figures into household data. The U.S. Bureau of the Census defines a household as the group of all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, and unrelated individuals living together. Persons living in retirement or convalescent homes, dormitories, or other group quarter living situations are not considered households.

Current and Projected Households

The number of households in Greenfield have more than doubled between 2000 and 2021. According to the AMBAG forecast of June 2008, Greenfield households are projected to increase by an additional 834 households (30%) by 2020 and 537 households by 2025. Between 2000 and 2013 the number of family households increased from 2,361 to 3,016, a 27.7% increase. The number of households containing married couples with children significantly increased by 63.7%. The most dramatic increases, however, were in single-parent families. Single-female-headed households with children increased from 223 to 464, a 108% increase. This was in addition to the exponential 158% increase in these households during the decade from 1990 to 2000. Single-male-headed households with children increased even more dramatically – from 91 to 238 – representing a 168% increase. Large family households with 5 or more members increased from 1,310 to 1,526, a 16% increase. After a 17% decrease in non-family households

from 1990-2000, these households increased by 48% from 2000 to 2013. Comparisons of the distribution of household types in Greenfield from 1990 to 2021 are tabulated below in [Table 8: Household Types 1990 – 2021](#). In the last eight years, there has been a substantial increase in single-parent households, which are considered households with special needs, compared to other household types.. The housing needs of these household types are discussed in further detail within the Special Needs Households section.

Table 8: Household Types 1990– 2021

Household Type	1990	2000	2013	2021
Family	1,891	2,361	3,016	4,096
Married Couple with Children	1,182	1,413	2,314	2,532
Single Female with Children	87	223	464	895
Single Male with Children	30	91	238	294
Non-family	340	282	418	375

Source: U.S. Census 1990, 2000, 2013, 2021

Household Size

Household growth rate is the primary factor in determining housing needs. Even during periods of fairly static population growth, the number of households may increase due to divorce, as young people leave home, and for other reasons that people establish a new household. Household size can be an indicator of changes in population or use of housing. For example, an increase in household size can indicate a greater number of large families or a trend toward overcrowded housing units. A decrease in household size, on the other hand, may reflect a greater number of elderly or single-person households or a decrease in numbers of large families. See [Table 9: Household Tenure by Size of Household](#) for a comparison of 2009, 2013, and 2021 household tenure by size of households for owners and renters.

Table 9: Household Tenure by Size of Household

	2009			2013			2021		
Household	Owner	Renter	Total	Owner	Renter	Total	Owner	Renter	Total
1-person	129	77	206	91	142	233	139	170	309
2-person	397	205	602	347	176	523	308	214	522
3-person	389	102	491	358	217	575	263	299	562
4-person	473	154	627	268	295	563	440	366	806
5-person	194	221	415	243	312	555	333	391	724
6-person	286	87	373	220	186	406	241	268	509
7 or more	203	260	463	146	433	579	308	350	658
Total Units	2,071	1,106	3,177	1,673	1,761	3,434	2,032	2,058	4,090

Source: U.S Census 2009, 2013, 2021

The average household size increased from 4.62 persons per household in 2000 to 4.78 in 2013 and reduced to 4.58 in 2021. These high trends would suggest that inadequate supplies of housing units are available within the City, or that housing is not affordable, and consequently, more persons are occupying each housing unit. The disparity between average rental prices and

the average wages earned, notably for agricultural workers, could be significantly contributing to the increase in persons per unit within the City. In addition, there are more seven-person, or greater, households, both owner-occupied units and renter-occupied units, than any other household size. The census data indicates that there are 1,891 five-person or more families in Greenfield, 658 of which are seven-person or more households (see following section). [Table 10: Tenure by Occupant per Room](#) summarizes the 2000, 2013, and 2021 Census information on the tenure by occupants per room.

Table 10: Tenure by Occupant per Room

Occupants Per Room	2000			2013			2021		
	Renter	Owner	Total	Renter	Owner	Total	Renter	Owner	Total
0.5 or fewer	137	367	504	280	576	856	460	687	1,147
0.51 to 1	279	437	716	729	780	1,509	912	891	1,803
1.01 to 1.5	214	299	513	361	251	612	501	394	895
1.51 to 2	221	342	563	270	54	324	175	10	185
2.01 or more	206	153	359	121	12	133	8	58	66
Total	1,057	1,598	2,655	1,761	1,673	3,434	2,056	2,040	4,096

Source: U. S. Census 2000, 2013, 2021

Large Households

Traditionally, it has been challenging for large households (households of five or more persons) to secure and/or afford housing units of 3 or more bedrooms. Large renter families, in particular, have difficulty in finding rental housing stock that is both affordable and large enough for their household size. Large households (five-person and greater) within Greenfield totaled 1,891, representing 46.2% of all households. There were 658 households, representing about 16.0% of all households, with seven or more persons. Of the 1,891 large households, 1,009 were renter households and 882 were homeowner households.

[Table 11: Large Households and Housing Units 2000](#) and [Table 12: Large Households and Housing Units 2013](#) demonstrate the number of large households compared to the number of multi-bedroom housing units within Greenfield. As shown in [Table 13: Large Households and Housing Units 2021](#), three-bedroom units and larger represent approximately 86% of the total owner-occupied housing units in Greenfield. Large households living in owner-occupied units represent about 49.4% of all owner-occupied housing units. Consequently, in terms of the number of bedrooms, there is an adequate number of owner-occupied housing units to house large households.

Large renter households represent about 52.3% of all renter households. However, three-bedroom and larger rental units represent only 52% of all rental units with only 24 five-bedroom units. However, this is a significant increase from the 27% of large household units available in 2000 when there were zero 5-bedroom units. As more single-family homes of four and five bedrooms were built in the early 2000s, the percentage of such units increased considerably. After the foreclosure crisis of 2008, a large number of these formerly owner-occupied units were bought by investors and converted to rental units, including many homes with 4 bedrooms or more.

Table 11: Large Households and Housing Units 2000

Household Size	Number	% of Total	Number of Bedrooms	Number of Units	% of Total
Owner-Occupied Units					
5-Person	255	16.0%	3-Bedrooms	652	40.8%
6-Person	250	15.6%	4-Bedrooms	134	8.4%
7-Person or more	279	17.5%	5-Bedrooms (or more)	23	1.4%
Total	784	49.1%	Total	809	50.6%
Renter-Occupied Units					
5-Person	177	16.8%	3-Bedrooms	237	22.4%
6-Person	107	10.1%	4-Bedrooms	54	5.1%
7-Person or more	245	23.2%	5-Bedrooms (or more)	0	0.0%
Total	529	50.0%	Total	291	27.5%

Source: US Census 2000

Table 12: Large Households and Housing Units 2013

Household Size	Number	% of Total	Number of Bedrooms	Number of Units	% of Total
Owner-Occupied Units					
5-Person	243	19.4%	3-Bedrooms	696	27.4%
6-Person	220	17.6%	4-Bedrooms	688	27.1%
7-Person or more	146	11.7%	5-Bedrooms (or more)	108	4.3%
Total	609	48.7%	Total	1,492	59.4%
Renter-Occupied Units					
5-Person	312	24.9%	3-Bedrooms	803	31.6%
6-Person	186	14.8%	4-Bedrooms	211	8.3%
7-Person or more	146	11.7%	5-Bedrooms (or more)	36	1.4%
Total	644	51.4%	Total	1,050	41.3%

Source: US Census 2013

Table 13: Large Households and Housing Units 2021

Household Size	Number	% of Total	Number of Bedrooms	Number of Units	% of Total
Owner-Occupied Units					
5-Person	333	16.3%	3-Bedrooms	686	33.6%
6-Person	241	11.8%	4-Bedrooms	833	40.8%
7-Person or more	308	15.1%	5-Bedrooms (or more)	237	11.6%
Total	882	43.2%	Total	1,756	86.0%
Renter-Occupied Units					
5-Person	391	19.0%	3-Bedrooms	847	41.1%
6-Person	268	13.0%	4-Bedrooms	204	10.0%
7-Person or more	350	17.0%	5-Bedrooms (or more)	24	1.1%
Total	1,009	49.4%	Total	1,075	52.3%

Source: US Census 2021

Income Characteristics

Household Income

The Department of Housing and Community Development (HCD) estimates area median incomes (AMI) for all counties in the State annually. In turn, this AMI is utilized in many housing

programs, such as CDBG, HOME, and LIHTC. Of particular note, the 2023 Monterey County AMI for a family of four was \$100,400. In Greenfield, from 1990 to 2000, median household income increased from \$26,816 to \$37,602, approximately 40.2%. During the same period, median household income for Monterey County as a whole increased by approximately 44.1%. From 2000-2013, household income in Greenfield increased from \$37,602 to \$53,508, representing a 43% increase. During the same period Monterey County median household income increased by approximately 23% from \$48,305 to \$59,169. From 2013-2021, household income in Greenfield increased from \$53,805 to \$69,474, representing a 29% increase. During the same period Monterey County median household income increased by approximately 39%, from \$59,168 to \$82,013. [Table 14: Relative Median Household Income](#) compares median incomes of Greenfield and Monterey County. [Table 15: Households by Household Income Ranges](#) tabulates the number and percentage of households that fall within various income ranges.

Table 14: Relative Median Household Income

Year	Greenfield	Monterey County	Percent of County Median Income
1970	\$6,100	\$9,730	63%
1980	\$14,526	\$17,661	82%
1990	\$26,816	\$33,520	80%
2000	\$37,602	\$48,305	78%
2008	\$46,219	\$67,300	69%
2013	\$53,805	\$59,168	91%
2021	\$69,474	\$82,013	85%

Source: US Census, 1970, 1980, 1990, 2000, 2008, 2013, 2021

Table 15: Households by Household Income Ranges

Income Range	1990		2000		2013		2021	
	Households	Percent	Households	Percent	Households	Percent	Households	Percent
\$0-\$9,999	238	10.7%	175	6.6%	108	3.1%	90	2.2%
\$10,000-\$14,999	194	8.7%	150	5.6%	88	2.6%	37	0.9%
\$15,000-\$24,999	481	21.5%	399	14.9%	436	12.7%	320	7.8%
\$25,000-\$34,999	517	23.2%	508	19.0%	412	12.0%	475	11.6%
\$35,000-\$49,999	431	19.3%	550	20.6%	521	15.2%	479	11.7%
\$50,000-\$74,999	242	10.8%	563	21.1%	810	23.6%	778	19.0%
\$75,000-\$99,999	80	3.6%	220	8.2%	600	17.5%	729	17.8%
\$100,000-\$149,999	35	1.6%	95	3.6%	249	7.3%	852	20.8%
\$150,000 or more	13	0.6%	9	0.3%	210	6.2%	336	8.2%
Total	2,231	100%	2,669	100%	3,434	100%	4,096	100%

Source: U.S. Census 1990, 2000, 2013, 2021

Housing Availability for Extremely Low-Income Households

Extremely low-income is defined as households with income less than 30% of area median income. The area median income in Monterey County for 2023 is \$100,400. For extremely low-income households, this results in an income of \$30,120 or less for a four-person household or \$15,250 or less for a one-person household. [Table 16: Occupational Wages Monterey County](#) provides examples of occupations with wages that could potentially qualify as extremely low-income households.

Table 16: Occupational Wages Monterey County

Occupation Title	Median Hourly Wage	Median Annual Age
Farmworkers and Laborers, Crop, Nursery and Greenhouse	\$15.54	\$32,317
Waiters and Waitresses	\$15.70	\$32,653
Cashiers	\$15.43	\$32,093
Fast Food and Counter Workers	\$15.84	\$32,941
Home Health and Personal Care Aides	\$15.26	\$31,736
Retail Salespersons	\$15.67	\$32,572

Source: Employment Development Department, *Projections of Employment by Occupation*

Households with extremely low incomes have a variety of housing situations and needs. Most families and individuals receiving public assistance, such as social security insurance or disability insurance (SDI) are considered extremely low-income households. Similarly, a minimum wage worker could be considered an extremely low-income household.

According to the 2021 American Community Survey data, there were 922 households in Greenfield making \$35,000 or less, which is near the threshold to qualify as an extremely low-income household, representing 22.5% of 4,096 total households in 2021. Most extremely low-income households are renters and experience a high incidence of housing problems. Housing problems are defined as:

- Cost burden greater than 30% of income;
- overcrowding, and/or;
- without complete kitchen or plumbing facilities.

To calculate the projected housing needs, the City assumed 50% of its very low-income regional housing needs are extremely low-income households. As a result, from the very low-income need of units, the City has projected a need of 50 units for extremely low-income households. Many extremely low-income households will be seeking rental housing and most likely facing an overpayment, overcrowding, or substandard housing condition. Some extremely low-income households could comprise those with disabilities or other special needs. To address the range of needs, the City will employ a detailed housing strategy including promoting a variety of housing types, such as single-room occupancy units.

Despite policies that are already in place to facilitate affordable housing for lower income households, the city needs to further increase efforts to work with developers in expanding

affordable housing opportunities, especially for extremely low-income households. To accomplish this, the City could utilize the following strategies:

- build a long-term partnership in development;
- gain access to specialized funding sources, including applying for funding sources that support deeper targeting;
- identify the range of local resources and assistance needed to facilitate the development of housing for extremely low-income households; and
- promote a variety of housing types, including higher density, multi-family supportive, single-room occupancy and shared housing;

Household Income Levels

State law requires that the Housing Element identify housing needs for all income groups. “Households” are established residences, while “housing units” may be occupied only during portions of the year. For purposes of federal, state, and local housing assistance programs, it is also important to identify households according to extremely low-, very low-, low-, or moderate-income ranges. The State of California definitions of household income levels are provided below in [Table 17: Household Income Levels](#).

Table 17: Household Income Levels

Household Income Category	Definition
Extremely Low	Incomes at or below 30 percent of area-wide median income
Very Low	Incomes between 31-50 percent of area-wide median income
Low	Incomes between 51-80 percent of area-wide median income
Moderate	Incomes between 81-120 percent of area-wide median income
Above Moderate	Incomes above 120 percent of area-wide median income

Source: California Department of Housing and Community Development

Household income level is a determining factor of housing affordability. [Table 18: Distribution by Income Category](#), shows the most recently published American Community Survey distribution of Greenfield household income levels.

Table 18: 2021 Distribution by Income Category

Income Category	Criteria	Income Range Based on County Median*	% of Greenfield Households
Extremely Low	Below 30%	Below \$30,500	16.7% (684 households)
Very Low	31%-50%	\$30,501--\$50,850	17.5% (717 households)
Low	51%-80%	\$50,851--\$81,350	19% (778 households)
Moderate	81%-120%	\$81,351--\$97,900	17.8% (729 households)
Above Moderate	Above 120%	Above \$97,901	29% (1,187 households)

Source: US Census Bureau, American Community Survey Data, S1901 Income in the Past 12 Months (In 2021 Inflation-Adjusted Dollars)

*Percent of 2021 county median income of \$81,600

In 2000 Greenfield was considered a “low-income” residential area with a household median income of \$37,600, or 78 percent of Monterey County’s household median income. Average household size in 2000 was 4.72 persons. Greenfield’s 2013 household median income was \$53,805, or 91 percent of the County’s household median income of \$59,168. In 2021 per American Community Survey data, the Greenfield Household Median Income was \$69,474 or 85 percent of the household median income of Monterey County and the average household size is listed as 4.58 persons compared to the Monterey County average household size of 3.14. Over the last eight years since the previous housing element period, the City has seen stagnant growth in above moderate households, a reduction in moderate income households, a similar percentage of low-income households, and increases in very-low and extremely-low income households, according to the data from the ACS when comparing the 2021 results to those in 2013.

Housing Needs by Income Levels

The Association of Monterey Bay Area Governments (AMBAG) is the regional Council of Government that represents Greenfield and other neighboring communities in the Monterey Bay area. AMBAG’s Regional Housing Needs Allocation Plan (RHNA) is part of the statewide mandate to address housing issues that are related to future growth in the AMBAG region by determining existing and needed allocations of regional affordable housing. The State of California provides population estimates to each regional government in the State and the regional government then allocates estimated housing units needed among member communities. AMBAG developed the RHNA for its member communities and, in October 2022, the AMBAG Board of Directors adopted the final numbers and sent those numbers to HCD for review. The estimated number of housing units needed as determined by AMBAG reflects the planning period from June 30, 2023, to December 15, 2031.

The fundamental goal of RHNA is to assure a fair distribution of housing among cities and counties, so that every community provides an opportunity for a mix of housing that is affordable and available to all economic segments of the community. To develop allocations, AMBAG used current regional distributions of very low-, low-, moderate-, and above moderate-income household needs.

The housing allocation targets are not building requirements, but goals for each community to accommodate housing through appropriate planning policies and land-use regulations. Allocation targets are intended to assure that adequate sites with appropriate zoning are made available to address anticipated housing demand during the RHNA planning period, and that market forces are not inhibited in addressing the housing needs of all economic segments of a community.

Table 19: Regional Housing Needs Allocations 2023-2031, illustrates the 2023-2031 housing unit allocation for each of the four household income groups (e.g. very low, low, moderate, above moderate) as adopted by AMBAG, for the Monterey County region and the City of Greenfield.

Table 19: Regional Housing Needs Allocations 2023-2031

Monterey County					
Income Level	Very Low	Low	Moderate	Above Moderate	Total Units
New Units	4,412	2,883	4,028	8,972	20,295
Percent	22%	14%	20%	44%	100%
City of Greenfield					
Income Level	Very Low	Low	Moderate	Above Moderate	Total Units
New Units	101	66	184	379	730
Percent	14%	9%	25%	52%	100%

Source: AMBAG Regional Housing Needs Assessment 2022.

Greenfield's Projected Housing Needs Based on Income

Projected housing needs are the total additional housing units required to house a jurisdiction's projected population by 2031 that are affordable to each income level, in standard condition, and not overcrowded. The definitions of income used in the AMBAG plan reflect the income definitions used by the State of California previously discussed. Projected housing needs include those of the existing population as well as the needs of the additional population expected to reside in the community through 2031. According to the AMBAG estimates, Greenfield has a need of 730 new housing units for the planning period of 2023-2031. This estimate was developed by AMBAG based on various factors including projected population, job growth, land availability, vacancy rates, and replacement housing needs. Given AMBAG's projected construction for the City of Greenfield of 730 units, Greenfield must construct approximately 90 housing units per year.

After determining the number of additional housing units expected by the end of the planning period, AMBAG further quantified future housing needs by income level in order to effectively distribute lower-income households equitably throughout a region. As previously discussed, this serves to avoid undue concentrations of very low- and low-income households in one jurisdiction.

For Greenfield, the AMBAG goal is that 101 new housing units (14 percent of all new units) will be very low-income and 66 new housing units (9 percent of all new units) will be low-income. The remaining 563 housing units were allocated to moderate- or above moderate-income households.

To avoid further concentration of development in one area, AMBAG allocated a construction goal of 23 percent of the overall housing units for Greenfield to be dedicated to very low- and low-income households for the 2023-2031 RHNA period. Therefore, through 2023, the City must assure that adequate sites and zoning are made available to meet these targeted allocations for each of the respective income groups.

The approved and pending residential developments identified in [Table 20: Approved/Pending Housing Projects in Greenfield since June 30, 2023](#) will provide housing units. All of the units are expected to develop within the planning period, and will therefore contribute toward meeting the total allocations determined as necessary by AMBAG and the City.

Table 20: Approved/Pending Housing Projects in Greenfield Since June 30, 2023

Income Level	RHNA Regional Housing Need Targets	Pending/Approved Units within Planning Period	Remaining Regional Housing Need
Very Low-Income	101 units	0	101
Low-Income	66 units	0	66
Moderate-Income	184 units	0	184
Above Moderate-Income	379 units	0	379

Source: City of Greenfield Building Department

 development projects and ADUs have been permitted, and partially constructed, since June 30, 2023.

*(As projects are permitted prior to the approval of the housing element, they will be located here.)**

The City has suitably located and zoned undeveloped sites to accommodate development of dwelling units suitable for all income groups sufficient to meet remaining units from AMBAG's 730-unit target for the planning period. Existing vacant residential sites within the City, and the sites available for residential construction within existing zoning, provide adequate sites (see Background Report for site inventory). Site availability will not prevent construction of sufficient units by 2031 to meet AMBAG's targets; however, rising construction and housing costs infuses some uncertainty into the anticipated construction of the subject housing units. Sites exist but economic resources may not.

Housing Costs

Housing Affordability

One of the most important factors in evaluating a community's housing market is the cost of housing and whether it is affordable to current residents and those who would like to live in the community. In the late-2000s there was a downturn in the residential housing market. But in the

last 5-10 years, costs have skyrocketed as demand has increased well beyond supply and Monterey County is still considered one of the least affordable places to live in the United States. According to the California Association of Realtors, home affordability in Monterey County hit record lows in the first quarter of 2023 with only 12 percent of homes being considered affordable based on median income. The data also showed that the minimum qualifying income needed to purchase at the median home price of \$843,000 is \$208,800, well beyond the reach of an overwhelming majority of Greenfield residents.

According to Realtytrac.com, as of June 2023, the City of Greenfield had an estimated 9 pre-foreclosures (Notice of Defaults), trustee's sales (Auction Homes) and bank-owned (REO) properties down from over 25 in 2014 and 300 in 2009. Due to the sharp decline in foreclosures and lack of available inventory regionally, Greenfield median home sales prices have not driven up affordability factors like they had in previous years around 2009. With recent median home sales prices sharply increasing in Greenfield the market for moderate income first-time homebuyers has decreased.

Homeownership Costs

The 2020 U.S. Census data reported a median value of \$349,100 for owner-occupied units in Greenfield, as shown in [Table 21: Owner-Occupied Housing Units by Value in 2021](#). This figure was based on values of 2,040 owner-occupied units. Units valued at less than \$50,000 totaled 122 and units valued at \$500,000 or greater totaled 131. The vast majority of units, 1,363, representing approximately 69 percent, were valued between \$300,000 and \$499,999. However, the real estate market in most California communities has accelerated since the 2020 census information was obtained and median housing prices have significantly risen.

Table 21: Owner-Occupied Housing Units by Value in 2021

Housing Price Range*	Number of Units	Percent
Less than \$50,000	122	0.06%
\$50,000 to \$99,999	18	0.01%
\$100,000 to \$149,999	34	0.17%
\$150,000 to \$199,999	51	0.03%
\$200,000 to \$299,999	303	14.85%
\$300,000 to \$499,999	1,363	66.81%
\$500,000 to \$999,999	131	6.42%
\$1,000,000 or more	18	0.01%
Total	2,040	100.00%
Median value \$349,100		

Source: U.S. Census 2020

According to the California Association of Realtors, the April 2023 median home sales prices in Monterey County were up 5.4 percent to \$952,500 from April 2022 when the median home sales price was \$903,500. According to Zillow, the average median home price in Greenfield was

\$497,567 in April of 2023, down nearly 4 percent from the prior year in April 2022 of \$517,558.

With recent median home sales prices still at record highs in Greenfield and the larger Monterey County area, the market for moderate-income first-time homebuyers has decreased. The recent rise in median home sales may prevent many low- and moderate-income households from purchasing single family residences and/or condominiums as first-time homebuyers. There are few single-family residences and/or condominiums listed below the median \$497,567-price level on the open market. However, in recent years mortgage interest rates had been historically low, averaging approximately four percent. However, rates in 2022 and 2023 have increased to in the 6- and 7-percent range. With additional subsidies such as down-payment assistance, low- and very low-income households would have more opportunity to purchase single-family residences and/or condominiums for the first time. Prior to 2007, local housing costs and the lack of housing supply significantly restricted the ability for very low-, low-, and moderate-income households to enter the local housing market. There has been a recent similar upturn in the current housing market that is driving home prices up and affordability down.

In 2021 per American Community Survey data, owner-occupied housing represented 2,039 units, or about 49.8 percent, of all housing units in 2021. Of these units, 1,560 or about 77 percent were mortgaged. The median cost for owner-occupied housing with a mortgage was \$1,910 and about 71.7 percent of owners with mortgages paid monthly costs of \$1,500 or more per month.

Rental Costs

Greenfield's housing stock in 2021 included 2,057 renter-occupied units. The median rent in 2021 was \$1,368, which was a substantial increase of \$1,141 back in 2013. About 3.2 percent of all renters paid \$2,000 or more per month, with some exceeding \$3,000 per month for the first time. Over 71 percent of all renters paid between \$1,000 and \$1,999 per month. [Table 22: Comparison of Household Incomes and Affordability](#) presents data on affordable rents and home sales prices.

Table 22: Comparison of Household Incomes and Affordability
A. Affordable Rents by Household Income Level

Household Income	One-Person Household*	Two-Person Household*	Three-Person Household*	Four-Person Household*
Very Low	\$829	\$948	\$1,067	\$1,184
Low	\$1,327	\$1,517	\$1,706	\$1,896
Moderate	\$1,576	\$1,802	\$2,027	\$2,252

* Maximum affordable rent includes allowance for utilities paid by the tenant

B. Allowable Household Income Level – 2022

Household Income	One-Person Household	Two-Person Household	Three-Person Household	Four-Person Household	Five-Person Household
Extremely Low	\$23,900	\$27,300	\$30,700	\$34,100	\$36,850
Very Low	\$39,800	\$45,500	\$51,200	\$56,850	\$61,400
Low	\$63,700	\$72,800	\$81,900	\$90,100	\$97,300
Moderate	\$75,650	\$86,500	\$97,300	\$108,100	\$116,750

Assumptions:

1. Household income levels are based on California HCD 2022 income limits
2. Rents are calculated based on California HCD income limits:
 1. Very Low-Income: 30% of 50% of area-wide median income, adjusted for household size.
 - b. Low-Income: 30% of 80% of area-wide median income, adjusted for household size.
 - c. Moderate-Income: 30% of 120% of area-wide median income, adjusted for household size.

Overpayment

According to the AFFH Viewer tool, approximately 29% of homeowners and 48% of renters in Greenfield were paying more than 30% of their household incomes for housing. As the price of housing increases, a greater segment of the population will either no longer be able to afford market-rate housing or will spend a greater percentage of household income to secure housing. This is undoubtedly a factor in the high household sizes seen in Greenfield, as people crowd into units or rent spare rooms to cut housing costs.

Table 23: Greenfield Housing Costs by Percentage of Household Income illustrates overpayment for housing by household income.

Table 23: Greenfield Household Costs by Percentage of Household Income

Income	Housing Type				% of Total Occupied Housing Units
	Owner		Renter		
	29% or less	30% or more	29% or less	30% or more	
Less than \$20,000	0.1%	5.7%	0.0%	7.4%	6.7%
\$20,000 to \$34,999	4.8%	6.3%	3.3 %	17.1%	15.8%
\$35,000 to \$49,999	6.6%	0.1%	5.0%	10.9%	11.7%
\$50,000 to \$74,999	7.8%	10.7%	6.1%	13.4%	19.0%
\$75,000 and more	52.4%	4.3%	35.5%	0.1%	46.6%

Source: U.S Census, 2021

The data generally demonstrates a strong correlation between households with low incomes and overpayment. In the income categories of less than \$49,999, over 80% of renter-occupied households are overpaying with 30% or more of income going toward housing. In contrast, in the \$75,000 and over income category, 0.1% of renter-occupied units and only 4.3% of owner-occupied units are overpaying at the 30% rate.

Job-Based Housing Need

Greenfield's jobs/housing balance, based on jobs and housing units in 2020, indicates that most Greenfield residents are employed outside the community. Three-quarters of jobs in Greenfield represent agricultural work in the fields. In the City according to AMBAG's data, there are 1,953 non-agricultural jobs to serve a community with a population of 19,000. In order to achieve a better job/housing balance, Greenfield must generate additional employment opportunities within the community. There are many advantages to a good job/housing balance, resulting from a balance between housing opportunities and employment opportunities within a community. When residents work near their homes, commuting time decreases while time for family, leisure pursuits, and community activities increases. A better job/housing balance also encourages purchasing from local businesses rather than those located at the place of employment or on the commute. This increases both local business and local government revenues. In addition, providing additional jobs benefits the regional transportation system by reducing the number of trips from residents commuting to jobs.

AMBAG projects employment and population growth for Monterey and San Benito Counties in its Regional Forecasts. Released in 2022, the AMBAG Regional Forecast projects population growth, from 18,284 in 2020 to 20,433 in 2035, a 12% increase, while employment is estimated to decrease to 412 jobs per 1000 people in 2035, down from 431 jobs per 1000 people in 2020. Housing-unit growth is expected to increase by 31.5% or 1,257 units by 2035. The projected jobs/housing balance by 2035 is estimated to decrease from 1.97 to 1.6 based on AMBAG's Regional Forecast. [Table 24: AMBAG Regional Forecast for Greenfield](#) shows the estimated Greenfield jobs-to-housing ratio. Although AMBAG predicts a significant improvement in the number of jobs by 2035, the jobs/housing ratio is projected to decrease as the construction of residential units increases faster than the pace of job growth, especially in non-agricultural jobs. Given the larger-than-average household unit sizes experienced in Greenfield of 4.95 people per unit according to the regional forecast, even a 1.96 jobs-per-housing unit where 75% of the jobs are typically lower-paying agricultural jobs obscures the fact that the non-agricultural jobs/housing balance in Greenfield is currently 0.48 per household where an appropriate jobs/housing ratio is 1.5 jobs per household. In order to improve Greenfield's jobs/housing balance to meet this ratio, Greenfield must generate additional employment opportunities within the community.

Table 24: AMBAG Regional Forecast for Greenfield

	2020	2025	2030	2035	2040	2045
Population	18,284	19,342	19,734	19,926	20,202	20,433
Housing Units	3,981	4,359	4,766	5,047	5,164	5,238
Employment	7,882	7,948	8,061	8,177	8,298	8,423
Non-Ag Jobs	1,948	2,010	2,105	2,201	2,302	2,407

Source: 2022 Regional Forecast Population, Housing Unit and Employment Projection

Housing Characteristics

Housing Units

In 2021, there were 4,096 dwelling units in Greenfield. This represents a 50% increase since 2000 when there were a total of 2,726 housing units. With the increase in the number of housing units, persons per dwelling unit decreased slightly from 4.62 persons per unit in 2000 to 4.58 persons per unit in 2021. [Table 25: Population, Housing Units, and Persons per Unit](#) shows the changes in population, housing units, and persons per dwelling unit from 1980 through 2023.

Table 25: Population, Housing Units, and Persons per Unit

Year	Population	Housing Units	Persons per Dwelling Unit
1980	4,181	1,002	3.47
1990	7,709	1,970	4.17
2000	12,583	2,726	4.62
2010	16,330	3,752	4.35
2020	18,937	4,207	4.50
2023	19,917	4,724	4.34

Source: U.S. Census 1980, 1990, 2000, 2010, 2020 and California Department of Finance Table 2: E-5 City/County Population and Housing Estimates, 1/1/2023

As shown in [Table 26: Dwelling Units by Type](#), California Department of Finance data indicates that in 2023, 75.5% of the housing units (3,572 units) in Greenfield were single-family units, either detached or in attached structures. There were 313 units in structures of 2-4 units, representing 6.6% of total units and 779 units in multi-family structures of 5 or more units, representing 16.4% of total units. There were 68 mobile homes or trailers used as dwelling units in the City, representing 1.4% of the total housing units.

Table 26: Dwelling Units by Type

Type of Dwelling Unit	2000	2013	2015	2023
Single Family (attached or detached)	2,121	2,981	3,090	3,572
Duplex/Fourplex	274	278	261	313
Multi-Family (five or more)	247	333	377	771
Mobile Home or Trailer	76	40	25	68
Other (boat, RV, van)	9	0	0	0
Total	2,727	3,632	3,794	4,724

Source: U.S. Census 2000, 2013; California Department of Finance 2015, 2023

The vacancy rate in a community indicates the percentage of units that are vacant and for sale or for rent at any one time. Low vacancy rates (typically defined as anything less than 3% for homeowner units and 5% or less for rental units) can indicate a tight housing market. This means that with few vacant units, an exceptionally high demand is created for the vacant units.

Data from the 2023 California Department of Finance tables indicate Greenfield has an overall vacancy rate of 3.1%, down from 7.8% in 2015. The 2023 vacancy rates demonstrate that there is a significantly decreased availability of units in relation to demand in comparison to 2015's housing market.

Housing Condition

One common indicator used to determine housing conditions is the age of housing. As the data in [Table 27: Year of Construction](#) indicates, approximately 58.4% of the City's housing stock was built before the year 2000. The last structural condition survey, which consisted of a visual inspection of the exterior of all dwellings in Greenfield, was completed by the City in 1994. The survey consisted of a standardized point system supplied by HCD that was used to assess the condition of each house, including foundation, roofing, siding, windows, and doors. Each dwelling was rated as sound, minor need of rehabilitation, moderate need of rehabilitation, substantial need of rehabilitation, or dilapidated condition. The total number of units surveyed was 1,926. Of that number, 98.2% were sound or were in need of only minor rehabilitation. Only 23 units, 1.2%, were in need of moderate or substantial rehabilitation and only 11 units, 0.6%, were dilapidated. The Greenfield Building Official, using the Uniform Building Code and Housing Code, made the final determination of condition. In 2016, the City reassessed the anticipated condition of its housing stock by using this preexisting data, age of houses, and knowledge of the City's neighborhoods, to estimate current housing conditions. [Table 28: Housing Conditions](#) shows the distribution of the housing units by category of condition.

Table 27: Year of Construction

Year Structure Was Built	Number Of Units	Percent Of Total
Before 1959	412	9.0%
1960-1979	753	16.4%
1980-1999	1,503	32.9%
2000-2009	1,209	26.4%
2010-2019	219	4.7%
2020-2022	469	10.2%
TOTAL	4,565	100%

Source: U.S. Census 2021 and the City of Greenfield.

Note: the 2021 Census data used in the analysis does not include units built in 2020 and after.

Table 28: Housing Conditions

Condition	Score	Units	Percentage
Sound Condition	0-2	2,175	57.7%
Minor Need of Rehabilitation	3-10	567	15%
Moderate Need of Rehabilitation	11-20	543	14.4%
Substantial Need of Rehabilitation	21-45	454	12%
Dilapidated Condition	46 and over	35	0.9%

Source: City of Greenfield, 2016

Approximately 41.2% of the City's housing stock was built subsequent to 2000 and is 25 years of age or less. The time period of 2000-2009 was the biggest building period in Greenfield history, with over 1,200 units added. The current building occurring this decade, if continued at the existing pace, would exceed those historical numbers.

Rehabilitation of Existing Units

Approximately 58.4% of Greenfield housing units are nearly 25 years or older, with 25.5% 45 years or older, the age at which maintenance is critical if houses have not been maintained on a regular basis. Around 26.4% are between 15 and 25 years old, a timeframe during which preventative maintenance should be occurring. The City supports rehabilitation of these older units as required and will continue its code enforcement efforts, as the City's budget and available revenues allow, to see that needed repairs are completed. Past rehabilitation efforts have generally been private sector driven. The City has used grant funds (HOME and CalHOME) for housing rehabilitation assistance to income-eligible households. To the extent such grant funds are available in the future, the City will continue the use of such funding to meet its rehabilitation goals.

Household Tenure

Tenure distribution of a city's housing stock influences the local housing market. Rental houses tend to have a much higher frequency of turnover rates and overpayment than houses that are owner-occupied. Greenfield currently has more renter-occupied units than owner-occupied units which may result in a higher prevalence of overpayment. Greenfield must have a sufficient number of houses for sale and for rent to accommodate a comprehensive range of households of varying compositions.

In 1990, owner-occupied homes comprised 59.8% of households. That percentage remained virtually unchanged from 1990 to 2000, increasing from 1,316 units in 1990 to 1,569 units in 2000. From 2000 to 2013 the percentage of owner-occupied homes reduced by 10%. The percentage of households that were renter-occupied units from 1990 to 2000 also remained constant at about 40%, with the percentage of units increasing from 2000-2013 to 51%. Between the time period from 2013-2021, the trend changed to where owner-occupied units increased 1.1% with a corresponding decrease in renter-occupied properties. Based on housing projects approved and pending in the City the household tenure is likely to change over the next five years. [Table 29: Households by Tenure](#) compares housing tenure in the City of Greenfield from 2000 to 2021.

Table 29: Households by Tenure

Occupied Housing Units	2000		2013		2021	
	Number	Percent	Number	Percent	Number	Percent
Owner	1,569	59.4%	1,673	48.7%	2,040	49.8%
Renter	1,074	40.6%	1,761	51.3%	2,056	50.2%

Source: U.S. Census 2000, 2013, 2021

Greenfield's percentage of homeowner-occupied units was 49.8%, while the percentage of homeowner-occupied units in Monterey County was 51.7%. The rate for the State of California in 2021 was 55.5% of all households. This data would indicate that in comparison to County and State averages, Greenfield has a comparable home ownership occupancy rate and, correspondingly, a comparable renter-occupancy rate to Monterey County and it would indicate that both the City and County are marginally below the state percentage. However, homeownership in the City has dropped significantly since the 2000 Census. While there has been a slight percentage increase in ownership over the past eight years, current and upcoming housing projects suggest that there will be more rental than ownership opportunities during the 6th cycle that will serve to increase the percentage of renters.

Disadvantaged Communities

The Cortese-Knox-Hertzberg Act defines a disadvantaged community as consisting of a population with a median household income less than 80% of the statewide annual median. A city annexing territory adjacent to a disadvantaged community must also apply to annex the disadvantaged community. No known disadvantaged communities exist within the City (unincorporated island) or adjacent to the city limits.

Housing Opportunities

Residential Build-out Under the General Plan

Table 2-7 in the Land Use Element shows the total potential for development of residential uses within the City's planning area, assuming development of all parcels at maximum density, is 10,717 units. After considering site-specific constraints, market factors, and development inefficiencies, actual development is likely to be considerably less than these potential build-out numbers.

Since most residential development of five or more lots is subject to the City's inclusionary housing requirement, these developments will result in the creation of a combination of market rate and affordable housing units. In addition, the General Plan provides for a Mixed-Use Development designation, in which the same site could be used for both commercial and residential uses, at a ratio of up to one residential unit per 3,000 square feet of commercial space. A fiscal report prepared for the proposed Walnut Avenue Specific Plan in 2010 identified about 225,000 square feet of commercial uses within the El Camino Real core area, which could result in approximately 75 residential units.

Conversion of Industrial or Commercially Designated Land for Residential Use

There are over 200 acres of undeveloped land designated for either industrial or commercial use within the City. These land-use designations and their corresponding zoning classifications have not permitted residential use in the past, except in the case of mixed-use housing or a Specific Plan overlay; however, with changes to state law, the City will update its Zoning Code to include provisions to allow construction and conversion of commercial and industrial property to residential uses in accordance with updated legislation.

Memorandum of Agreement/Sphere of Influence

The establishment of a viable Sphere of Influence is critical for promoting logical and cost-effective annexation for new residential development and economic development in Greenfield. The City adopted its new General Plan in 2005 and amended its Sphere of Influence. In 2007, LAFCO acted to officially expand the City's Sphere of Influence by 820 acres. However, there was no prior City-County Sphere of Influence agreement which left numerous unsettled issues between Monterey County and the City of Greenfield. Adoption of a Memorandum of Agreement addressing these issues became a condition of approval by LAFCO for the adoption of a new City Sphere of Influence to allow properties within the pre-2007 Sphere of Influence area to be annexed prior to formalization of the Memorandum of Agreement.

In 2013 the Memorandum of Agreement was approved to allow for the City, County, and LAFCO to evaluate future annexation proposals included in the March 2007 Sphere of Influence or in future amendments to the Greenfield Sphere of Influence. This will allow Greenfield to provide adequate land for residential development. The Memorandum of Agreement serves to satisfy the requirements imposed on the City which requires the City and LAFCO to enter into an agreement prior to any annexation to the City on 10 issues including long-term direction of growth, urban development patterns, and regional housing needs.

Alternate Financing and Homebuyer Assistance

Alternative residential financing methods are available, such as the USDA Rural Housing Service (RHS) loan program, available to rural areas showing need for low-income housing (generally communities with populations less than 35,000 that are designated as non-metropolitan or are non-contiguous to metropolitan areas). Greenfield addresses are eligible for both single-family and multi-family housing under this program. Low-income applicants are eligible for interest assistance (write-downs) under the same general conditions as the CHISPA programs. Housing loans may also be available to applicants not exceeding the County median income levels. RHS allows loans of up to 100 percent of present market value of a dwelling, including the site, or 100 percent of the acquisition costs, whichever is less.

The California Housing Finance Agency (CHFA) offers a wide variety of programs to assist developers and first-time homebuyers. Opportunities include financing assistance ranging from to 90-percent assistance to developers (depending on project characteristics and the market: single-family and multi-family), first-time buyer programs for single-family homes, and mortgage assistance programs. These projects depend on a partnership with land developers or housing agencies, creating involvement and financing assistance from the beginning of a project. Loan and mortgage assistance developed in cooperation with Federal Housing Assistance programs include:

- Home Purchase Assistance Program (HPA)
- Home Mortgage Purchase Program (HMP)
- Matching Down Payment Program

- Self-Help Housing Program
- Rental Housing Program

According to the Department of Finance, the 2023 population of Greenfield is 19,917 residents. According to the AFFH Viewer Tool, at the block group level, neighborhoods in Greenfield range from 42% to 93% low- and moderate-income residents. [Table 30: Maximum Household Income Levels](#) below provides the 2023 maximum household income limits for eligibility for state housing assistance programs for communities in Monterey County. Affordability of the units is based on the income level of the renter/buyer. The renter's/buyer's income cannot exceed the low-income level set by the USDA, which varies depending upon family size. All units built by non-profit developers who received subsidies through tax credits, etc. are required to enter into a 55-year affordability conveyance. This means that income levels and deed restrictions must be verified before a home can be sold.

Table 30: Maximum Household Income Levels

Household Size	Extremely Low Income 30%	Very Low Income 50%	Lower Income 70%	Low Income 80%	Median Income 100%	Moderate Income 120%
1 Person	\$25,300	\$42,150	\$59,020	\$67,450	\$70,300	\$84,350
2 Persons	\$28,900	\$48,200	\$67,470	\$77,100	\$80,300	\$96,400
3 Persons	\$32,500	\$54,200	\$75,900	\$86,750	\$90,350	\$108,450
4 Persons	\$36,100	\$60,200	\$84,300	\$96,350	\$100,400	\$120,500
5 Persons	\$39,000	\$65,050	\$91,080	\$104,100	\$108,450	\$130,150
6 Persons	\$41,900	\$69,850	\$97,810	\$111,800	\$116,450	\$139,800
7 Persons	\$45,420	\$74,650	\$104,540	\$119,500	\$124,500	\$149,400
8 Persons	\$50,560	\$79,500	\$111,300	\$127,200	\$132,550	\$159,050

Source: Monterey County Economic Development Department 2023 (2023 Housing Affordability Tables)

Density Bonuses/Incentives for Affordable Housing Developments

The State Legislature has been extremely active in ensuring that density bonuses are available to projects that provide significant affordable housing opportunities. According to SB 1818, AB 2222, SB 290, AB 2345, AB 1763 and amended sections of the State Government Code, a density bonus (or equivalent financial incentives) of up to 50 to 80% must be granted to housing developers who agree to construct a specified minimum percentage of the units affordable to lower-income households. The City of Greenfield has adopted a separate affordable housing ordinance section 17.51 which requires that “all residential development consisting of five (5) or more units or lots in the city shall provide inclusionary units on site. The city’s density bonus ordinance shall be applicable to proposed projects which conform to the density bonus ordinance requirements. Multi-family projects designed as rental projects shall require a set-aside of twenty percent (20%) of the units as inclusionary rental units. Traditional subdivision projects shall require a set-aside of twenty percent (20%) of the units as for-sale inclusionary units. Both mixed-use projects and projects of mixed housing type shall require a set-aside of

twenty percent (20%) of the units included in the development as inclusionary units; however, the number and type of rental inclusionary units and for-sale inclusionary units shall be determined on a case-by-case basis and set forth in the affordable housing agreement.” According to Section 17.51.080 a developer of a residential development containing five or more units may elect to pay a fee (twenty percent of the cost of developing the average market-rate unit proposed multiplied by the number of inclusionary units for which the fee is being paid) in lieu of providing a required inclusionary unit only if the twenty-percent obligation results in a fractional unit and only as to that fractional unit. The City’s affordable housing provisions do not yet reflect the latest revisions to State law, and the City will amend its zoning code for conformity to State law.

Prior to the dissolution of Redevelopment Agencies, the City was required to commit twenty percent of its increment revenue to the provision of affordable housing. In 2005, the City instituted two programs using RDA funds: a First-Time Homebuyer Down Payment Assistance Program (FTHB) and a grant program to pay up to \$3,000 of closing costs for households that are income-eligible. The FTHB program provided a deferred 30-year loan of up to \$50,000 to assist income-eligible households with the purchase of a residential unit.

Non-Profit Housing Organizations

The City currently has partnerships with The Pacific Companies, Integrated Community Development, EAH Housing, People’s Self-Help Housing, Community Housing Improvement Systems and Planning Association (CHISPA), and the Housing Authority of Monterey County to develop low-income units.

The Pacific Communities, another non-profit housing developer, utilized housing tax credits to construct 48 multi-family residential units (Terracina Oaks) for low- and very low-income households and a 32-unit senior complex (Magnolia Place Senior Apartments) also for low- and very low-income households. Construction began late in the 5th Cycle for a second phase to the Magnolia Place Senior Apartments project.

Integrated Community Development was responsible for the construction of the three phases of the Walnut Grove apartment project in Greenfield, which brought 240 affordable apartment units to the community.

EAH Housing is working with the City on a proposed project for over 200 units of affordable housing scheduled to be constructed during 2023-2025 in the 6th Cycle.

People’s Self-Help Housing out of San Luis Obispo is currently in the planning stages for a 36-unit subdivision at 296 Apple Avenue providing self-help housing options to low-income families.

CHISPA has constructed over 331 affordable housing units in the City since 1991, and assumed development and completed the Cambria Park subdivision during the 5th Cycle, which included 39 low-income units.

In addition, the Housing Authority of Monterey County maintains 25 units of affordable housing in the City. The Housing Authority purchased an adjacent 2.43-acre site from the City on which 28 units for sale to very low- and low-income households are planned.

Other non-profit housing organizations in the area include:

- Eden Housing, Hayward, California
- Habitat for Humanity, Seaside, California
- Mid-Peninsula Housing Corporation, Foster City, California

County, State and Federal Funds

The City will apply for county, state, and federal programs that would help meet the City's identified housing needs and objectives. Some of the specific programs which the City will explore are: the State's Community Development Block Grant Program (CDBG), Joe Serna Jr. Farmworker Housing Grant Program (FWHG), Home Investment Partnership Program (HOME), CalHOME, and Multi-family Housing Program (MHP), as well as U.S. Department of Agriculture Rural Housing Service and U.S. Department of Housing and Urban Development programs to finance low- and moderate-income housing, and state and federal programs aimed at providing housing and related services to homeless individuals. The City is a current recipient of a CDBG grant that will be used to establish housing rehabilitation and homebuyer assistance programs. Those programs will be implemented in 2024.

Community Development Block Grant (CDBG) Funds

The U.S. Department of Housing and Urban Development (HUD), through its Community Development Block Grant (CDBG) program, provides funds for community development and housing, homebuyer assistance, public facility, and infrastructure improvements, among others. In 2015 the City was awarded a \$2 million CDBG grant that included housing rehabilitation and homebuyer assistance programs. Beginning in 2016, the City has partnered with Monterey County and several other cities to become entitlement cities whereby the City will receive an annual CDBG award on a non-competitive basis. These future grant awards can be used for housing rehabilitation and other affordable housing activities.

HOME Investment Partnership Act (HOME) Funds

The HOME investment Partnership Act is another HUD program that is designed to improve and increase the supply of affordable housing. In 2002, the City was awarded \$500,000 in HOME funds for housing rehabilitation activities. In 2015, Pacific West Communities was awarded HOME funds in the amount of \$5,000,000.00 for a 48-unit multi-family housing complex for families at 60 percent or less of the area's median income (the second phase of the Terracina Oaks Apartments project).

CalHOME Funds

CalHOME funds provide grants to local public agencies and non-profit developers to assist individual households through deferred payment loans and offer direct forgivable loans to assist development projects involving multiple ownership units, including single-family subdivisions. The City was previously awarded CalHOME funds that it used to partner with CHISPA for the construction of two separate low- and very low- income multi-family residential projects.

Section 8 Rental Assistance

Section 8 Rental Assistance provides vouchers to very low-income and low-income households in need of affordable housing. This program, funded by HUD and administered by the County Housing Authority, pays the difference between what the household can afford (i.e., 30 percent

of household income) and the Fair Market Rate (FMR) for the region. Vouchers are portable and may be used for any rental unit that accepts them.

Other Funding Sources

Former Greenfield Redevelopment Agency

In the past, the City was able to utilize funds available through the Greenfield Redevelopment Agency for the provision of affordable housing. The City previously instituted two programs using RDA funds: a First-Time Homebuyer Down Payment Assistance program (FTHB) and a grant program to pay up to \$3,000 of closing costs for households that are income-eligible. The FTHB program provided a deferred 30-year loan of up to \$30,000 to assist income-eligible households with the purchase of a residential unit. In 2011 the State Legislature directed all of the state's RDAs be dissolved. In 2015, State legislation was enacted that will allow cities and counties to create "community revitalization investment authorities" and require a minimum of 25% of the revenues for these authorities to be used toward affordable housing. At this time it is not known whether the City will be eligible to create such an authority. The City will, however, continue to explore this potential opportunity for affordable housing funds. The City is also in full support of programs to restore State affordable housing funds directly to the jurisdiction as was done previously.

The following resources may also be available to the City or housing developers:

- California Housing Finance Agency financial assistance programs
- Federal/State Low-income Housing Tax Credits (see description of tax credit program in Appendix to this document)
- Federal Home Loan Bank, Affordable Housing Program
- Mortgage Credit Certificates

Conservation of Affordable Units

Conservation and improvement of existing housing stock is beneficial to the city as it aids in maintaining investment in the community and it keeps housing affordable. The City will continue to implement its code enforcement activities and programs identified in the Housing Element. These programs will help to conserve affordable housing units.

Energy Conservation

Energy conservation measures can help reduce a household's overall housing costs. Weatherization, use of solar energy, and the use of other "green" building methods can help increase efficiency and lower energy consumption.

Greenfield cooperates with the local energy purveyor, Pacific Gas and Electric (PG & E), to make available information on energy-saving programs; retrofitting and weather stripping for older non-insulated homes; and programs for low-income individuals, including the elderly. Programs designed to assist lower-income households with weatherization, energy-efficiency improvements, and assistance with utility costs include the following programs:

- LIHEAP (Low Income Home Energy Assistance Program): Low-income households (less than 60% of the State Median Income Level) qualify for financial assistance and free housing renovations to offset their energy costs. Funded by the Department of Health

and Human Services, the LIHEAP Block Grant provides three services, weatherization assistance, and financial assistance.

- The Weatherization Program provides homes with free weatherization services to conserve energy, including attic insulation, weather-stripping, minor housing repairs, and related energy conservation measures.
- The Homes Energy Assistance Program (HEAP) provides financial assistance to pay the energy bills. The average payment within the State of California is \$182 per household per year.
- Emergency assistance with residential energy-related crisis (utility shut-off notices and energy-related life-threatening emergency)
- REACH: Sponsored by Pacific Gas and Electric and administered by the Salvation Army, REACH provides energy assistance to low-income customers. Households that do not qualify for HEAP or another alternative assistance program may receive a one-time payment aid for energy costs. For over 40 years, the REACH program has helped low-income families keep their utilities services turned on in times of hardship. REACH provides an energy credit for up to \$500 based on the past-due bill (energy credit support is subject to funding availability). A non-profit organization runs the REACH program from 170 offices in Northern and Central California.
- Energy Efficient Mortgages (EEM): Homebuyers that purchase energy-efficient homes or renovate houses to conserve energy qualify for special mortgage benefits through EEMs. Determined by results from the Home Energy Rating System (HERS), home loans may include energy improvement costs reducing homeowner's utility bills. The California Home Energy Efficient Rating System (CHEERS) is a local HERS and is supported by PG&E, lending institutions, and building associations.
- CARE Residential Single-Family Program: provides a 20-percent or more discount to single-family low-income customers who have their own accounts.
- CARE Sub-metered Tenant Program: provides a 20-percent or more discount to low-income tenants who are metered or billed by their landlord, including residents of mobile home parks, sub-metered apartments, and marinas.
- CARE for Qualified Nonprofit Group-Living Facilities Program: provides a 20-percent discount to tax-exempt non-profit group-living facilities serving low-income groups such as homeless shelters, hospices, and domestic violence shelters.
- CARE for Qualified Agricultural Employee Housing Facilities Program: provides a 20-percent discount to privately owned and licensed employee housing, non-profit migrant housing, and migrant farmworker-housing owned and operated by the State Office of Migrant Services (OMS).
- HERO Program operates under Property Assessed Clean Energy (PACE) legislations signed into law in 2008. This program allows property owners in participating cities and counties to finance renewable energy, water, and energy-efficiency improvements on their property. Participation in this program is voluntary and participating property owners repay loan amounts through a voluntary property-tax assessment. The City agreed to participate in this program in 2015.

In addition to the programs discussed above, the U.S. Department of Agriculture (USDA) provides assistance to low-income seniors with weatherization needs.

In the course of development permit-processing and environmental review, the City reviews proposed projects for energy conservation and use of solar energy, encouraging energy-conservation measures. State Law requires findings relative to energy conservation in connection with major subdivisions. The Building Department enforces the State Residential Energy Standards.

6. HOUSING FOR THE SPECIAL NEEDS POPULATION

Within each community, certain subpopulations have special housing needs and frequently have a more difficult time securing suitable affordable housing. The 2005 Greenfield Housing Element first identified the City's need to provide equal access to housing for people with special needs. For purposes of this Housing Element, the following are the households that have been identified as having special housing needs:

- Elderly
- Persons with Disabilities, including Developmental Disabilities
- Overcrowded and Large Households
- Farmworker Households (seasonal and permanent)
- Female-Headed Households
- Homeless (seasonal and annual)

This section will provide further detail on the housing needs of these groups, current services available, and areas zoned to accommodate special housing. [Table 31: Special Needs Groups](#) presents the number and percentage of the 2021 population with special housing needs.

Table 31: Special-Needs Groups

Special-Needs Groups	2021 Households	
	Number of Households	Percent of Total Households
Residents over 65	846	20.6%
Disabled Persons (including developmental disabilities)	721	17.6%
Large Family Households	1,071	26.1%
Single Female Households with Children	601	14.6%
Farming and Related Workers	2,375	57.9%
Homeless	0	0%

Source: U.S. Census 2021

Elderly Individuals and Households

Elderly individuals are described as individuals who are 65 years and older. According to the 2021 American Community Survey, Greenfield's population includes 1,190 elderly individuals representing 6.3% of the City's population (up from 799 in the 2013 ACS), which are a part of 846 households, or 20.6% of the household population in Greenfield. Many of these households may be in need of services for the elderly such as medical facilities or adult daycare. In addition, due to increased longevity rates and a stagnant housing market, it is probable that the percentage of elderly in the population will increase in the future.

Existing Services and Resources for the Elderly

Cielo Vista is a licensed adult residential care facility in the City of Greenfield, which accepts seniors. Residents must be ambulatory and in good health. While not strictly a senior-care facility, it provides housing for 40 persons with physical and mental disabilities. The facility includes 40 bedrooms and is able to house only individuals. Cost is based on income, and supplanted by SSI, Medicaid and the Monterey County Health Department. The facility maintains a waiting list. Clients are referred to the facility by Monterey County and other County mental health departments. The facility includes programs and therapy as part of its operations.

Efforts have been ongoing to construct housing dedicated to seniors. In 2015, Pacific West Communities constructed the first phase of the Magnolia Place Apartments, which dedicated 32 units for the senior community. The second phase is scheduled to be completed in 2024 and will provide an additional 32 rental units.

Zoning Requirements for Elderly Care Facilities

According to the Greenfield Zoning Code, Residential Care Homes are facilities that provide non-medical 24-hour care. Small and large Residential Care Homes are only permitted in areas zoned for residential use. Small Residential Care Homes, which provide care for six or fewer adults, do not require conditional-use permits while large residential homes, caring for more than six adults, do require a CUP for the purpose of assuring compatibility with adjacent properties due to their potential size. Convalescent and nursing homes, which provide medical care, are allowed in commercially zoned areas.

Disabled Persons and Households

“Disabled households” include households containing persons that are disabled because of a physical disability or because of an intellectual or developmental disability. While some individuals may have both a physical and intellectual or developmental disability, the Census data does not provide that level of specificity. According to the 2021 U.S. Census data, there were 89 people with a disability from ages 5 to 17, 394 people with disabilities from ages 18 to 64, and 238 people with disabilities that were 65 and older. This is a significant decline in persons living with disabilities according to 2013 ACS data in which 747 people 5 to 64 years had a disability and 348 people 65 years and over had a disability.

In 2021, of the total 394 people with disabilities ages 18 to 64, 81 were employed. Income for disabled persons significantly trails those of the general population. [Table 32: Median Income for Persons with a Disability](#) presents this information from the year last available in 2017. Information specific to how disabilities affect housing needs is not available. However, persons with disabilities generally have lower incomes, especially when the disability affects the person’s ability to work, and thus affordable housing is a high priority for these individuals.

Table 32: Median Income for Persons with a Disability

Median Income	2017	2013
Disabled Male	\$16,393	\$14,779
Disabled Female	\$17,143	\$9,375
Employed Population	\$50,583	\$53,805

Source: U.S. Census 2013, 2017

Those with a disability that affects mobility are also often in need of affordable housing that is physically accessible. Examples of accessibility in housing include widened doorways and hallways, ramps leading to doorways, modifications to bathrooms and kitchens (lowered countertops, grab bars, adjustable shower heads) and special sensory devices (smoke alarms, light switches, doorbells).

Developmentally Disabled Persons

A “developmental disability” is defined as a disability that originates before the individual is 18 years old and “continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual.” According to the Director of Developmental Services, this term includes intellectual impairment, including disabling conditions closely related to mental impairment or requiring similar treatment, cerebral palsy, epilepsy, and autism. However, this definition does not include disabilities that are strictly physical in nature.

While many developmentally disabled persons can live and work independently within a conventional housing environment, those with more severe disabilities may require a group living environment with supervision or an institutional environment where medical attention can be provided. Because developmental disabilities exist before the person has reached the age of 18, supportive housing for the transition from the person’s living situation as a child to an adult is imperative. The State Department of Developmental Services currently provides community-based services to persons with developmental disabilities through a statewide system of 21 regional centers, four developmental centers, and two community-based facilities. The San Andreas Regional Center serving Monterey County is one of 21 regional centers in California that provides “point of entry” services to those that are developmentally disabled. The San Andreas Regional Center is a non-profit community agency that contracts with local businesses to provide services to developmentally disabled persons and their families. [Table 33: Persons with Developmental Disabilities in Greenfield](#) provides information from the San Andreas Regional Center on persons with developmental disabilities.

Existing Services and Resources for the Disabled

Cielo Vista in Greenfield provides a housing resource for disabled individuals that are ambulatory. While there has been a decrease in the number of disabled individuals living in Greenfield, it is likely that with 721 disabled individuals, the Cielo Vista residential care resource is inadequate to serve the disabled population and thus additional residential care facilities and services are needed.

Table 33: Persons with Developmental Disabilities in Greenfield

Age	Residence Type	Population
0-14	Foster/Family Home	1
0-14	Own Home	63
15-22	Foster/Family Home	1
15-22	IL/SL	1
15-22	Own Home	14
23-54	IL/SL	3
23-54	Own Home	30
55-64	Own Home	1
65+	Own Home	1

Source: HCD 2015

Zoning Requirements for Disabled Care Facilities

The City's zoning ordinance does not include a definition of "family," so it does not exclude accommodation of non-blood relation households within single-family houses or residential districts. Small residential care facilities are permitted without the necessity of obtaining a conditional use permit within residential districts while large residential care facilities are subject to obtaining a use permit. However, these facilities do not provide medical care. The City imposes a 1,000-foot separation restriction on residential care homes.

No application for the construction of residential facilities for the disabled or for an emergency shelter has been denied by the City. In addition, the Building Code permits, and the City accommodates, the adaptation of structures for improved access for persons with disabilities. City staff is available to work with applicants to achieve a successful project to adapt a structure to improve accessibility. Many homes in Greenfield have been adapted for disabled access.

The City's Zoning Ordinance does not prohibit the development of residential facilities for the disabled or emergency shelters, nor does the ordinance discriminate against persons with disabilities in the enactment or administration of zoning regulations. The City does not impose different requirements on residential developments for the disabled or on emergency shelters that are assisted by the federal or state government or by a local public entity. Use permits are required for the development of large care facilities within the City, without regard to the type of residents that will be housed at the facilities.

The zoning ordinance is somewhat ambiguous regarding the permitted locations of facilities specifically providing care for the disabled. This ambiguity may serve as a disincentive to the proposed development of such facilities. The Housing Element contains policies and programs to evaluate the City's existing regulations and remove constraints on the development of housing for persons with disabilities. The program's purpose is the adoption of clear regulations that remove constraints to development and facilitate reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for persons with

disabilities.

In addition, a program has been included to evaluate actions the City might implement to promote housing opportunities within the community for persons with disabilities.

Large Households

The State considers large households to be those with 5 or more persons. As a whole, the City of Greenfield averages 4.58 per household according to the US Census data from the 2021 American Community Survey. Therefore, there are a significant number of large households. From ACS data, it indicates that there are 737 households (17.9 percent) with 5 members, 470 (11.4 percent) with 6 members, and 601 (14.6 percent) with 7 or more in the household, for a total of 1,808 units (44.1 percent) in the City of Greenfield classified as large households.

These numbers are a result of three different variables that all have an impact on the large household size in Greenfield. These factors are:

1. **High percentage of children:** Greenfield is a very young community. According to the last American Community Survey, 7,436 people (39.5 percent) are 19 or under. An additional 2,780 residents (14.8 percent) are in the age bracket from 20-29 that is a blend of those still with their families and those that have created new households.
2. **Multi-generational living:** Greenfield experiences a high amount of multi-generational living. According to Census data, 769 households (18.8%) have three or more generations living together, which has a significant impact on increasing the person-per-unit count. Among races and ethnicities, multi-racial households (20.5%) and Hispanic or Latino households (19.7%) had the largest number of multi-generational living compared to Black (14.7%), Asian (14.5%), Native American (11.1%) or White (10.1%) households in Greenfield. This can have both cultural and economic factors as to the prevalence of this type of living arrangement.
3. **Cost of housing:** The overall cost of housing is a primary decision when it comes to joining households together or forming new households. As income has not kept up with the cost of housing, it takes more workers to afford the cost of one unit, either to own or to rent. This is evidenced by the fact that according to Census data from the 2021 American Community Survey, 942 households (22.9%) in Greenfield have 3 or more workers within the household. In addition, the prevalence of having non-family members in a household is significant. Many households rent out rooms to help make mortgage or rent payments, and for those renting, it may be their only feasible option to live within the community. In the instance of agricultural workers discussed later in this section, it is estimated that up to 3 additional non-family members are added per unit in order to meet the increasing cost of housing.

Given the size of the average household in Greenfield, it would reason that developers would consider building larger units to accommodate these households. Currently, the size of the existing housing stock by bedroom is indicated in [Table 34: Greenfield Housing Stock By Bedrooms](#).

Table 34: Greenfield Housing Stock by Bedrooms

Bedrooms	Units
None	147
1 Bedroom	322
2 or 3 Bedrooms	2,313
4 or More Bedrooms	1,314

Source: U.S. Census 2021

When reviewing the number of people in each unit, 895 units have an average of 1 to 1.5 people per room, and 251 units have 1.5 or more people per room,, which is considered overcrowded. 64 units with 2.0 or more people per room are considered severely overcrowded. [Table 35: Housing Units by Occupants per Room](#) shows this in greater detail.

Table 35: Housing Units by Occupants Per Room

	Total	0.5 or less	0.51 to 1	1.1 – 1.5	1.51 - 2	2.1 or more
Owned	2,040	687	891	394	10	58
Rental	2,056	460	912	501	175	8
	4,096	1,147	1,803	895	185	64

Source: U.S. Census 2021

Given that there are over 1,800 households in the community that have 5 or more members of their household, per housing guidelines there is a need for either an additional 500 more four- or more-bedroom units, or steps need to be taken to increase the ability of new households to form by making it financially feasible to do so. A strategy would be to focus on new, smaller and more affordable housing opportunities specifically for the 20- to 29-year-old age range and additional first-time households who desire to stay in the community but do not have access for multiple reasons to new housing, either to rent or purchase. This can also occur with the construction of Accessory Dwelling Units (ADUs) on properties where it is feasible to do so.

One of the impacts of large households with three or more workers is the resulting impact on parking in the neighborhoods where these families reside. According to census data, 1,169 households (27.7%) in Greenfield have 3 cars and 589 (13.9%) have four or more automobiles. The overcrowding of housing often results in cars not parking in garages and spills over onto adjacent public streets, where difficulties parking in neighborhoods have been well-documented and discussed during the public participation process in the community.

The economic reality and struggles faced by large households is felt by both renters and homeowners. The average household size of a rented unit in Greenfield is 4.55 and an owned unit is 4.62. In [Table 36: Economic Characteristics of Large Households](#), it shows the difficulties and hard decisions these households must make.

Table 36: Economic Characteristics of Large Households

Household Members	Number of Households	Median Income	Below Poverty Level	Rent	Own	Receive Public Assistance
5	737	\$79,597	123*	321	416	130
6	470	\$84,375		205	265	58
7 or More	601	\$98,989	75	312	289	110

Source: U.S. Census 2021

* Statistic only given for 5 and 6 member households combined

Given that the incidence of large households is spread evenly across the community with both renters and owners, the City will pursue programs to increase housing opportunities of all kinds, including larger homes and rental units, along with smaller units such as Accessory Dwelling Units and small-lot subdivisions, townhomes and apartment complexes that increase the availability of units overall and give younger residents the opportunity to access housing to form new households.

Farmworker Housing

The State's definition of farmworker is broad, equating the term "farmworker" with the term "agricultural worker." This includes anyone involved in "cultivation or tillage of the soil; dairying; the production, cultivation, growing, and harvesting of any agricultural or horticultural commodities; the raising of livestock, bees, fur-bearing animals, or poultry; and any incident to or in conjunction with such farming operations, including preparation for market and delivery to storage or to market or to carriers for transportation to market." The number of employees that fall under this category is large with varied housing needs.

As a result of unionization and extended growing seasons, the agricultural industry now provides more stable employment and higher wages than in the past. The result has been a reduction in migratory patterns; farm workers are staying longer or settling in areas offering a more regular income. These individuals are now considered a mainstay of the community and are no longer considered "transient workers." Growers often tend to hire workers who previously worked for them, encouraging more stable residence.

However, many agricultural workers have a difficult time finding affordable housing. This is due to a combination of factors such as limited English skills, large family size, and low household income. The problem is compounded because many farmworker-housing units in California were originally constructed for seasonal use by single men. Now, laborers and their families often use these units year-round.

Accurate farmworker data and statistics are hard to gather due to the migrant status of some workers while others may simply reside in neighboring communities. Thus, reported numbers of farmworkers in Monterey County vary widely depending on the data source. The 2020 AMBAG Regional Growth Forecast reported 40,100 agricultural workers in the tri-county area, with 5,934 agricultural jobs attributed to the Greenfield area, while the 2017 Census of Agriculture counted 26,929 hired farm labor workers specific to Monterey County working on 514 farms. Neither of these figures includes families of farmworkers, whose housing needs must also be considered. Median annual income was \$24,072, lower than almost all other occupational categories and less than the California Self-Sufficiency Standard, as well as federal poverty guidelines for a family of four.

The best available source of farmworker data, beyond the U.S. Census estimates, is the 2018 Farmworker Housing Study and Action Plan for the Salinas Valley and Pajaro Valley of which the City of Greenfield was a partner agency; this provides information from respondents in Monterey and Santa Cruz counties. In-person interviews were conducted with 420 farmworkers in the Salinas and Pajaro Valleys during June through August 2017. Of the farmworkers surveyed there was a 59/41 male/female split of respondents. 92% were born outside the United States, on average came to the country at age 20, and have lived in the United States for an average of 15 years. 75% of respondents stated they were married and 53% of respondents had one or more children under 18 living with them. 80% of the respondents stated that they maintained a permanent residence, while the others followed the crops as needed.

The study also found that housing costs are an obstacle for farmworkers. Only 11% of farmworkers owned a home (of which a quarter of those are mobile homes) and 89% rented from a non-employer. Of those that rent, 40% rented homes, 30% rent apartments, 19% rent rooms without kitchens, and 12% rent “other” dwellings such as motels, boarding houses, or barracks. Due to overcrowding, it was noted that many reported sleeping outside bedrooms, usually in a living room or garage. 44% of respondents reported complaints about some problem with basic housing conditions. The average household size among those surveyed was over 7, with 3.4 people per unit considered non-family and not financially tied to each other primarily in order to subsidize the cost of housing, leading to instances of severe overcrowding. The average number of the respondents was over two persons per bedroom and 5 per bathroom.

According to 2021 Census data, Greenfield’s total labor force was 7,866. This represents about 41% of the total population. Census data for employment by industry indicated that 2,931 persons (37.2%) reported employment in “agriculture, forestry, fishing and hunting, and mining.” Due to the limited opportunities for employment in fishing, forestry, and mining industries in Greenfield, it can be assumed that the vast majority of this employment is in agriculture. In 1990, 1,214 persons were employed in this category, as compared to 2,210 persons in 2000 and 2,375 in 2013 as growth in the industry has been significant.

Greenfield is heavily dependent on agriculture. Most of the land area surrounding the City and within its Sphere of Influence is in agricultural production. Consequently, farmworker and migrant worker housing needs are one of the more prevalent housing issues in the community due to the agriculture-based economy.

Given the circumstances of migrant farm labor, it is difficult to determine the full extent of unmet needs for farmworker housing. The 2018 Study referenced that 5,372 permanent affordable farmworker housing units are needed in the Salinas and Pajaro Valleys. The need specific to Greenfield has been well documented and discussed during the public participation process as part of this 6th Cycle Housing Element Update.

In 2015, growers first started to take steps to address housing concerns regionally. Tanimura and Antle brought forth a project in the Spreckels community, 35 miles northwest of Greenfield, that was approved by the Monterey County Board of Supervisors as an affordable housing project for seasonal farmworkers that would house approximately 800 workers in dormitory-style apartments. Since that time, significant building by growers has taken place throughout the Salinas Valley; however, the overwhelming majority of these projects are to provide housing for H2-A workers, who are seasonal and brought in from outside the United States. As part of entry requirements for the H2-A visa, it is required that housing be provided. A number of individual housing units and apartments within the City of Greenfield have been converted into H2-A housing.

In 2021, Avila Construction built the first ground-up H2-A project in the City of Greenfield, and with additional phases completed in 2022 and 2023, offers 105 units, which are reserved for foreign H2-A workers in group dormitory-style housing.

However, surveys from community residents and public participation meetings have found that group dormitory-type housing would not suitably address the housing needs of many of the local residents, since they live with a spouse. As many indicated that they also have children living with them and a large percentage of the respondents are paying a disproportionate amount of income on housing, the greatest current housing need is for affordable family housing for farmworkers for existing residents.

While growers have yet to make commitments for family housing for their existing workers, non-profit affordable housing providers have traditionally constructed such units in Greenfield. Currently the Corporation for Better Housing is building the Walnut Grove Phase II and III project, which is a 100%-affordable development of 143 apartment units for very low- and low-income earners, including agricultural workers and families.

Zoning Requirements for Farmworker Housing

Greenfield's zoning ordinance includes the R-M Multiple-Family Residential and the R-H High-Density Infill districts, which permit several residential categories that could accommodate construction of farmworker housing. These include multi-family dwellings, which are permitted by right, and group residential, which require a conditional use permit. Farmworker and employee housing consistent with Health and Safety Code section 17000 *et seq.* is not currently addressed in the City's zoning ordinance. The Housing Element includes a program to update the code to conform to state law.

Farmworkers could also be accommodated in single-room occupancy units. The R-H High-Density Infill District provides a transition from the central business district to lower-density residential areas. This district is reserved for those areas in close proximity to the central business district and community facilities. This district would be ideal for the development of single-room occupancy facilities that could serve the needs of single farmworkers, along with other low-income individuals. The City should consider amending its zoning ordinance to allow or conditionally allow single-resident occupancy units in appropriate residential zoning districts.

Single-Parent Households

The U.S. Census Bureau defines a single-parent-headed household as one containing a household head and at least one dependent, which could include a child, an elderly parent, or non-related child. However, the analysis of single-parent households in this document is limited to a family household (with no spouse present) with one or more children under the age of 18 years. Approximately 704 households in Greenfield are considered single-parent-headed households. (However, some of these households include an unmarried partner that may lessen the impacts normally attributed to single-parent households.) American Community Survey data suggests that 376 of these households are truly single-parent households, with over 75% headed by a female.

Lower household income is one of the more significant factors affecting single-parent households. Due to lower incomes, single-headed households often have more difficulties finding adequate, affordable housing than families with two adults. Also, single-parent households with small children may need to pay for childcare, further reducing disposable

income. This special needs group will benefit from expanded affordable-housing opportunities, especially those in proximity to employment opportunities. More specifically, the need for dependent care also makes it important that housing for single-parent families be located near childcare facilities, schools, recreation programs, youth services, and medical facilities.

Single-parent households often fall into the very low- and low-income household category and face housing affordability problems. According to the 2021 American Community Survey, of the total 4,096 households in Greenfield, single female head of householders not cohabitating and with their own children under 18 years of age total 283 households, or 6.9% of all Greenfield households. Single male head of householders, with their own children under 18 years of age total 93, or approximately 2.2% of the population. Greenfield's average single-parent percentages are a bit higher than Monterey County's female head of householders at 4.6%, and male head of householders at 1.3%, as well as the State of California average of 4.4% female head of householders and 1.2% male head of householders.

In addition, single-parent heads of households with children often have special needs such as the availability of affordable daycare and adequately sized, low-cost housing. This is mirrored in the census data that indicates that approximately 31.9% of the City's female head of households with children are below poverty level. Based on household overpayment data, there appears to be an existing need for very low- and low-income housing for this special needs group. However, it is important to note that in 2010, 44% of female heads of household were below the poverty line and an estimated 38.2% in 2013, so there has been a significant improvement for this demographic within the last decade.

Homelessness

Homelessness is a housing issue that has become a significant social concern in recent years. Reasons for homelessness are varied, including the rising cost of housing, the continuing decrease in federal housing funds, the increase of mentally ill individuals living on their own, persons with substance abuse problems, persons fleeing from domestic violence, lack of family support networks, and more.

Determining the number of homeless people in an area is a difficult task. On the state level, the number of homeless people appears to have increased within the past decade. Correspondingly, available sources indicate that the number of homeless people in Monterey County also increased within the past decade, and especially in the time frame since the COVID-19 pandemic and large spikes in housing costs.

A 2022 homeless census and survey, commissioned by Monterey County, found 2,047 homeless persons in the county, down from 2,422 homeless persons in 2019. This marked the second decrease in the number of documented homeless persons since the peak population of 2,837 in 2017. [Table 37: Monterey County Homeless Survey Demographics](#) depicts overall Monterey County survey demographics for 2019 and 2022. The homeless survey found that the City of Greenfield had a total homeless population of two, both of whom were unsheltered persons. Anecdotal evidence suggests that this number is higher in Greenfield and surrounding unincorporated areas.

Table 37: Monterey County Homeless Survey Demographics

Category	2019	2022
Total Homeless Persons	2,422	2,047
Male	65%	74%
Female	35%	25%
Transgender / Non-Conforming	N/A	1%
Unsheltered	76%	66%
Homeless Household with no Children	74%	82%
Homeless Family Household	25%	17%
Children Only (excluding transition age youth)	Less than 1%	2%
Homeless Veterans	7%	8%
White/Caucasian	14%	10%
Hispanic/Latino	36%	54%
African- American	25%	13%
Other Race	22%	20%

Source: Monterey County Homeless Census and Survey, 2019, 2022

Prevention of homelessness is an important component of a comprehensive housing strategy. It is estimated that it is three to six times less costly to prevent an incidence of homelessness than it is to provide emergency shelter, transitional shelter, and services such as counseling.

Existing Services and Resources for Homeless Individuals and Households

According to the 2021 Monterey County Homeless Services Resource Guide, there are numerous support services within Monterey County including emergency shelters, community kitchens, transitional housing, rental support services, and ancillary services. Additionally, the Monterey County Social Services Agency provides vouchers for elderly or homeless persons with disabilities to allow limited local motel stays. Some local churches provide funds for emergency shelter in motels and people requesting aid from the Salvation Army are given a free motel stay of up to two nights' duration. The Monterey County Mental Health Department assists in providing appropriate housing for mentally ill homeless persons. The Monterey County Homeless Services Resource Guide identifies the various existing components of services and facilities for homeless individuals in Monterey County. [Table 38: Monterey County Homeless Resources](#) documents the resources that are available.

Lead Me Home: Game Plan for Housing Homeless in San Benito and Monterey Counties (Game Plan), listed the following priorities to prevent homelessness:

- Assure access to adequate housing;
- Provide services to keep people housed;
- Support economic stability;

- Return people to housing;
- Efforts to prevent criminalization of homelessness

Table 38: Monterey County Homeless Resources

Emergency Shelters	479 total existing beds
	124 for households with children
	355 for households without children
Transitional Housing	601 total existing beds
	386 for households with children
	215 for households without children
Permanent Supportive Housing	299 total existing beds
	214 for chronically homeless (most of which are restricted to Veterans as VASH vouchers)
	85 for adult individuals

Source: Monterey County Department of Social Services: May 2019 Update - Game Plan for Housing Homeless People in Monterey and San Benito Counties (2019)

In order to provide adequate access to housing, the Game Plan prioritizes maintenance or development of emergency shelters or transitional housing as needed for targeted populations who are in life transition, including families, people with mental or substance abuse disorders, farm workers, youth, victims of domestic violence, and released prisoners. Next, the Game Plan suggests cities should analyze existing emergency shelter and transitional housing programs and develop a plan and timeline for converting units to permanent housing. Finally, each jurisdiction should measure performance “on a systemic level and make adjustments to the mix of housing, as appropriate.”

Greenfield’s affordable housing programs provide housing resources for very low-income households that may represent the population segment most susceptible to homelessness. Consequently, continuation of these programs is critical to homelessness prevention.

The Monterey County and Greenfield resources previously discussed provide adequate emergency services for the homeless, particularly given the limited number of estimated homeless persons in Greenfield. Further, the implementation of the above goals would support the prevention of future homelessness in Greenfield.

Zoning Requirements for Emergency Shelters and Transitional and Supportive Housing

The 2005 and 2016 Greenfield Housing Element identified the City’s need to provide equal access to housing for people with special needs, including encouraging the development of emergency and transitional housing. The California Government Code establishes certain local government regulatory limits related to the development and approval of emergency shelters and transitional housing facilities. Greenfield Municipal code chapter 17.80 was amended to

provide for adequate development and operational standards to assure appropriate housing and services for special needs populations. Chapter 17.80 is consistent with the requirements and restrictions of the California Government Code.

Emergency shelter means housing with minimal supportive services for homeless persons that is limited to occupancy of six (6) months or fewer by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay. As per chapter 17.80, emergency shelters are permitted in R-M (medium-density residential), R-H (high-density residential), C-R (retail business), and I-L (light industrial) zoning districts subject to the following conditions: (1) emergency shelters are allowed in the C-R and I-L zoning districts as a permitted use without a conditional use or other discretionary permit, (2) emergency shelters are allowed in the R-M and R-H zoning districts subject to issuance of a conditional use permit, and (3) allowance of an emergency shelter of 100 or more beds in the C-R and I-L zoning districts is subject to issuance of a conditional-use permit. A use permit generally takes two to three months to process, and the applicant is required to submit site plans, floor plans, and other information pertinent to understanding impacts of development at the site. The application is routed to all departments for review, and the approving authority is the Greenfield Planning Commission. Conditions of Approval that are applied to use permits generally focus on building and other legal requirements and are in no manner intended to constrain development of emergency shelter sites. The City has capacity, including infrastructure as evidenced in its site inventory within the Background Report, to provide at least one year-round shelter in either its R-M, R-H zones with a Conditional Use Permit or without a Conditional Use Permit in areas zoned I-L or C-R. The requirements of chapter 17.80 do not apply in situations of city or statewide designated disasters or catastrophic conditions, but only for the duration of the designated disaster or catastrophic condition.

Transitional housing contains living facilities with supportive services for up to 24 months, and targets recently homeless individuals. Greenfield Municipal Code states that transitional housing facilities shall be considered a residential use of property and will be subject only to those restrictions and standards that apply to other residential dwellings of the same type in the same zoning district. In addition to those development standards, the following operational standards shall also apply to transitional housing facilities: (1) the program shall provide accommodations appropriate for a maximum stay of 24 months per client, (2) the facility shall have adequate private living space, shower and toilet facilities, and secure storage areas for its intended residents, and (3) support services shall be provided by the transitional housing provider including a drug- or alcohol-abuse counseling component; appropriate state and/or federal licensing shall be required; and identification of a transportation system that will provide its clients with a reasonable level of mobility including, but not limited to, access to social services, housing and employment opportunities, specific mechanisms for residents to contact social service, clear and acceptable arrangements for facility residents, such as onsite meal preparations or food provision and disbursement, and provide childcare services and ensure that school-age children are enrolled in school during their stay at the facility.

Supportive housing as defined in Section 50675.14 of the Health & Safety Code has no limit on the length of stay and is linked to onsite or offsite services. “Services typically include assistance designed to meet the needs of the target population in retaining housing, living and working in the community, and/or improving health and may include case management, mental health treatment, and life skills.” The City understands the importance of providing supportive housing and supportive services to assist homeless people in the transition from homelessness to enable homeless persons to live as independently as possible. This housing element includes a program

to permit supportive housing in zones allowing residential uses and is not subject to any restrictions (e.g., occupancy limit) not imposed on similar dwellings (e.g., single-family home, apartments) in the same zone in which the transitional housing and supportive housing is located. In 2015 the City amended Chapter 17.80 of its municipal code to conform its emergency shelter and transitional housing ordinance with State law.

7. AFFIRMATIVELY FURTHERING FAIR HOUSING

Affirmatively Furthering Fair Housing (AFFH) means “taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics.” This is a new requirement for all Housing Elements completed after January 1, 2021, and is required to ensure “that the obligation to affirmatively further fair housing is a part of a jurisdiction’s planning process and guiding documents for community development” within the City of Greenfield. The maps and data for this section primarily come from the AFFH Data Viewer 2.0, a tool designed and approved by HCD to assist communities in their assessment of fair housing.

Outreach

As outlined in the public participation section of the Housing Element, the City of Greenfield sought out and received input from several stakeholders and community organizations throughout the process, including Centro Binacional and Center for Community Advocacy. The City held multiple public meetings in order to get input specifically from those most in need of housing or with special needs, held sessions in Spanish and received surveys translated in indigenous languages. Comments submitted by groups and the public regarding fair housing revolved primarily around the following three areas: barriers to applying for rental housing, landlord issues with repairs to rental housing, and new agricultural housing only being made available for incoming foreign workers (H-2A Housing). Many residents spoke of difficulty applying for apartments due to not having a Social Security Number or having to pay significant application fees. They also spoke of landlords removing tenants to do “repairs” on housing, and then requiring significant rental increases in order to return to their housing unit. Another major discussion was the building of many units for foreign farmworkers, but not building housing for existing farmworker families living locally in the area. The full comments are included in the appendix to the public participation section of the Housing Element. As a result, the City did not wait for the housing element to be completed to act, holding community meetings on tenant rights and making impacted residents more aware of the resources available in the area for securing affordable housing options.

The U.S. Department of Housing and Urban Development maintains records of all housing discrimination complaints according to jurisdiction. According to the AFFH Data Viewer, from 2013-2022, 124 complaints were received by HUD in Monterey County. Of these complaints, one was recorded from Greenfield and there were three cases during this time period. These cases cited multiple reasons for discrimination based on sex, familial status, national origin, race, and retaliation. Although the data indicates a low occurrence of discrimination based on race, color ethnicity, national origin, ancestry, sexual orientation, marital status, sex, disability, age, source of income, religion or other factors within Greenfield, after multiple public meetings, it appears clear that this could be attributed to underreporting of discriminatory practices. Greenfield should take a proactive role in providing adequate resources to help ensure fair housing opportunities for all residents.

Assessment of Fair Housing

It is vital that housing is available for all sectors of the population regardless of race, color, ethnicity, national origin, ancestry, sexual orientation, marital status, sex, disability, age, source of income, religion, or other factors. In Greenfield, the City Council and staff have been dedicated to ensuring fair housing for its residents. It has been the undisputed regional leader in planning for and actually building affordable housing projects, as evidenced by meeting all categories of its RHNA for the 5th cycle. In addition, the City is committed to listening to its residents and taking proactive action to address issues within its ability and to partner in meeting the challenges of the wider statewide housing crisis. This assessment looks at the local issues in Greenfield specifically related to integration and segregation patterns, racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs within the jurisdiction, including the risk of displacement. In considering these items, trends and patterns are examined, as well as other relevant factors impacting fair housing in Greenfield. After considering all of these factors specific to the city, a review of regional impacts considering the same themes is considered in order to look at the larger-scale issues impacting housing in Greenfield.

Local Analysis in Greenfield

Integration and Segregation Patterns and Trends

As evidenced by previous analysis in this Housing Element, the City of Greenfield as a whole is a hardworking, agriculturally based community with a rich cultural tradition and home to nearly 20,000 people. Overall, the community identifies as 94% Hispanic or Latino, with the White population at 3.3%, Asian at 1.1% and Black at 0.9%. Per data received from the AFFH Data Viewer, these racial demographics are consistent throughout all three census tracts covering the city with people of Hispanic or Latino ethnicity representing over 90% in every tract. These numbers have slightly increased over the last decade, with 2011 American Community Survey data showing Hispanic or Latino percentages at 87.9% and 2016 at 90.2%.

At a local City level, the data is typically consistent in all categories analyzed under the AFFH Data Viewer under “Segregation and Integration” with every tract in the City in the same color band in all categories and maps. More detailed data is found in [Table 38: Segregation and Integration Factors by Census Tract](#). The greatest discrepancy found locally within Greenfield is with median income at the more detailed census block level, which is discussed in greater detail.

At the local level within the City of Greenfield, the demographic characteristics apply evenly across the entire jurisdiction, with no neighborhood of the City being found to have any meaningful difference in racial composition.

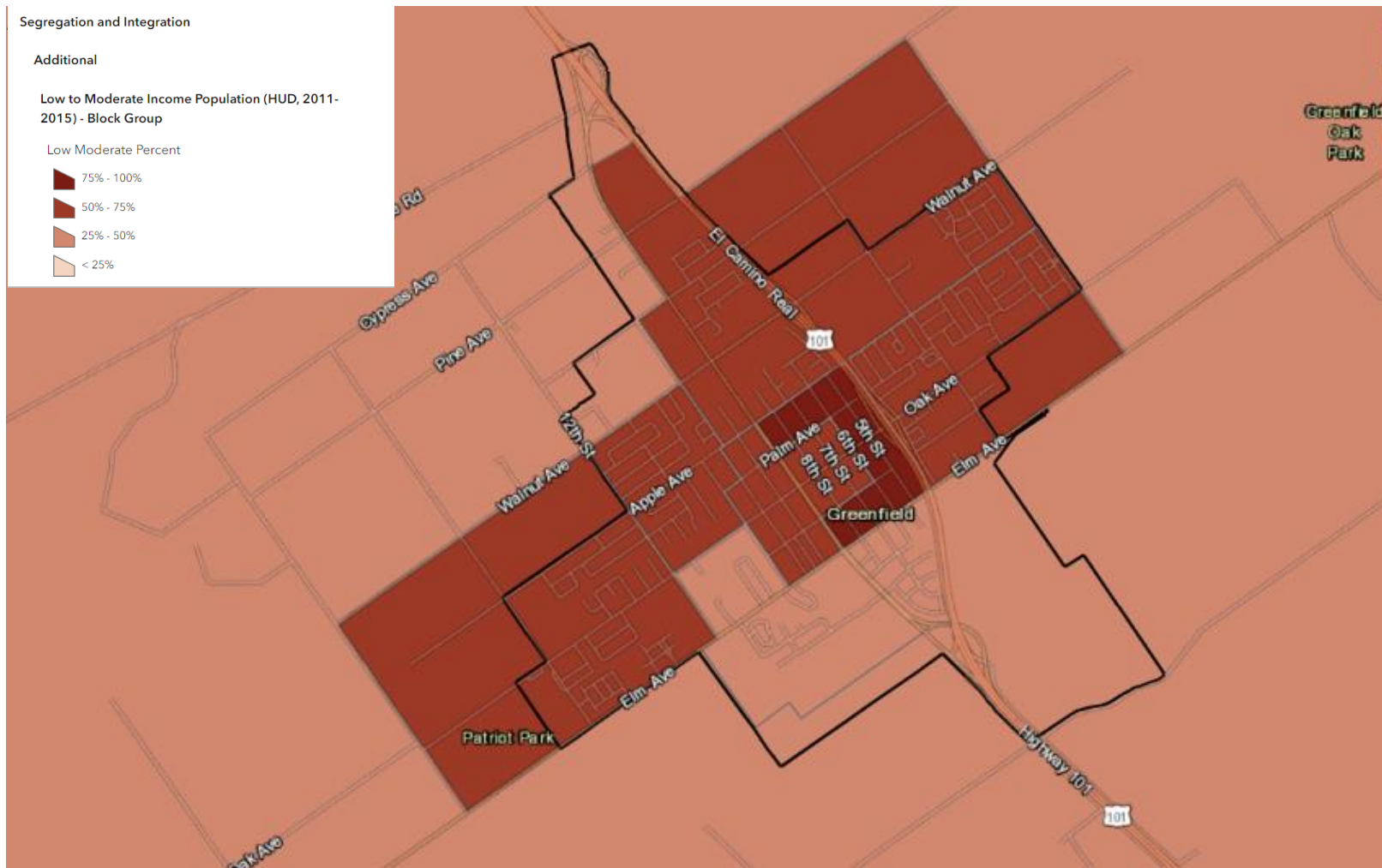
Table 38: Segregation and Integration Factors by Census Tract

Census Tract	112.02	112.03	112.04
Total Population	8,002	7,128	4,183
Percentage Hispanic or Latino	91.65%	95.03%	94.98%
Percentage With Disability	4.5%	4.1%	2.4%
Below Poverty Level	11.9%	10.7%	14.1%
Median Income	\$81,779	\$58,958	\$61,667
Population Over 18 with Spouse	43.3%	40.8%	44.1%
Female with Kids No Spouse	11.2%	15.1%	11.0%
Children in Married Household	67.9%	64.3%	66.4%
Living Alone	2.3%	3.8%	2.8%

Source: AFFH Data Viewer 2.0

The most significant distinguishing factor in the analysis when looking at the local level is the discrepancy in median income, specifically as it relates to the census block level. [Figure 1: Low-to Moderate- Income Population, Block Group](#) shows a pocket of over 75% low and moderate income in the original portion of the city, and a small area at the south of the city and the remaining unincorporated census block at under 50%. This variation, along with the relatively higher median income for Census Tract 112.02, is more a function of available housing stock within the identified areas. The area represented by over 75% of the population of low- to moderate- income is where the oldest housing units in the city were built around incorporation in 1947. As such, the housing units in this block tend to be smaller and more affordable than the other areas, which have newer housing stock built after 2000, are generally 4- and 5-bedroom single-family homes, and require higher incomes to afford. However, from a geographic standpoint, these areas are fairly integrated and close together with no physical barriers separating them. On Elm Avenue, for example, the older homes and newer homes line up across the street from each other and there is no real sense of separation in the community, as demographics and other characteristics as shown in Table 1 are surprisingly consistent across Greenfield.

Figure 1: Low- to Moderate- Income Population, Block Group



Source: AFFH Data Viewer 2.0

Racially or Ethnically Concentrated Areas of Poverty

When reviewing the data, according to the data from the AFFH Viewer tool, there are no recognized TCAC/HCD High-Segregation and Poverty Tracts located in the City of Greenfield. This, of course, does not mean that poverty does not occur in Greenfield, as 2,296 residents or 11.8% of the population had income within the last 12 months under the federal poverty level. However, for purposes of determining housing opportunity areas, these numbers, as indicated earlier in Table 1, are quite evenly spread across the City of Greenfield and are not particular to a certain geographical area of the City.

There are no Racially Concentrated Areas of Affluence (RCAA) tracts located in Greenfield.

Disparities in Access to Opportunity

Within the City of Greenfield itself, there is little disparity in access to opportunity among all residents; however, all census tracts show the same thing in common: that Greenfield is a low-resource opportunity area consistent across the community. In [Table 39: TCAC/HCD Opportunity Map – Composite Score](#), the analysis indicates that in Opportunity metrics, the entire city ranks 2 on a scale of 1 to 5, and Economic Domain Scores are extremely low, as are Education Domain Scores, regardless of location within Greenfield itself.

Table 39: TCAC/HCD Opportunity Map – Composite Score

Census Tract	112.02	112.03	112.04
Opportunity Category	Low Resource	Low Resource	Low Resource
Opportunity Score	2	2	2
Economic Domain Score	.07	.02	.04
Education Domain Score	.17	.08	.08
Environmental Domain Score	.49	.64	.46

Source: AFFH Data Viewer 2.0

These factors are manifested in the following ways:

Transportation

Given the historical rural nature of the community, public transit options in the City have been and currently are extremely limited. Transportation by private vehicle has been the overwhelmingly predominant form of transportation throughout the entire City. The local Monterey-Salinas Transit bus routes come through Greenfield approximately hourly, and dial-a-ride service is available to all residents of the community. There has been discussion about fixed-route service within the City and all neighboring cities within the Salinas Valley; however, this infrastructure is not in place. No areas within the City are considered High-Quality Transit Stops or Areas per CalTrans.

Environmental

As a community surrounded by agriculture on all sides, issues related to pesticide drift and contamination in soils and water contribute to negative environmental factors. According to the data provided in the CalEnviroScreen 4.0 layer, Tract 112.02 has a composite score of 56.21 (out of 100, with 100 representing the most negative environmental factors). Tract 112.03 has a score of 50.37, and Tract 112.04 a score of 61.91, placing it in the second-worst scoring tier. This is the tract that includes all the surrounding unincorporated areas around Greenfield and is most directly impacted by agricultural operations.

Employment

According to the AFFH Data Viewer, there are limited employment opportunities for those relying on public transit, and overall employment opportunities within a 45-minute drive time are typically limited to those in the Salinas Valley. These numbers, which are fairly consistent throughout the City, show a weighted 5,000-6,500 jobs within the 45-minute drive time circle. Anecdotally, it is well known that many residents commute to the Monterey Peninsula or to the Bay Area for work opportunities and live in Greenfield because of the relatively less-expensive housing than compared to communities in the north.

Education

As shown by the Education Domain Scores, Greenfield is located in a low-education resource area across the City. All students in the City of Greenfield are assigned to attend the same high school and middle school, and there are not any statistically significant differences between any of the four elementary schools located in Greenfield. By all performance metrics, Greenfield Union School District schools have all been equally low-performing. On the most recent profile provided through the State Department of Education ([Greenfield Union Elementary Summary | California School Dashboard \(CA Dept of Education\) \(caschooldashboard.org\)](#)), the District has low English Language Arts scores, very low Mathematics scores and high chronic absenteeism. 84.7% of the students are socioeconomically disadvantaged.

Disproportionate Housing Needs Including Displacement

According to the AFFH Data Viewer tool, the age of the existing housing stock is well-distributed across the city. As is typical in most communities, older housing units are generally located in the core of the city and newer units are on the outer edges of the city. As a whole, 427 or 9.2% of the 4,602 units located within Greenfield's three census tracts were built prior to 1960, while the bulk of housing construction occurred between 1990 and 2009. [Table 40: Housing Characteristics by Age and Census Tract](#) shows the breakdown of units.

Table 40: Housing Characteristics by Age and Census Tract

Census Tract	112.02	112.03	112.04
Total Units	1,730	1,794	1,078
Built After 2010	20	109	108
2000 – 2009	684	389	304
1990 – 1999	453	316	321
1980 – 1989	77	383	174
1970 – 1979	182	179	73
1960 – 1969	126	210	67
1950 – 1959	83	110	16
1940 – 1949	66	98	15
1930 – 1939	39	0	0
% Built Pre-1960	10.87%	11.59%	2.88%

Source: AFFH Data Viewer 2.0

When evaluating housing needs locally within Greenfield, the greatest concerns are overcrowding and overpayment by households, as referenced earlier in the Housing Element. These concerns are shared by residents throughout the City, with all three tracts showing evidence of both overcrowding and overpayment and all falling in similar ranges across all locations in Greenfield. [Table 41: Overcrowding by Census Tract](#) and [Table 42: Overpayment by Census Tract](#) give additional detail.

Table 41: Overcrowding by Census Tract

Census Tract	112.02	112.03	112.04
Under 1 per room	1,079	1,242	838
1 to 1.5 per room	416	305	174
1.5 or more	148	83	20
Overcrowded Units	25.32%	18.71%	16.86%
Severe Overcrowding	9.01%	5.09%	1.94%

Source: AFFH Data Viewer 2.0

Table 42: Overpayment by Census Tract

Census Tract	112.02	112.03	112.04
Homeowners Paying 30% + of Income to Mortgage	27.2%	33.7%	28.9%
Renters Paying 30% + of Income to Gross Rent	42.5%	51.3%	48.6%

Source: AFFH Data Viewer 2.0

Within the data, while all tracts are considered overcrowded, it shows that Census Tract 112.02 indicates a slightly higher prevalence of both overcrowding and severe overcrowding within Greenfield. This is depicted in map form in [Figure 2: Overcrowding by Census Tract](#).

While conditions related to causing overcrowding throughout Greenfield are common to the entire City and not specifically Census Tract 112.02, this tract has the highest number of units built since 2000, which typically represent the most cost-expensive properties in the City. It also has a fewer number of renters and a slightly higher rate of ownership. As has been previously documented, in order to afford the high costs of rents and mortgages, households in Greenfield commonly “double-up” with multi-generational living and extended families in households or bring in other economically independent persons into households in order to pay for the increasing cost of housing.

Displacement

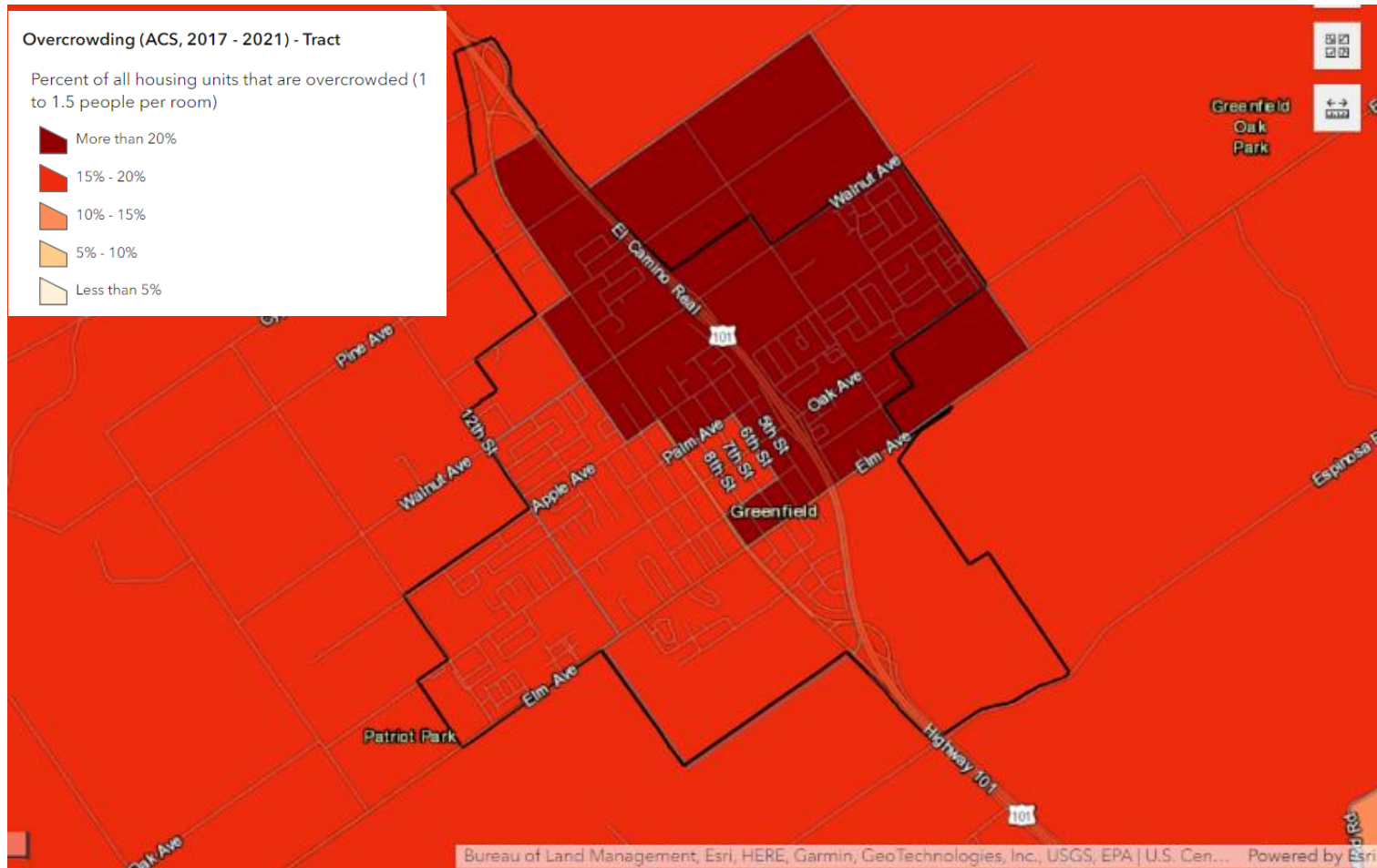
With issues of overpayment for housing prevalent in Greenfield, the primary reason people become displaced from housing is finance-based, and especially in areas where the percentage of renters are higher and lack the relative security that comes with owning their own property. The University of California, Berkeley, in collaboration with others, put out a data set that estimates displacement risk by reviewing factors such as race, low-income households, renter status and proficiency in English. The results of this analysis are shown in [Table 43: Estimated Displacement Risk](#), and indicate that while results are typically similar and equal in each category across the City, Census Tract 112.03 was identified as an at-risk census tract compared to the other tracts. This is also shown in [Figure 3: Estimated Displacement Risk](#).

Table 43: Estimated Displacement Risk

Census Tract	112.02	112.03	112.04
Displacement Risk	Low	At-Risk	Low
Low-Income Households	44.1%	50.6%	47.9%
Renters	47.5%	55.6%	55.5%
Speak English Less than Very Well	45.8%	40.3%	41.1%

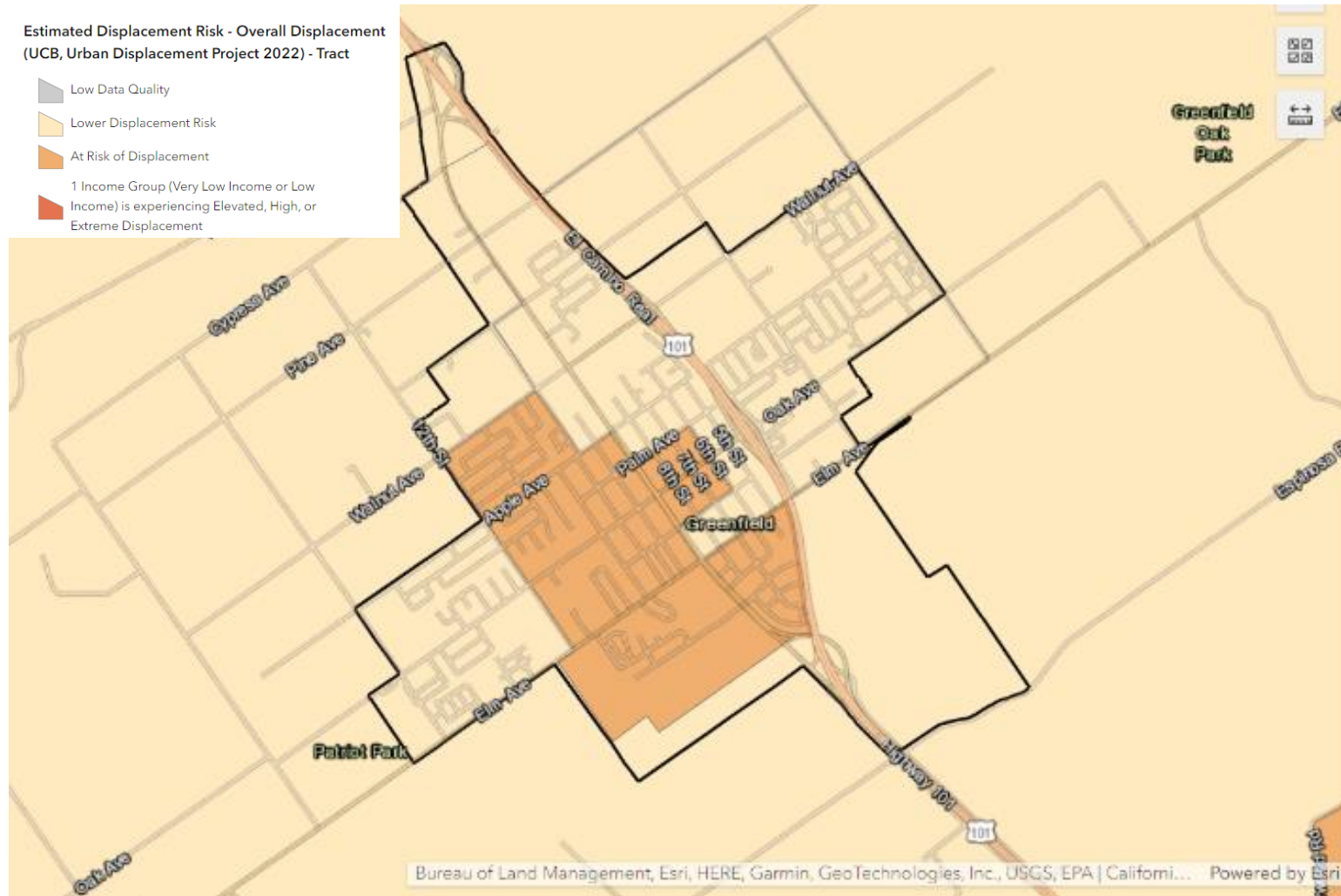
Source: AFFH Data Viewer 2.0

Figure 2: Overcrowding by Census Tract



Source: AFFH Data Viewer 2.0

Figure 3: Estimated Displacement Risk



Source: AFFH Data Viewer 2.0

Given all these identified factors and along with those thoughts expressed in the public outreach to the community, concerns about displacement are significant and real to the residents in Greenfield. The data clearly shows that with very limited exceptions, all these various housing issues are facing residents across every neighborhood within the City, and the issues are not isolated to any particular area of Greenfield. When addressing all the fair housing issues identified in this analysis, it should be addressed as to the City as a whole, and not specific to one part or neighborhood of the City.

Regional Impact

A proper analysis of fair housing cannot only look at the immediate area to identify concerns and issues. Beyond Greenfield, the immediate South County housing market extends to cover the other neighboring jurisdictions of Gonzales, Soledad, and King City. These communities share many of the same challenges and opportunities as Greenfield as they are very similar demographically (all range around 90% Hispanic or Latino), have similar median household incomes, and are very frequently grouped together when considering a number of policy issues around the region, including those related to housing.

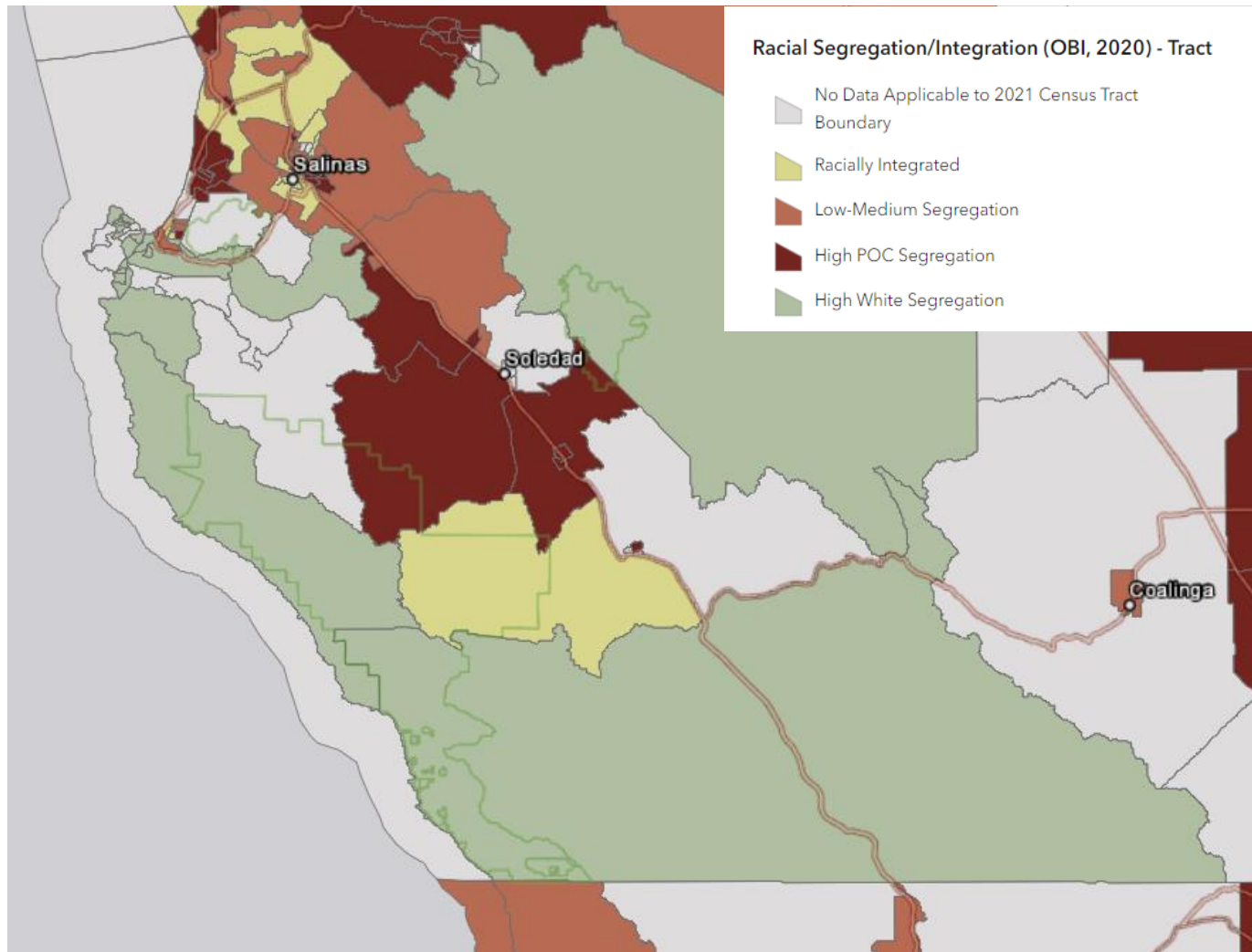
While after reviewing the AFFH information, the city of Greenfield as a community is considered fairly homogeneous in many metrics, including racial demographics along with its South County neighbors, the same cannot be said when considering Greenfield in context with Monterey County as a whole.

In 2021 per American Community Survey data, the Greenfield Household Median Income was \$69,474 or 85% of the household median income of Monterey County and the average household size is listed as 4.58 persons compared to the Monterey County average household size of 3.14. As a 95%+ minority city, it is considered in the High Persons of Color Segregation category per the AFFH Data Viewer (See [Figure 4: Racial Segregation/Integration](#)). Data from the similar 2010 table indicated similar findings.

In order to understand issues related to Greenfield and fair housing, it is necessary to consider fair housing issues in a regional context. Greenfield is one of twelve incorporated jurisdictions in Monterey County, located in the heart of the Salinas Valley. Monterey County is typically characterized and viewed by outsiders by its two predominant industries: tourism and agriculture. Tourism is closely related to the coastal areas with significant resources and place names that are world-famous: Carmel, Pebble Beach, Pacific Grove, and Monterey. Meanwhile, the Salinas Valley, just a few miles inland, is known as the Salad Bowl of the World as agricultural fields dominate the landscape.

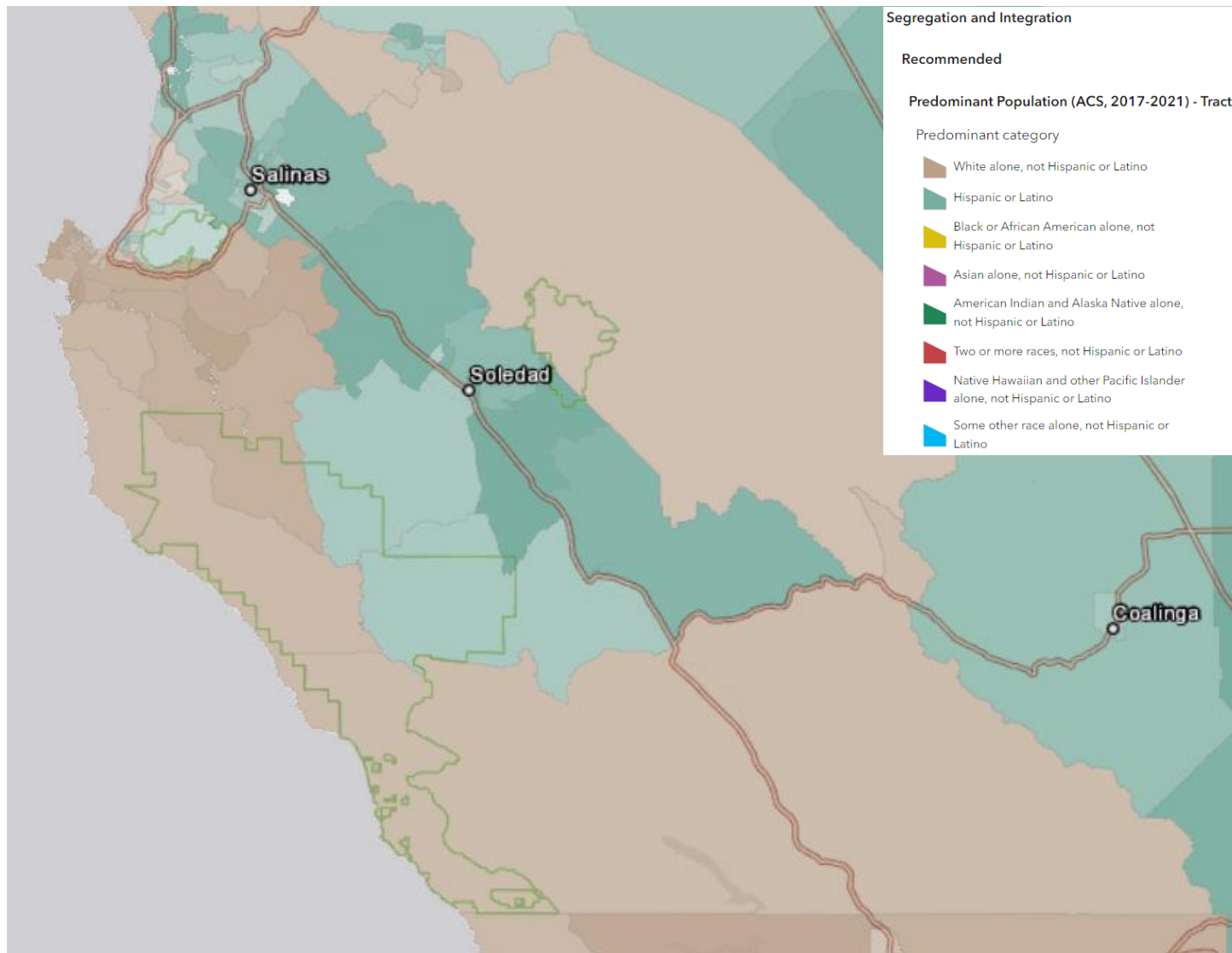
There is a significant racial divide between the Salinas Valley and Monterey Peninsula as shown in [Figure 5: Monterey County Predominant Population](#). Areas in the Salinas Valley are predominantly Hispanic or Latino, while areas along the Highway 68 corridor and in the Monterey Peninsula are predominantly White. The areas between Monterey and Salinas to the north of Highway 68 are experiencing greater levels of increased diversity.

Figure 4: Racial Segregation/Integration



Source: AFFH Data Viewer 2.0

Figure 5: Monterey County Predominant Population



Source: AFFH Data Viewer 2.0

This racial divide between the Salinas Valley and Monterey Peninsula also manifests itself in other ways including significant disparities in access to opportunities such as schools, jobs, housing, health care, retail, and recreation. This is shown partially in [Figure 6: TCAC/HCD Opportunity Map Composite Scores by Census Tract](#) and once again in map form highlights the strong difference between opportunities on the Monterey Peninsula and even to some extent in the City of Salinas compared to the jurisdictions in South Monterey County. Additional maps that indicate similar information include access to public transportation ([Figure 7: High-Quality Transit Stops](#)) and environmental concerns faced ([Figure 8: CalEnviroScreen 4.0](#)).

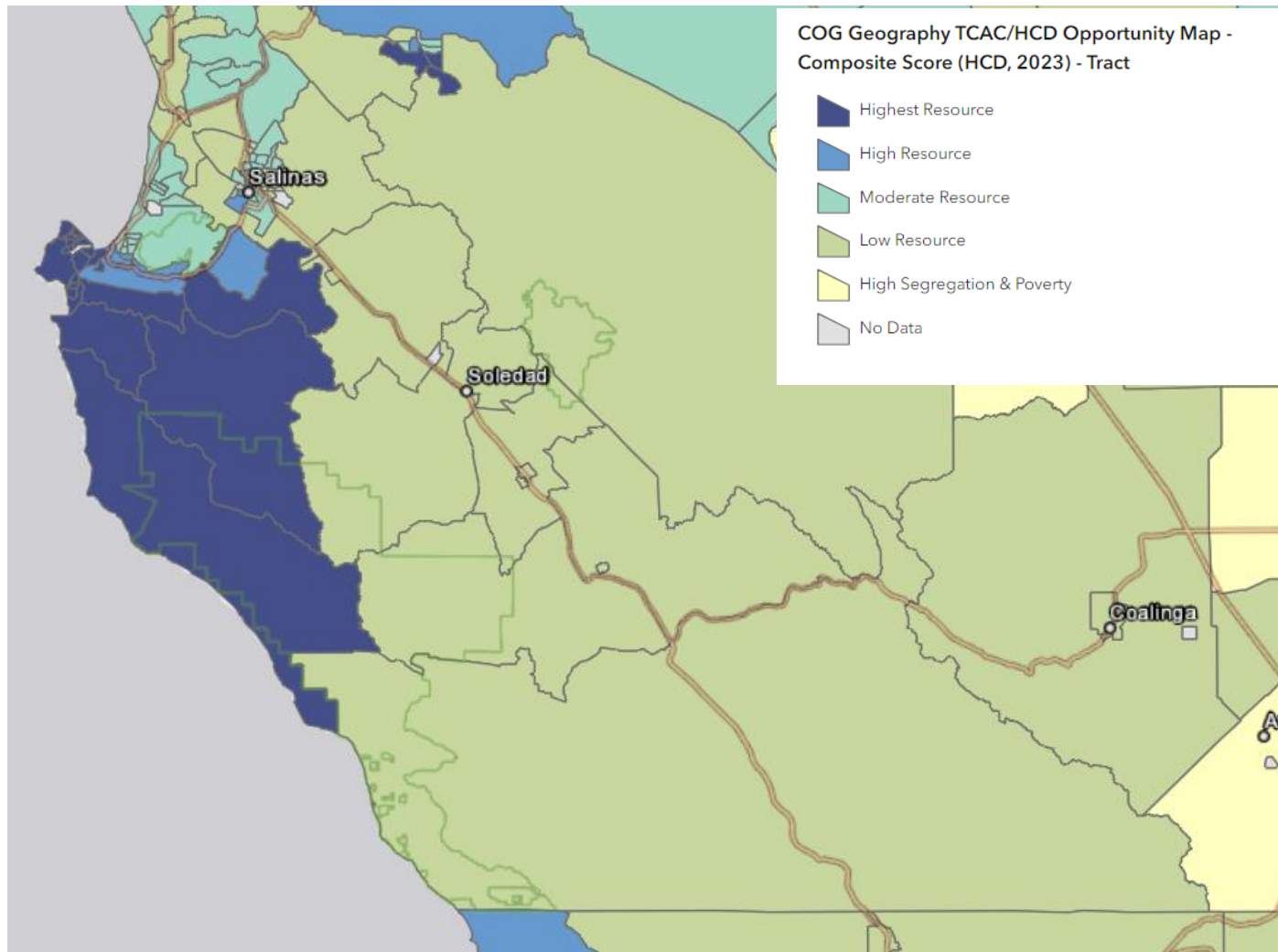
Finally, the Monterey Peninsula and Highway 68 corridor are considered Racially Concentrated Areas of Affluence, which are the closest areas to the city of Greenfield and the areas located within Monterey County, as shown in [Figure 9: Racially Concentrated Areas of Affluence](#). After that, areas to the north in Santa Cruz and the Bay Area region carry that designation. These other areas, while rather distant from Greenfield itself, still have a significant impact on the local real estate market, job markets and commute patterns, property prices, and investment decisions by real estate developers on where to pursue housing projects.

In response to all these identified factors, the Association of Monterey Bay Area Governments (AMBAG), the regional Council of Governments (of which Greenfield is a member) recognized the stark differences between low-resource areas such as Greenfield and communities with Racially Concentrated Areas of Affluence present. From the adopted RHNA methodology document provided by AMBAG, it states: “To promote a mix of housing types, the methodology adjusts jurisdictions’ allocations by income levels, and provides larger shares of very low- and low-income categories to jurisdictions that have historically been racially concentrated areas of affluence (Carmel by the Sea, Del Rey Oaks, Monterey, Pacific Grove, unincorporated Monterey County, Scotts Valley, and unincorporated Santa Cruz). Jurisdictions which already contain a disproportionately high share of very low- and low-income households are allocated higher proportions of moderate and above-moderate housing allocations. In accordance with State law, each jurisdiction is allocated housing in all four income groups.”

When looking at housing issues specifically in the region, the primary consistent themes communicated during the public outreach process has been the increasing costs of housing. It is important to note that even in areas with higher median incomes than Greenfield, the issue of both renter and owner households paying more than 30 percent of their income in housing is just as prevalent. This occurs because in areas with higher incomes, rents and housing prices are more expensive accordingly. This is resulting in a regional housing crisis where an increasing number of residents are overpaying for housing, regardless of income level. Overburdened households throughout the County are shown in [Figure 10: Overpayment by Homeowners](#). While renters are not specifically shown in the graphic, the map is somewhat similar and indicates that the issue is widespread and not an issue specific to low-opportunity resource areas.

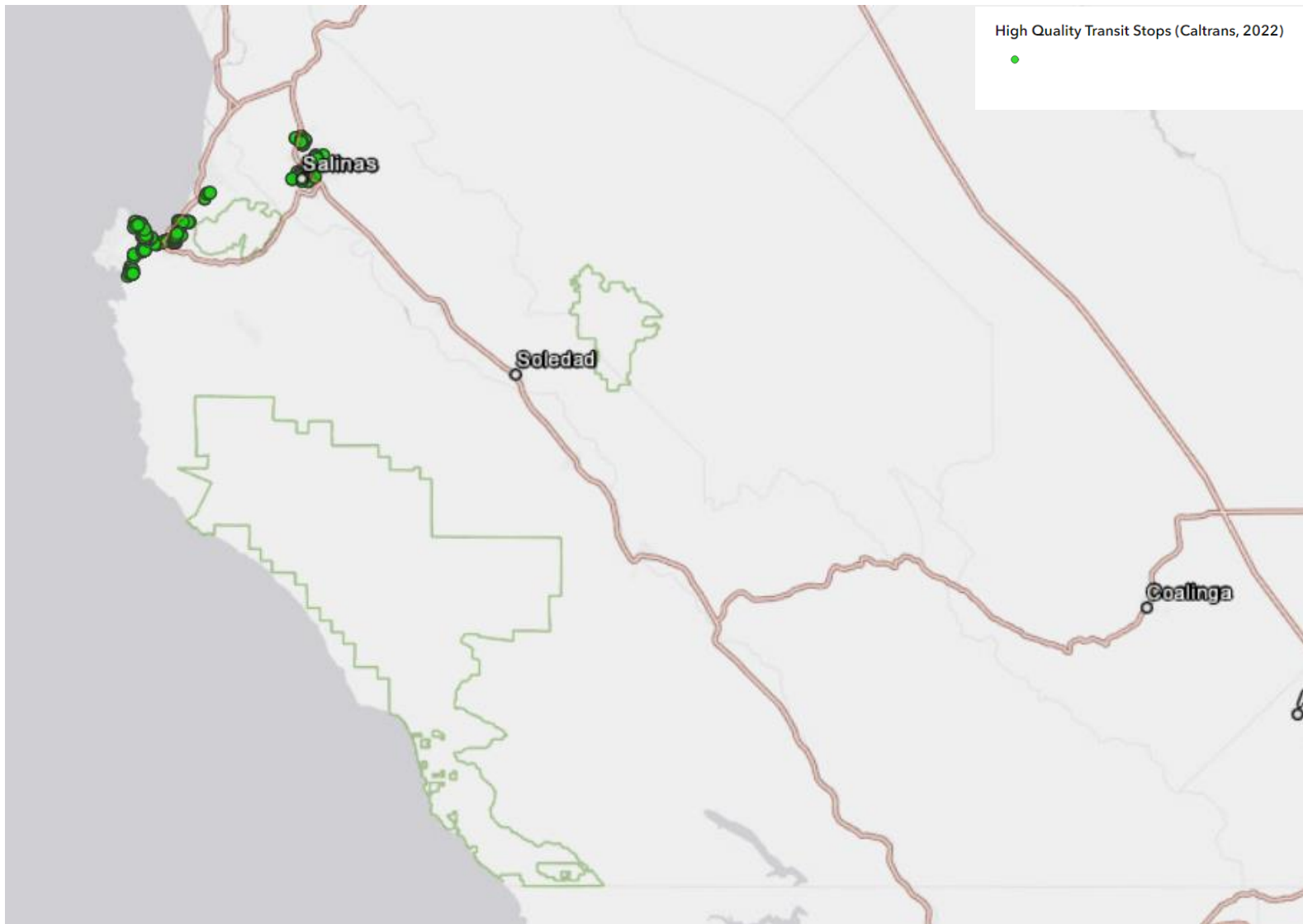
However, one distinct difference is that Greenfield experiences far more overcrowding than other areas in Monterey County, for reasons that have been previously described in greater detail. As shown in [Figure 11: Overcrowding by Census Tract](#), the City of Greenfield has higher overcrowding than even other cities in the Salinas Valley and far more than on the Monterey Peninsula, except for relatively isolated areas along the Big Sur coast.

Figure 6: TCAC/HCD Opportunity Map Composite Scores by Census Tract



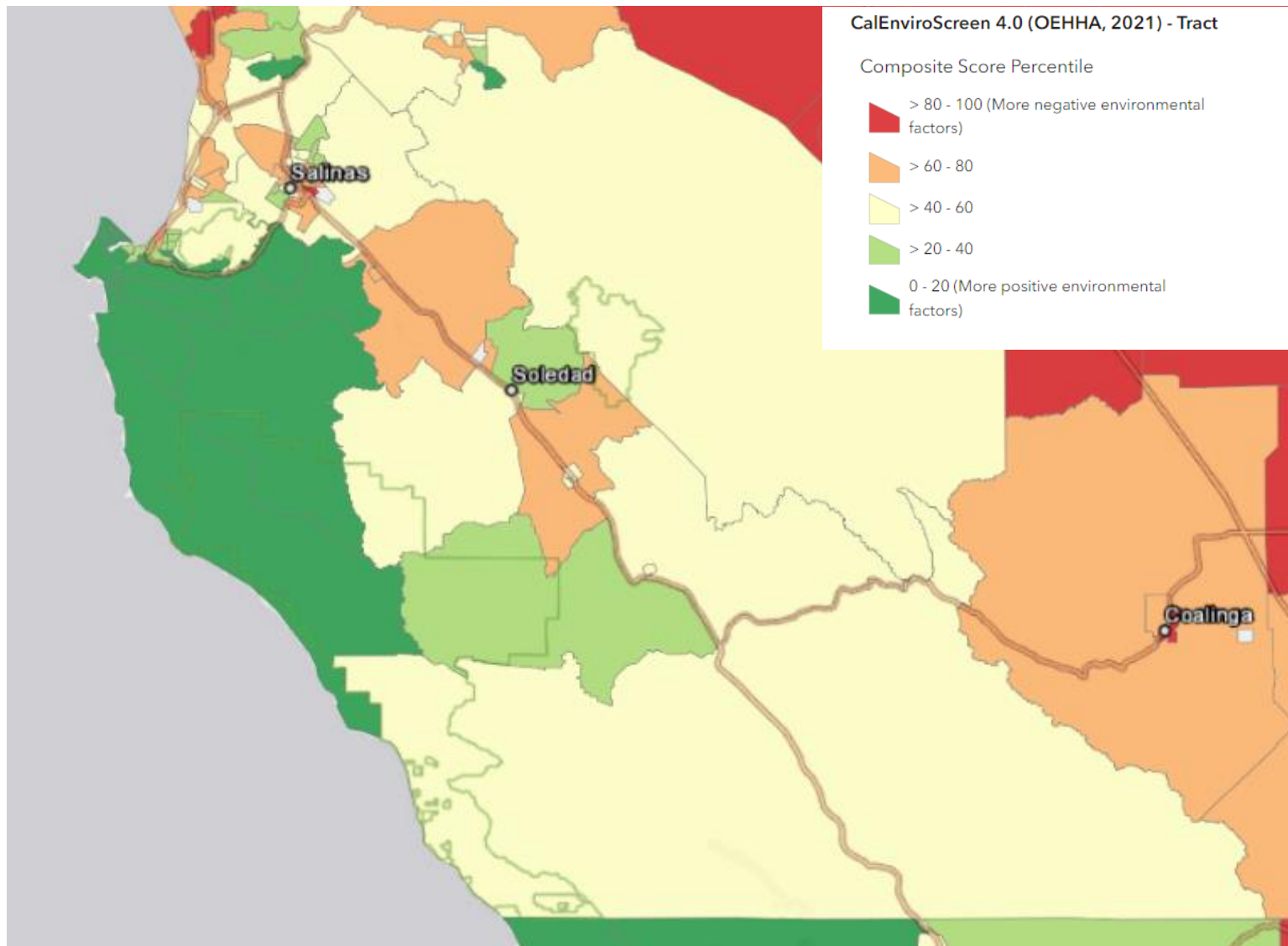
Source: AFFH Data Viewer 2.0

Figure 7: High-Quality Transit Stops



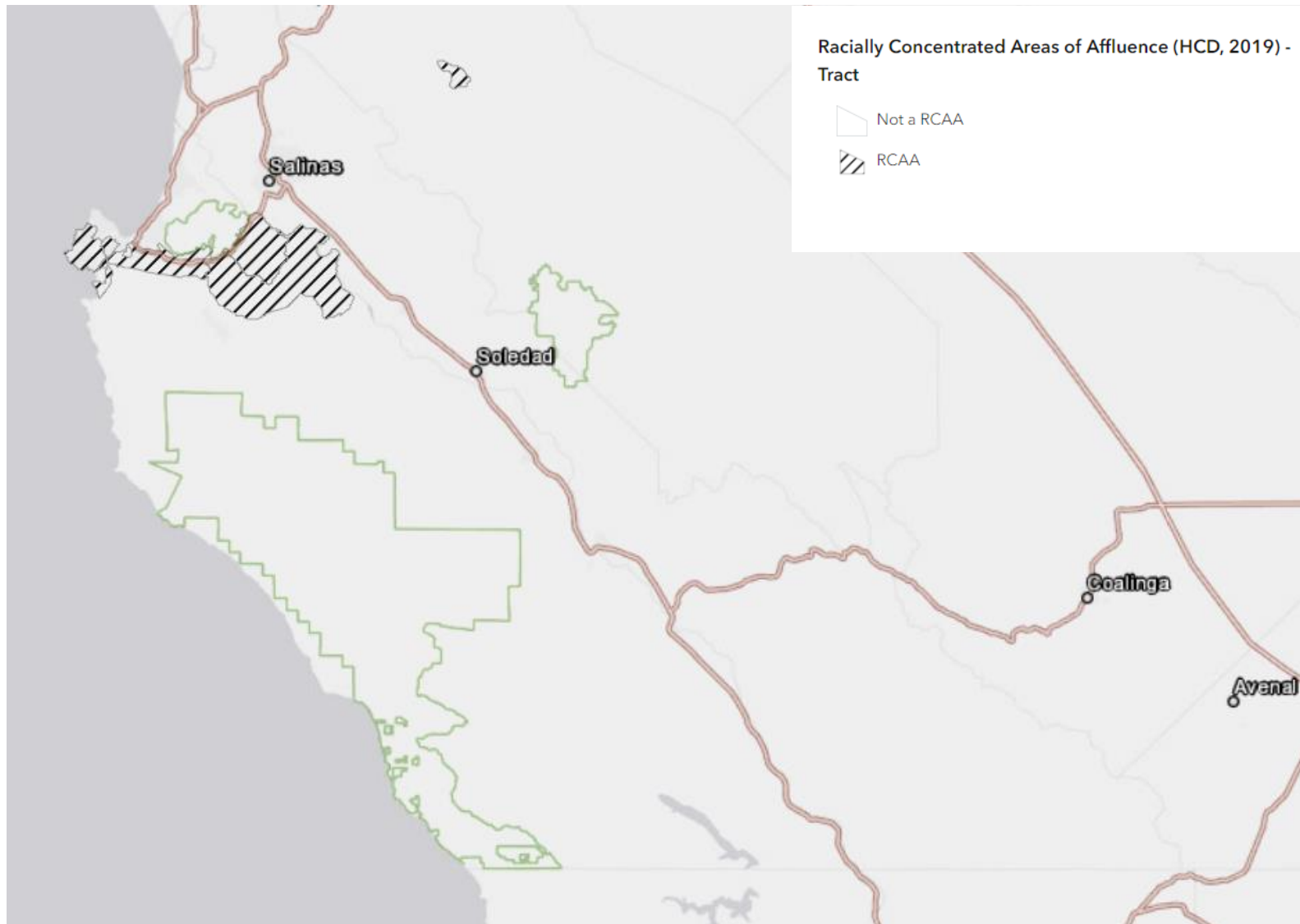
Source: AFFH Data Viewer 2.0

Figure 8: CalEnviroScreen 4.0



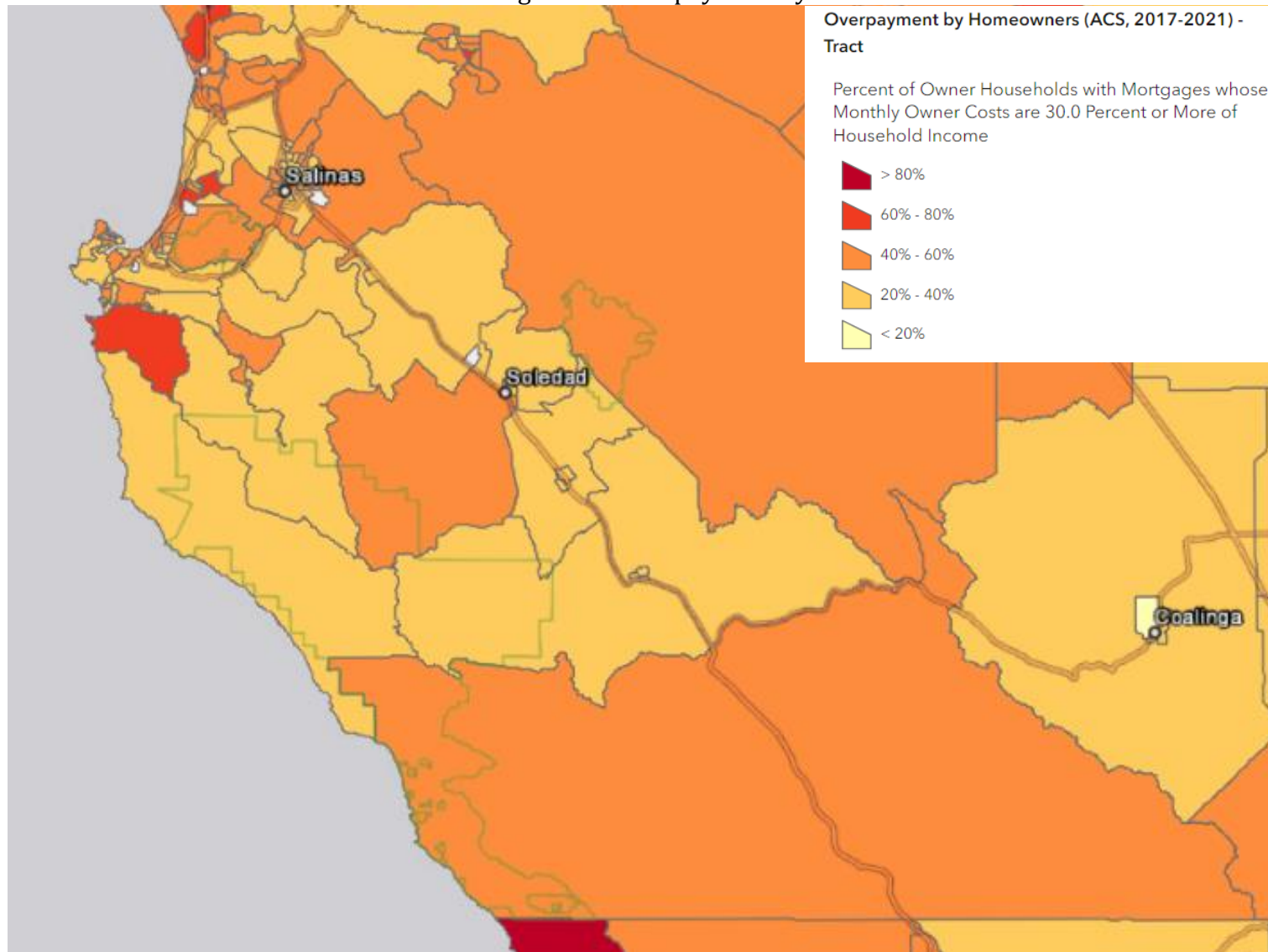
Source: AFFH Data Viewer 2.0

Figure 9: Racially Concentrated Areas of Affluence



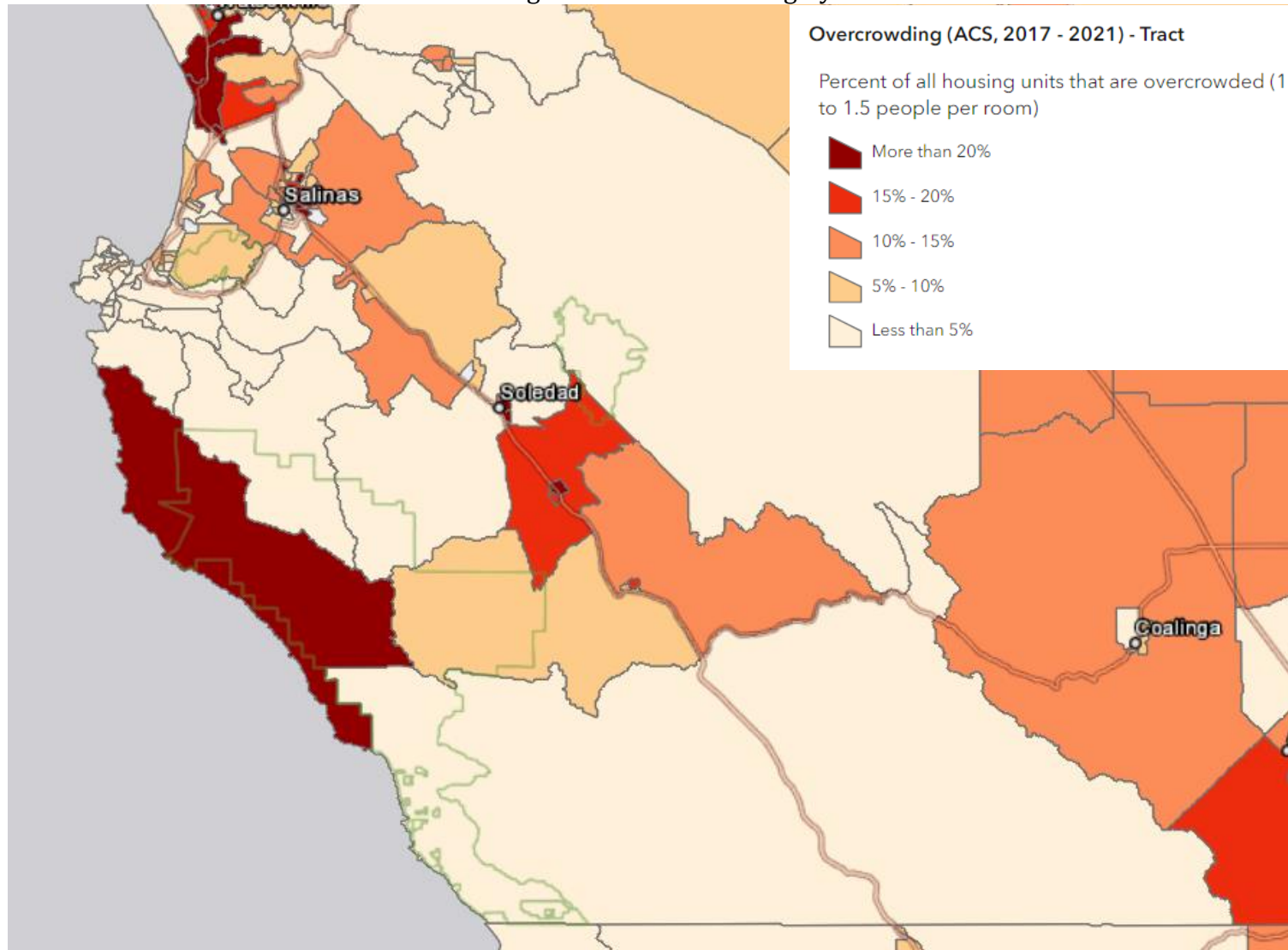
Source: AFFH Data Viewer 2.0

Figure 10: Overpayment by Homeowners



Source: AFFH Data Viewer 2.0

Figure 11: Overcrowding By Census Tract



Source: AFFH Data Viewer 2.0

Assessment Conclusions and Findings

In conclusion, when considering an assessment of fair housing at a regional level, the City of Greenfield, along with neighboring southern Monterey County jurisdictions of Gonzales, Soledad, and King City, have significant differences in opportunities compared to those found in Salinas, and especially compared to Monterey Peninsula communities. Many of these differences have resulted over time in levels of investment in more affluent communities and less investment into a community such as Greenfield. While Greenfield will continue to pursue all opportunities available to ensure fair housing opportunities for its residents, it will depend upon all its neighboring partners within the region to do their part to help ease the current housing crisis.

At the local level, the analysis recognizes that in order to increase opportunities for its residents, it needs to create a diverse housing stock with opportunities for all residents, and ensure that policies are in place to assist developers in providing the necessary housing in accordance with the City's Regional Housing Needs Allocation.

The analysis acknowledges that the City has many residents who are both overburdened with housing payments compared to their income, as well as an overcrowding burden that, while not unique to Greenfield, is certainly more prevalent than in even other South County communities. As a result, the City needs to increase opportunities for housing construction in all types, to allow those wishing to leave overcrowded environments a viable option to do so.

The other key finding is that locally there is no idea in Greenfield of having distinct racial or separate "rich" or "poor" neighborhoods in town. When reviewing map data locally, in most cases the maps look exactly the same color across the entire city when evaluating the majority of fair housing issues. Only those that had any level of distinction were shown and addressed in this analysis. The issues identified in the data indicate that all the factors impacting fair housing are felt equally across all census tracts of a low-resource community, and that such solutions to address these many issues should be applied equally across the community. In that view and consistent with significant public testimony received related to the overall demand and lack of supply, all proposed housing sites in all site locations throughout Greenfield should equally be considered to be affirmatively furthering fair housing.

Sites Inventory

The duty to affirmatively further fair housing requires that the City review its proposed site inventory to examine that the number of units proposed, location, and assumed affordability of all identified sites throughout the community ensure that the components of fair housing are addressed. In addition, while the analysis shows that identifying factors related to fair housing are relatively consistent throughout the entire city, it is also important to ensure that the provision for new housing does not create conditions that would negatively impact or further exacerbate housing issues in existing neighborhoods.

Proposed Locations

The City of Greenfield is required by State law to provide 730 units according to the Regional Housing Needs Allocation (RHNA) process. In order to provide flexibility and ensure that the city can meet its obligations, it identified 1,240 potential units in the city, or an additional 70%

more than required. The breakdown of proposed units by census tract is shown in [Table 44: Site Inventory Characteristics by Census Tract](#). It is important to note that as the city is primarily focusing on developing vacant and underutilized parcels within its city limits for its site inventory, Census Tract 112.03 will have fewer new housing opportunities as it is the smallest tract on the basis of land area and the tract covers the central portion of the city that is primarily built out. Also, while the number of units between the tract 112.02 which is primarily on the eastern side of US 101 and tract 112.04 on the western side of the freeway and the surrounding unincorporated areas are relatively equal, there is a distribution for more ownership units on the west side of the freeway (112.04) compared to the east side of the freeway (112.02) which is mostly proposed to be apartments. The primary reasons for this have to do with existing zoning more than anything else, and the two major subdivision projects were recent annexations that were a part of the larger 112.04 tract that covers the unincorporated areas around Greenfield. The large number of apartments for the east side of US 101 includes accommodating for pending projects. When looking at the distribution of lower- and moderate-income housing into census tracts, the increase of units in 112.02 compared to other tracts is because the City is currently working with existing affordable housing providers who are planning 100 percent affordable projects on specific sites they control. It is not anticipated that any of these projects or the projects as a whole will have significant local impacts as it relates to exacerbating fair housing in Greenfield. However, it has been acknowledged throughout the public outreach process that the building of multiple housing types for all income levels throughout the entire city will support the need for additional housing to relieve the primary overcrowding and high cost of housing issues faced by Greenfield residents directly tied to the lack of available supply in the community.

Table 44: Site Inventory Characteristics by Census Tract

Census Tract	112.02	112.03	112.04
Proposed Units	402	68	570
Lower-Income Units	235	18	56
Moderate-Income Units	117	18	56
Above-Moderate Income Units	50	32	458
Homes / Low Density	96	40	440
Apartments / Medium Density	306	28	130

Source: City of Greenfield - HCD Site Inventory Workbook

Integration and Segregation

It is anticipated that the development of these units will likely have minimal impact on the racial demographics of the city as a whole, especially as the City looks to provide additional housing to existing local residents in overcrowded living situations. However, the City of Greenfield is always welcome to all people of all races and ethnic backgrounds.

Racial and Ethnic Concentrated Areas of Poverty

The city has proposed the most affordable housing in Census Tract 112.02, which is the tract that has the highest median household income of Greenfield's three tracts. These actions will serve to provide greater equality in the city when looking at financial opportunities. The inclusion of above-moderate housing in Census Tract 112.04 will allow that tract to potentially

have additional opportunities for those that have higher median incomes, therefore raising the potential for prosperity of the neighborhood.

Areas of Opportunity

As the City of Greenfield generally has the same areas of opportunity throughout the City and is much more a regional issue, the location of housing within the City will have minimal direct impacts. How housing opportunities develop on a regional basis over the next eight years and the investment of non-housing infrastructure will have the greatest impact in improving these metrics in Greenfield.

Disproportionate Housing Needs

The City has identified specific issues related to overcrowding and overpayment. The construction of housing throughout the city, which will improve the supply of available housing opportunities, should have a positive impact on both these key metrics.

Identification of Contributing Factors

The city has identified three primary issues related to housing in Greenfield. These include low-median incomes, overcrowding, and overpayment for housing. Contributing factors leading to these issues include inadequate opportunities, low-paying jobs, long commutes, lack of capital investment, underbuilding of housing, over-regulation and limited disposable income. These all contribute in part to the situation at present in Greenfield.

Goals and Actions Page

The City has identified within its proposed goals and actions a number of those directly and specifically related to affirmatively furthering fair housing. These items are listed in [Table 45: Specific Affirmatively Furthering Fair Housing Goals and Actions](#).

Table 45: Specific Goals and Actions Affirmatively Furthering Fair Housing

AFFH Issue	Program	Commitment	Timing	Quantified Objective
Reduce Overcrowding and Overpayment by Greenfield Residents	6.2.C	Promote acquisition of sites for affordable housing by maintaining ongoing meetings and communications with non-profit affordable housing builders such as CHISPA and Habitat for Humanity, and actively promote their investment in the City.	Ongoing	The City will commit to proactively scheduling annual meetings with non-profit agencies to facilitate development in Greenfield.
	6.2.D	Utilize program information from the Monterey County Housing Authority and other sources to compile and make available a comprehensive matrix of homebuyer and rental assistance programs, social services assistance programs, and affordable housing construction and incentive programs. Promote and market programs to prospective homebuyers or tenants through direct mailings as utility bill inserts, City representation at public events (such as the Greenfield Harvest Festival), distribution of material at key sites in the city (City Hall, library, social services providers) , and by posting on the City's website. Promote programs to developers and builders by including information with application forms.	2024 and Beyond	The City will complete outreach materials by the end of 2025 that will be made available to the public to distribute at key locations and events and to be posted on the City website.
	6.2.E	Expand or designate City staff, as funding permits, to provide for grant writing and grant administration activities, specifically to obtain funding for homebuyer, rental, or maintenance assistance for affordable housing or for supporting public improvements, including utility or mobility improvements.	Ongoing	As funding permits, the City is committed to reinstating homebuyer assistance and rehabilitation programs for residents during the 2023-2031 planning periods.

6.0 – HOUSING ELEMENT

	6.2.F	For each residential development application received that includes low or very low income housing, consider the feasibility of waiving, reducing, subsidizing, or deferring development fees or providing other incentives (i.e., adjustments to lot size, parking, and open space requirements) to facilitate the provision of affordable housing, and present these potential incentives to the Planning Commission and/or City Council when project approvals are considered.	Ongoing	Upon each affordable housing project submitted to the City, staff shall provide written evidence to the Planning Commission and/or City Council indicating the steps taken by staff to discuss potential incentives for consideration.
AFFH Issue	Program	Commitment	Timing	Quantified Objective
Education and Access to Housing Rights and Resources Available	6.3.A	Utilize the standards of the Fair Employment and Housing Act and Unruh Civil Rights Act as the City's "Fair Housing Program," providing an information program to educate residents of their rights under the fair housing laws, and information regarding the roles of the California Department of Fair Employment & Housing, the Housing Authority of Monterey County, the California Rural Assistance League, and the Housing Resource Center of Monterey County in accepting complaints and assisting in resolution of fair housing violations. Advise the State Department of Fair Employment and Housing of any complaints regarding housing discrimination received by the City.	2024 and Ongoing	The City will commit to better informing residents of housing rights by completing an informational program in 2024 and assign staff members to accept and identify complaints and assist in the resolution of fair housing violations.
	6.3.B	Support efforts of community groups that provide counseling, investigatory, legal, or referral services to victims of discrimination by providing contact information on the City's website and at City Hall. Provide free or low-cost meeting facilities to accommodate outreach and educational efforts of these groups.	Ongoing	The City is committed to offering ongoing assistance to victims of housing discrimination and will accommodate entities on an ongoing basis.

6.0 – HOUSING ELEMENT

	6.3.C	Provide information on state and federal fair housing laws on the City’s website and at City Hall. Seek the cooperation of the local homebuilders association, real estate association, and lenders in disseminating fair housing information.	2024	The City will include relevant information on its website and at City Hall by the end of 2024.
	6.3.D	Train City staff at the public counter to refer victims of housing discrimination to the appropriate local organization or to the State Fair Employment and Housing Commission.	Annually	The City is committed to conducting this training to front counter personnel on an annual basis.
	6.3.E	Ensure all new, multifamily housing meets the accessibility requirements of the Americans with Disabilities Act and provisions of federal and State fair housing acts through the City’s permitting and approval processes.	Ongoing	Upon the approval and construction of every new multi-family project, the City will ensure that every project fully meets all requirements of the ADA and state and federal fair housing acts.
AFFH Issue	Program	Commitment	Timing	Quantified Objective
Access to Multiple Types of Housing	6.4.A	Identify suitable development sites for senior housing and housing for the physically and developmentally disabled, with a focus on sites that are convenient to medical and shopping services and/or public transit.	2024	The City will formally identify suitable development sites for senior housing and those with disabilities by the end of 2024.
AFFH Issue	Program	Commitment	Timing	Quantified Objective
Access to Housing Types for Residents of Low and Moderate Income	6.5.A	Pursue available and appropriate state and federal funding sources in cooperation with private developers, non-profit housing corporations, the Housing Authority of Monterey County, and other interested entities to support efforts to meet the housing needs of very low, low, and moderate households and conserve existing affordable housing.	Ongoing	The City is committed to conserving 10 Very Low- and 20 Low-income units prior to 2031.

6.0 – HOUSING ELEMENT

	6.5.B	Cooperate with the Housing Authority of Monterey County in the administration of the federal Section 8 Housing Choice Voucher rental assistance program to maintain the availability of housing vouchers. Provide necessary documentation to the Housing Authority of Monterey County to apply for annual commitments from the U.S. Department of Housing and Urban Development. Encourage rental property owners who have participated in the City's housing rehabilitation program to participate in the Housing Choice Voucher program.	Ongoing	The City will work with the Housing Authority to ensure local residents have access to these programs and that rental property owners are aware of such programs.
	6.5.C	Work with agencies to implement the Home Buyer Assistance Program, a first-time homebuyer assistance program for low-income and moderate-income households, and coordinate processing of applications for first-time homebuyer's assistance, lending decisions with participating mortgage lenders, homebuyer training and technical assistance, and management of loan portfolios.	2024 and Ongoing	The City is committed to finding a funding source to implement a First Time Homebuyers program for Greenfield residents during the year 2024.
	6.5.D	Work with non-profit organizations to develop self-help housing (housing in which the eventual owner participates in its construction under the supervision of a building contractor). The City can facilitate the development of the self-help housing through a variety of means, including: identification of potential sites, obtaining financing, including CDBG and HOME funds; identifying an appropriate site(s) for a self-help housing project and pursuing state and federal funds for the purchase of the site(s); and reducing the up-front costs of permit fees and/or development impact fees.	Ongoing	The City is committed to working with a self-help developer to construct 4 new low-income units during the 6 th Cycle.

6.0 – HOUSING ELEMENT

	6.5.K	Facilitate collaborations between housing developers and service providers to incorporate services for low income and special needs households into project designs. Provide information on potential programs with application forms.	Ongoing	The City will review progress with this goal on an annual basis to ensure that services are considered in housing project designs.
AFFH Issue	Program	Commitment	Timing	Quantified Objective
Aging Units are Requiring Rehabilitation	6.8.A	Investigate new housing rehabilitation funding opportunities and administer funds as they become available, including, housing rehabilitation grants, Community Development Block Grant funding, Housing Rehabilitation Loan Program, Neighborhood Stabilization Program, Mr. Fix-It, Home Safety, and Housing Accessibility grant programs.	2024 and Ongoing	The City is committed to searching for funding sources for housing rehabilitation grants in 2024. The City goal is to rehabilitate 6 very low, 6 low units, and 6 moderate units by the end of 2031.
	6.8.B	Include information on housing rehabilitation when distributing building code and zoning information to prospective residential project applicants, and at City Hall and on the City's website. Assist homeowners in applying for housing rehabilitation grants or tax credits.	2024 and Ongoing	By the end of 2024, the City will have promotional materials available at City Hall and on its website regarding housing rehabilitation opportunities.
	6.8.F	Conduct a survey of exterior housing conditions every five years, based on the methodology recommended by the California Department of Housing and Community Development in its CDBG Program Grant Management Manual. Characterize housing rehabilitation and replacement needs by category of substandard condition (roof, for example), type of housing unit, and geographic area of the city.	2024 and 2029	The City will complete the exterior housing conditions survey by the end of 2024 and again by 2029.

6.0 – HOUSING ELEMENT

	6.8.G	Adopt a residential Landlord Integrity Permit program to identify deficient, substandard, unsafe and/or unsanitary residential buildings and dwelling units and to ensure the rehabilitation or elimination of those buildings and dwelling units that do not meet minimum building, housing, zoning, and health and safety code standards, or are not otherwise safe to occupy.	2024	The City will take the steps necessary to adopt an ordinance by the end of 2024 that will enact a residential Landlord Integrity Permit program.
	6.8.I	Target the housing rehabilitation program to meet the most urgent needs, including substandard rental properties. Avoid the displacement of very low and low-income households during rehabilitation, or ensure temporary housing is provided.	Ongoing	The City will work to conserve 4 very low and 4 low units during the planning period, focusing on opportunities to address substandard rental properties while avoiding displacement.
	6.8.J	Offer inspection services and information on financial assistance available for housing rehabilitation to rental property owners whose properties are found to require substantial rehabilitation.	2024 and Ongoing	By the end of 2024, the City will provide information materials on financial assistance available for rehabilitation programs.

8. AFFORDABLE HOUSING UNITS AT-RISK OF CONVERSION TO MARKET RATE

Conversion of Subsidized Units

State Housing Element law requires that all Housing Elements include additional information regarding the conversion of existing assisted-housing developments to other non-low-income uses (Statutes of 1989, Chapter 1452). This legislation was passed to address concerns that many affordable housing developments throughout the country were going to have affordability restrictions lifted because their government financing was soon to expire or could be pre-paid. Without the sanctions imposed due to financing, affordability of the units could no longer be assured.

Housing that receives governmental assistance may, at an unspecified date, convert to market-rate housing. The loss of these affordable units, which meet the needs of the low- and very low-income populations in the community, may constitute a significant reduction in the amount of affordable housing in a community. Due to that potential impact, Housing Elements are required to identify the publicly assisted rental housing within the applicable jurisdiction and evaluate the potential for that housing to convert to market-rate housing. This inventory includes all multi-family rental units assisted under federal, state, and local programs, including HUD programs, inclusionary ordinances, density bonuses, and direct-assistance programs. The inventory covers all units that are eligible to change to non-income-based housing due to termination of subsidy contracts, mortgage prepayments, or expiring restrictions. [Table 46: Potential “at Risk” Projects](#), located on the following page, identifies projects where there is potential for conversion to market-rate housing.

No developments in Greenfield are at present listed as “at-risk” projects, according to City information. There are no assisted-housing units in Greenfield anticipated to convert to market-rate housing. Since there are no “at-risk” units in Greenfield, there is no further analysis required of resources for preservation of those units or quantified objectives.

Table 46: Potential “At-Risk” Projects

Project	Address	Year Built	Total Number of Units	Affordable Units	Elderly/ Non-Elderly Units	Type of Subsidy	Date Affordability to End
Los Ositos	1083 Elm Avenue	1982	50	25 Very Low Income	Elderly	None	2037
Villa Santa Clara	225 Third Street	1992	30	30 Low Income	Family	RHCP and Housing Tax Credits	2047
Tyler Park Townhomes	1120 Heidi Drive	1995	88	88 Very Low and Low Income	Family	Housing Tax Credits	2050
Walnut Place	500 12 th Street	2005	40	1 Low 39 Very Low	Family	Housing Tax Credits/LMI	2060
Vista Verde I	Don Vicente Dr.	2006	1	1 Low Income	Family	Inclusionary Housing	2061
Vineyard Green	130 13 th Street	2009	40	1 Low 39 Very Low	Family	Housing Tax Credits/LMI	2064
Terracina Oaks I	252 13 th Street	2012	18	4 Low 14 Very Low	Family	Housing Tax Credits	2067
Magnolia Place Senior Apartments, Phase I	92 12 th Street	2015	32	28 Low Income 4 Very Low	Elderly	Housing Tax Credit	2070
Terracina Oaks II	252 13 th Street	2015	31	4 Very Low 27 Low	Family	Housing Tax Credits	2070
Cambria Park	Cardona Circle	2016	39	39 Low Income	Family	Housing Tax Credit	2071
Walnut Grove I	1002 Walnut Avenue	2017	63	49 Very Low, 14 Low	Family	Housing Tax Credit	2072
Walnut Grove II / III	1002 Walnut Avenue	2022	96	95 Low	Family	Housing Tax Credit	2077
Magnolia Place II	92 12 th Street	2023	44	44 Low	Elderly	Housing Tax Credit	2078

Source: City of Greenfield, project staff

9. ACTUAL AND POTENTIAL HOUSING CONSTRAINTS

Government Housing Constraints

Both economic forces in the private market and regulations and policies imposed by public agencies can affect new housing development and housing affordability. Not only can these constraints impact the production and affordability of new housing, but they can also affect maintenance and improvement of existing housing. It is the City's policy to eliminate all potential and actual governmental constraints upon the development of housing for all income levels and for persons with disabilities, including land-use controls required of developers, and local processing and permit procedures.

The purpose of governmental housing regulations and policies is to protect the quality and safety of residential development in Greenfield. However, the cost of housing construction can be unintentionally affected by such regulations and policies which consequently affects housing affordability. Among these constraints are zoning regulations, land-use controls, building codes, required site improvements, permit fees, processing costs, and other impact fees and exactions required of developers. Zoning and land-use controls may limit density, require substantial setbacks and open space, or limit types of allowable units. Building codes may dictate types of materials and construction techniques. Such regulations may increase housing costs as developers pass on these additional development costs to homebuyers.

In addition, on-site and off-site improvements, including road improvements, traffic signalization, sewer improvements, project mitigation, and other related improvements that are required, may increase a project's costs of development.

Land Use Controls

Greenfield's development controls include policies and regulations contained in the City's General Plan, Zoning Ordinance, Subdivision Ordinance, and Building Code. The City currently has no growth management policies or regulations to constrain housing development. The City's policies and regulations have not restricted the development of affordable housing within the community. [Section 4: Goals, Policies and Implementation Programs](#) provides specific programs that the City will utilize to evaluate and address the current zoning ordinance provisions and other City requirements to determine if amendments or adoption of new provisions could further the City's affordable housing goals.

The City has adequate residential land available and has zoning classifications that provide for higher-density residential development. In addition, the City has adopted a mixed-use overlay that will allow the construction of residential units within mixed-use development projects, providing another means to achieve affordable housing within the community. In 2013 a Memorandum of Agreement was approved that will allow for the City, County, and LAFCO to evaluate future annexation proposals included in the March 2007 Sphere of Influence or in future amendments to the Greenfield Sphere of Influence.

The City of Greenfield has an adopted Inclusionary Housing Ordinance, maintains consistency with State Density Bonus Law and includes its zoning codes and development standards on the City's website per the transparency requirements of Government Code Section 65940.1 (a)(1)(b).

Greenfield’s development standards, design requirements, and fee schedules are reasonable and comparable to those of other Salinas Valley communities. These regulations and requirements do not present significant constraints to the development of affordable housing.

General Plan

New residential development must be consistent with the adopted General Plan’s policies which may present constraints to development. Specifically, the Land Use Element of the General Plan describes where and at what intensity different types of development can occur. The Land-Use element also provides general land-use designations which allocate the type and character of development permitted in each designation, but without the level of specificity provided by the zoning ordinance. This Housing Element is consistent with the land-use element because it provides logical areas for growth and development to all types and densities of housing.

Zoning Ordinance

The range of densities is shown in [Table 47: Residential Densities by Zone](#). Most of the City’s residential territory is zoned Single-Family Residential (R-L). Currently no lands are zoned Residential Estate (R-E). Most of downtown is included in a Mixed-Use Overlay (MUO), as are two neighborhood commercial areas in the western portion of the City. The Special High-Density Residential Overlay (SHO) requires a density of between 20 and 21 units per acre and has been applied to the Clifton Court mobile home park east of U.S. Highway 101. The Zoning Ordinance provides flexibility in development standards, including staggering front setbacks and lot coverage. The City’s Zoning Ordinance allows condominium units in all residential districts, with the requirement that certain standards are met. Further, the City’s Zoning Ordinance allows manufactured homes in all residential districts and in the retail business (C-R) district if it is part of a mixed-use development. The “Planned Development” (Municipal Code Section 17.16.080) permitting may be used in any zoning district through the specified application and approval process. Although density cannot exceed that of the underlying zone, the Planned Development permit has no pre-set site standards and can therefore be used for creative project designs. No land within the City is zoned for agricultural use; the City only annexes land that is intended for urban development.

Table 47: Residential Densities by Zone

Zone Designation	Density
R-E Residential Estate	1-2 dwelling units (du)/acre
R-L Single-Family Residential	1-7 du/acre
R-M Multiple Residential	7-15 du/acre
R-H High-Density Multi-family Residential	10-21 du/acre
SHO Special High-Density Overlay	20-21 du/acre
MUO Mixed-Use Overlay	1 residential unit per floor (maximum 3 floors) for every 3,000 square feet of commercial or office space. Additional units may be granted with density bonus.

Source: Greenfield Municipal Code 17.24 (August 2007; Greenfield Zoning Map 2010)

Design Review

Most new development projects, including single-family and multi-family residential projects, require design review before the Planning Commission. Design review encompasses the review of dwelling design, color, landscaping, and other exterior treatments, and is intended, in part, to ensure compatibility between adjacent uses and to help prevent the depreciation of land values by ensuring proper attention is given to site and architectural design.

Design Standards for Residential Districts

Currently, development standards for multi-family residential districts allow significant design flexibility to encourage a broad range of housing types and are intended to ensure compatibility and connectivity with surrounding neighborhoods and uses. Areas zoned for residential estates, single-family residential, and multi-family residential uses must adhere to design standards for density, building heights, minimum parcel sizes, etc.

Typical Processing Times

Typical processing times for projects range to under 60 days for ADUs and other ministerial permits, to 90 days for projects requiring Design Review approval, to 120 to 180 days for projects requiring Conditional Use Permits, and a year or longer for subdivisions and planned developments requiring complex entitlements and CEQA clearance. Should annexation to LAFCO be required, that may add an additional one to two years to the development process.

Off-site Improvements

According to Greenfield Municipal Code Section 16.36.010, “all improvements shall conform to the City’s Standard Details and Specifications as adopted by the city council. Any deviations shall be only with the written approval of the city council. Permits shall be obtained from the city engineer, where required, before any construction is started.”

Development Fees

The development of new housing units imposes certain costs upon local government, such as the cost of providing planning services and inspections. In addition, there are long-term costs such as the continued maintenance of a community’s infrastructure and public facilities. In order to pay for such services, local governments charge fees for proposed development applications. Historically, Greenfield Planning Department fees were the lowest of any city in the Salinas Valley. Costs for particular projects vary depending on the type of approvals required. As a preliminary step in the development of housing, the fees add directly or indirectly to housing costs. The City Council last adopted an updated fee schedule, which increased some of the City’s fees, in December 2014 (effective February 2015). The Community Development Department brought forward an update to the fees in June of 2022, however it was not adopted by the City Council. In addition to these development fees, the City charges fees associated with obtaining building permits, which are typically calculated based on the type of occupancy and the number of square feet of construction. [Table 48: City of Greenfield Building and Planning Fees](#) shows the current fees in place for various permits and services.

Table 48: City of Greenfield Building and Planning Fees

City of Greenfield
Building and Construction, Planning/Land Use Fees

Resolution 2014-81

Effective: 2-7-2015

TYPE OF PERMIT	Admin Fee	Application/Permit Fee	Deposit	Staff T&M + Consultant
PLANNING/LAND USE				
ADMINISTRATIVE				
Preliminary Review		\$244.00		Cost Recovery
DEVELOPMENT AGREEMENT				
Development Agreement		\$5,968.00	\$3,000.00	Cost Recovery
Development Agreement Recording		\$270.00		
Amendment/Cancellation		\$2,436.00	\$1,000.00	Cost Recovery
Annual Review		\$1,066.00		Cost Recovery
PLANNED DEVELOPMENT/SPECIFIC PLAN				
Planned Development		\$5,968.00	\$10,000.00	Cost Recovery
Revocation		\$1,233.00		Cost Recovery
Extension		\$685.00		Cost Recovery
Minor Modification		\$685.00	\$500.00	Cost Recovery
STANDARD SUBDIVISION				
Filing Fee		\$270.00		
Tentative Map		\$5,968.00	\$10,000.00	Cost Recovery
Extension of Tentative Map		\$929.00		Cost Recovery
Final Map		\$2,023.00	\$5,000.00	Cost Recovery
MINOR SUBDIVISION				
Parcel Map		\$2,265.00	\$2,000.00	Cost Recovery
Extension of Parcel Map		\$929.00		Cost Recovery
Parcel Map Recording		\$270.00		
LOT ADJUSTMENT				
Lot Line Adjustment		\$927.00	\$3,000.00	Cost Recovery
Lot Merger		\$1,340.00	\$1,500.00	Cost Recovery
USE PERMIT				
Minor Use Permit		\$655.00		Cost Recovery
Conditional Use Permit		\$1,066.00		Cost Recovery
Temporary Use Permit		\$1,066.00		Cost Recovery
DESIGN REVIEW				
Single Family Residence (<500 sf)		\$244.00		Cost Recovery
Single Family Residence		\$929.00		Cost Recovery
Multi-Family		\$1,340.00		Cost Recovery
Non-Residential/Commercial/Industrial Projects		\$1,340.00		Cost Recovery
Planned Development/Specific Plan		\$1,614.00		Cost Recovery
FENCE				
Under 6' (Planning Director)		\$175.50		N/A
Over 6' (Planning Commission)		\$792.00		Cost Recovery
SIGN				
Sign Permit		\$244.00		Cost Recovery
ZONING				
Zoning Clearance/Plan Check		\$244.00		
Rezoning		\$2,299.00		Cost Recovery
Zoning Amendment		\$2,847.00		Cost Recovery
Variance		\$1,203.00		Cost Recovery
General Plan Amendment		\$3,806.00		Cost Recovery
ANNEXATION/SPHERE OF INFLUENCE				
Annexation/Sphere of Influence		\$5,694.00	\$5,000.00	Cost Recovery
LAFCO Application		\$2,984.00		Cost Recovery
ENVIRONMENTAL				
Initial Study		\$3,395.00	\$20,000.00	Cost Recovery
Environmental Impact Report		\$7,779.00	\$40,000.00	Cost Recovery
Negative Declaration/Mitigated Negative Declaration		\$5,039.00	\$10,000.00	Cost Recovery
CERTIFICATE OF COMPLIANCE/PARCEL LEGAL STATUS				
Certificate of Compliance		\$2,299.00	\$1,000.00	Cost Recovery
Certificate of Compliance Recording		\$270.00		
APPEAL				
To Planning Commission (from Planning Director)		\$683.00		
To City Council (from Planning Commission)		\$683.00		
OTHER APPLICATION				
Document Recording/Filing		\$270.00		
Other Application		\$381.00		Cost Recovery

City of Greenfield
Building and Construction, Planning/Land Use Fees

Resolution 2014-81

Effective: 2-7-2015

TYPE OF PERMIT	Admin Fee	Application/Permit Fee	Deposit	Staff T&M + Consultant
BUILDING AND CONSTRUCTION				
BUILDING PERMIT FEES (Table 3-A from the UAC)				
\$0-5000:		\$128.00		+15%
\$5,000-25,000:		\$450 (\$128 + 16.10/1000)		+15%
\$25,000-50,000:		\$740 (\$450 + 11.60/1000)		+15%
\$50,000-100,000:		\$1145 (\$740 + 8.10/1000)		+15%
\$100,000-500,000:		\$3725 (\$1145 + 6.45/1000)		+15%
\$500,000-1M:		\$6450 (\$3,725 + 5.45/1000)		+15%
Residential Photovoltaic Systems (includes plan check)		\$392.00		
Building Permit Renewal	\$107.00	50% of Building Permit Fee		+15%
Building Permit/Sign and Inspection including temporary	\$107.00			
15,12,010 Building Permit/Structure moved Per structure-in city limit + Building Permit Fee	\$107.00			
8 Building Permit/Structure moved Per structure-outside city + Building Permit Fee	\$107.00			
Preliminary/Conceptual Review Fee Per application	\$107.00	\$125.00		+15%
Building Permit/ Certificate of Occupancy (per cert)	\$107.00	\$125.00		+15%
Temporary Certificate of Occupancy		\$200.00		
Department Training Fee is 2% of the Building Permit and Plan Check Fee		2%		
Inspection - Civil/Site, per hour (minimum charge - one hour)		\$125.00	\$500.00	+15%
Inspection - Landscape, per hour (minimum charge - one hour)		\$125.00		+15%
Inspection - Signage, per hour (minimum charge - one hour)		\$125.00		+15%
PLAN CHECK FEES				
Building Plan Check Fee	\$107.00	90% of the Permit Fee		+15%
Electrical, Mechanical, Plumbing Plan Check Fee	\$107.00	35% of the Permit Fee		+15%
Civil/Site Plan Check Fee	\$107.00	Cost Recovery	\$500.00	+15%
Landscape Plan Check Fee	\$107.00	Cost Recovery		+15%
Signage Plan Check Fee	\$107.00	\$125.00		+15%
ELECTRICAL PERMIT FEES (Table 3-B from the UAC)				
Permit Issuance for each electrical permit		\$107.00		
Each extra supplemental permit		\$10.00		
New Residential Buildings: Multifamily per sq. ft.		\$0.058		
New Residential Buildings: Single and two family per sq. ft.		\$0.064		
Private Swimming Pool		\$56.95		
Carnivals and Circuses		\$27.00		
Carnivals and Circuses or other traveling shows for electrical generators		\$8.35		
Carnivals and Circuses or other traveling shows for mechanical driven rides and walk through attractions or displays		\$8.35		
Temporary Power Service pole or pedestal, including all pole or pedestal-mounted receptacle		\$27.00		
Temporary distribution system and temporary lighting and resettable outlets for construction sites decorative lights.		\$14.15		
Receptacle, Switch and Light Outlets for first 20 fixtures, each		\$1.30		
Receptacle, Switch and Light Outlets for additional fixtures		\$0.85		
Lighting Fixtures, socket's, or other lamp-holding devices, first 20 fixtures each		\$1.30		
Lighting Fixtures, socket's, or other lamp-holding devices, additional fixtures, each		\$0.85		
For pole or platform-mounted lighting fixtures, each		\$1.30		
For theatrical-type lighting fixtures or assemblies, each		\$1.30		
Residential Appliances				
For fixed residential appliances or receptacle outlets for same, including wall-mounted electric ovens; counter-mounted cooking tops; electric ranges; self-contained room, console or through-wall air conditioners; space heaters; food waste grinders; dishwashers; washing machines; water heaters; clothes dryers; or other motor-open rated appliances not exceeding 1 horsepower (HP) (746 W) in rating, each		\$5.45		
Nonresidential Appliances				
For nonresidential appliances and self-contained factory-wired, nonresidential appliances not exceeding 1 horsepower (HP), kilowatt (kW) or kilovolt-ampere (kVA), in rating, including medical and dental devices; food, beverage and ice cream cabinets; illuminated show cases; drinking fountains; vending machines; laundry machines; or other similar types of equipment, each		\$5.45		
Power Apparatus For motors, generators, transformers, rectifiers, synchronous converters, capacitors, industrial heating, air conditioners and heat pumps, cooking or baking equipment and other apparatus, as follows: Rating in horsepower (HP), kilowatts (kW), kilovolt-amperes (kVA) or kilovolt-amperes-reactive (car): Up to and including 1, each		\$5.45		
Over 1 and not over 10, each		\$14.15		
Over 10 and not over 50, each		\$28.30		
Over 50 and not over 100, each		\$56.95		
Over 100, each		\$85.70		
Busways: For trolley and plug-in-type busways, each 100 feet (30 480 mm) or fraction thereof		\$8.35		
For trolley and plug-in-type busways, each 100 feet (30 480 mm) or fraction thereof		\$28.30		
Services: For services of 600 volts or less and not over 200 amperes in rating, each		\$35.00		
For services of 600 volts or less and not over 200 amperes in rating, each		\$71.50		

City of Greenfield
Building and Construction, Planning/Land Use Fees

Resolution 2014-81
Effective: 2-7-2015

TYPE OF PERMIT	Admin Fee	Application/Permit Fee	Deposit	Staff T&M + Consultant
For services of 600 volts or less and over 200 amperes to 1,000 amperes, each		\$143.00		
Miscellaneous Apparatus, Conduits and Conductors: For electrical apparatus, conduits and conductors for which a permit is required but for which no fee is herein set forth		\$21.00		
Other Inspections and Fees: Inspections outside of normal business hours, per hour (minimum charge—two hours)		\$125.00		+15%
Reinspection fees assessed under provisions of Section 305.8, per inspection		\$125.00		+15%
Inspections for which no fee is specifically indicated, per hour (minimum charge—one hour)		\$125.00		+15%
Additional plan review required by changes, additions or revisions to plans or to plans for which an initial review has been completed		\$125.00		+15%
MECHANICAL PERMIT FEES (Table 3-C from the UAC)				
Permit Issuance and Heaters: For the issuance of each mechanical permit		\$107.00		
For issuing each supplemental permit for which the original permit has not expired, been canceled or finalized		\$10.00		
Furnaces: For the installation or relocation of each forced-air or gravity-type furnace or burner, including ducts and vents attached to such appliance, up to and including 100,000 Btu/h (29.3 kW)		\$17.00		
For the installation or relocation of each forced-air or gravity-type furnace or burner, including ducts and vents attached to such appliance over 100,000 Btu/h (29.3 kW)		\$21.00		
For the installation or relocation of each floor furnace, including vent		\$17.00		
For the installation or relocation of each suspended heater, recessed wall heater or floor-mounted unit heater		\$17.00		
Appliance Vents: For the installation, relocation or replacement of each appliance vent installed and not included in an appliance permit		\$8.35		
Repairs or Additions For the repair of, alteration of, or addition to each heating appliance, refrigeration unit, cooling unit, absorption UJlit, or each heating, cooling, absorption or evaporative cooling system, including installation of controls regulated by the Mechanical Code		\$15.75		
Boilers, Compressors and Absorption Systems For the installation or relocation of each boiler or compressor to and including 3 horsepower (10.6 kW), or each absorption system to and including 100,000 Btu/h (29.3 kW)		\$16.91		
For the installation or relocation of each boiler or compressor over 3 horsepower (10.6 kW) to and including 15 horsepower (52.7 kW), or each absorption system over 100,000 Btu/h (29.3 kW) to and including 500,000 Btu/h (146.6 kW)		\$31.22		
For the installation or relocation of each boiler or compressor over 15 horsepower (52.7 kW) to and including 30 horsepower (105.5 kW), or each absorption system over 500,000 Btu/h (146.6 kW) to and including 1,000,000 Btu/h (293.1 kW)		\$42.84		
For the installation or relocation of each boiler or compressor over 30 horsepower (105.5 kW) to and including 50 horsepower (176 kW), or each absorption system over 1,000,000 Btu/h (293.1 kW) to and including 1,750,000 Btu/h (512.9 kW)		\$63.77		
For the installation or relocation of each boiler or compressor over 50 horsepower (176 kW), or each absorption system over 1,750,000 Btu/h (512.9 kW)		\$106.55		
Air Handlers: For each air-handling unit to and including 10,000 cubic feet per minute (cfm) (4719 L/s), including ducts attached thereto		\$12.25		
For each air-handling unit over 10,000 cfm (4719 L/s)		\$20.82		
Evaporative Coolers For each evaporative cooler other than portable type		\$12.25		
Ventilation and Exhaust: For each ventilation fan connected to a single duct		\$8.34		
For each ventilation system which is not a portion of any heating or air-conditioning system authorized by a permit		\$12.25		
For the installation of each hood which is served by mechanical exhaust, including the ducts for such hood		\$12.25		
Incinerators For the installation or relocation of each domestic-type incinerator		\$21.00		
For the installation or relocation of each commercial or industrial-type incinerator		\$16.70		
Miscellaneous				
For each appliance or piece of equipment regulated by the Mechanical Code but not classed in other appliance categories, or for which the fee is listed in the table		\$12.25		
Inspections outside of normal business hours, per hour (minimum . Reinsertion fees assessed under provisions of Section 305.8, per inspection charge—two hours)		\$250.00		+15%
Inspections for which no fee is specifically indicated, per hour (minimum charge—one hour)		\$125.00		+15%
Additional plan review required by changes, additions or revisions to plans or to plans for which an initial review has been completed, per hour (minimum charge—one hour)		\$125.00		+15%
Additional plan review required by changes, additions or revisions to plans or to plans for which an initial review has been completed, per hour (minimum charge—one hour)		\$125.00		+15%
PLUMBING PERMIT FEES (Table 3-D from the UAC)				
Permit Issuance: For the issuance of each plumbing permit		\$107.00		
Permit Issuance: For issuing each supplemental permit for which the original permit has not expired, been canceled or finalized		\$10.00		
Fixtures and Vents: For each plumbing fixture or trap or set of fixtures on one trap (including water, drainage piping and back flow protection thereof)		\$11.80		
Fixtures and Vents: For repair or alteration of drainage or vent piping, each fixture		\$5.50		
Sewers, Disposal Systems and Interceptors: For each building sewer and each trailer park		\$28.35		
Sewers, Disposal Systems and Interceptors For each cesspool		\$42.85		

City of Greenfield
Building and Construction, Planning/Land Use Fees

Resolution 2014-81
Effective: 2-7-2015

TYPE OF PERMIT	Admin Fee	Application/Permit Fee	Deposit	Staff T&M + Consultant
Sewers, Disposal Systems and Interceptors For each private sewage disposal system		\$85.70		
Sewers, Disposal Systems and Interceptors For each industrial waste pretreatment interceptor, including its trap and vent, excepting kitchen-type grease interceptors functioning as fixture traps		\$22.90		
Sewers, Disposal Systems and Interceptors Rainwater systems- per drain (inside building)		\$11.30		
Water Piping and Water Heaters: For installation, alteration, or repair of water piping or water-treating equipment, or both, each		\$5.50		
Water Piping and Water Heaters: For each water heater including vent		\$14.15		
Gas Piping Systems: For each gas piping system of one to five outlets		\$7.10		
Gas Piping Systems: For each additional outlet over five each		\$1.30		
Lawn Sprinklers, Vacuum Breakers and Backflow Protection Devices: For each lawn sprinkler system on any one meter, including backflow protection devices		\$17.00		
Lawn Sprinklers, Vacuum Breakers and Backflow Protection Devices: 1 to 5 devices		\$14.15		
Lawn Sprinklers, Vacuum Breakers and Backflow Protection Devices Over 5 devices		\$2.60		
Lawn Sprinklers, Vacuum Breakers and Backflow Protection Devices: 2 inches (50.8 mm) and smaller		\$14.15		
Lawn Sprinklers, Vacuum Breakers and Backflow Protection Devices: Over 2 inches (50.8		\$28.35		
Swimming Pools: Public pool		\$105.00		
Swimming Pools: Public spa		\$69.90		
Swimming Pools: Private pool		\$69.90		
Swimming Pools: Private spa		\$34.80		
Misc.: For each appliance or piece of equipment regulated by the Plumbing Code but not classed in other appliance categories, or for which no other fee is listed in this code		\$11.30		
Other Inspections and Fees: Inspections outside of normal business hours, per hour (minimum charge- two hours)		\$250.00		+15%
Reinspection fees assessed under provisions of Section 305.8, per inspection		\$125.00		+15%
Inspections for which no fee is specifically indicated, per hour (minimum charge--one hour)		\$125.00		+15%
Additional plan review required by changes, additions or revisions to plans or to plans for which an initial review has been completed, per hour (minimum charge-one hour)		\$125.00		+15%
GRADING PLAN REVIEW FEES (Table 3-G from the UAC)				
Application Fee		\$107.00		
Cubic yards: 0-100		\$160.00		
Cubic yards: 101-1000		\$640.00		
Cubic yards: 1001-10,000		\$1,280.00		
Cubic yards: 10,001-100,000		\$2,560.00		
Cubic yards: 100,000 +		Cost Recovery	\$5,000.00	+15%
GRADING PERMIT FEES (Table 3-H from the UAC)				
Application Fee		\$107.00		
Cubic yards: 0-100		\$160.00		
Cubic yards: 101-1000		\$640.00		
Cubic yards: 1001-10,000		\$1,280.00		
Cubic yards: 10,001-100,000		\$2,560.00		
Cubic yards: 100,000 +		Cost Recovery	\$5,000.00	+15%
PUBLIC WORKS				
Encroachment Permit		\$107.00		
Inspection, per hour (minimum charge--one hour)		\$125.00		+15%

Building Permit Fees are based on the 1997 Uniform Administrative Code (UAC). The fee tables from the 1997 Uniform Administrative Code are referenced in the section titles on this worksheet.

Staff and Consultant T&M: The T&M is the actual cost to the applicant above the deposit that is based on a time and materials method of billing; consultant cost is actual cost plus 15%.

Application Fee shall be paid by applicant at time application is submitted for processing. Where Actual Costs are recovered (Cost Recovery), applicant shall deposit amount indicated at same time the indicated Application Fee is paid. Actual Costs are defined as all expenses incurred in connection with the processing of the specific project by the City. Expenses include, but are not limited to, all planning, engineering, legal, consultant, and contractor fees and charges, as well as other similar charges. Hourly staff costs are as listed. Outside consultants and contractors shall be charged to the applicant at cost plus 15%. All charges must be paid in full prior to permit issuance or approval.

Impact Fees

Consistent with the provisions of State law, the City of Greenfield charges development impact fees upon the issuance of permits for housing projects located within the city. These one-time fees are added to the cost of the permit to address impacts to the City's infrastructure and are intended to be used for capital projects that increase capacity. In addition, the City collects regional traffic impact fees on behalf of the Transportation Agency of Monterey County. Also, applicants are required to pay school impact fees to the two public school districts in the City. When combined with the permit fees, this makes up the total cost of government fees to build a housing unit in Greenfield. Most recent examples are shown in [Table 49: Government Fees per Single-Family Unit](#) and [Table 50: Government Fees per Multi-Family Unit](#). Also, given the State legislature's desire to accelerate the production of Accessory Dwelling Units and reduce fees by eliminating impact fees for units under 750 square feet and otherwise restrict fees, those totals have been included in [Table 51: Government Fees per Accessory Dwelling Unit \(Under 750 Square Feet\)](#).

Table 49: Government Fees per Single-Family Unit

Fee	Type	Amount
Administrative Fee	Building – Per Permit	\$107.00
Building Permit Fee	Building – Per Valuation	\$4,823.15
Certificate of Occupancy	Building – Per Permit	\$266.80
Permit Issuance - Electrical	Building – Per Permit	\$107.00
Permit Issuance - Mechanical	Building – Per Permit	\$107.00
Fire Plan Check	Fire Plan Review	\$115.00
Plumbing Permit	Building – Per Permit	\$125.00
CBSC Fee	State Mandated Program	\$24.00
Strong Motion Residential	State Mandated Program	\$76.19
Department Training Fee	Building – Per Valuation	\$198.76
Building Plan Check Fee	Building – Per Valuation	\$5,115.01
Electrical, Mechanical, Plumbing Plan Check Fee	Building – Per Valuation	\$2,064.37
Community Center Impact Fee	Impact Fee – Per Unit	\$88.75
Fire Impact Fee	Impact Fee – Per Unit	\$1,271.00
General Facilities Impact Fee	Impact Fee – Per Unit	\$274.59
Park Impact Fee	Impact Fee – Per Unit	\$1,279.03
Police Impact Fee	Impact Fee – Per Unit	\$495.91
Sewer Impact Fee	Impact Fee – Per Unit	\$3,573.68
TAMC – Regional Traffic Impact Fee	Impact Fee – Per Unit	\$2,088.37
Traffic Impact Fee	Impact Fee – Per Unit	\$1,352.00
Water Impact Fee	Impact Fee – Per Unit	\$3,110.24
School Impact Fees	Impact Fee – Per Square Foot	\$9,728.00
Fixture Fees	Building Permit – Per Fixture	\$1,221.59
Water Meter Fees	Public Works – Per Meter Size	\$533.00
TOTAL		\$38,595.44

Source: City of Greenfield, 2023

Table 50: Government Fees per Multi-Family Unit

Fee	Type	Amount
Administrative Fee	Building – Per Permit	\$107.00
Building Permit Fee	Building – Per Valuation	\$1,241.13
Certificate of Occupancy	Building – Per Permit	\$266.80
Permit Issuance - Electrical	Building – Per Permit	\$107.00
Permit Issuance - Mechanical	Building – Per Permit	\$107.00
Fire Plan Check	Fire Plan Review	\$230.00
Plumbing Permit	Building – Per Permit	\$125.00
CBSC Fee	State Mandated Program	\$6.87
Strong Motion Residential	State Mandated Program	\$22.14
Department Training Fee	Building – Per Valuation	\$50.56
Building Plan Check Fee	Building – Per Valuation	\$1,292.27
Electrical, Mechanical, Plumbing Plan Check Fee	Building – Per Valuation	\$507.24
Community Center Impact Fee	Impact Fee – Per Unit	\$75.35
Fire Impact Fee	Impact Fee – Per Unit	\$1,156.00
General Facilities Impact Fee	Impact Fee – Per Unit	\$274.59
Park Impact Fee	Impact Fee – Per Unit	\$1,729.03
Police Impact Fee	Impact Fee – Per Unit	\$392.24
Sewer Impact Fee	Impact Fee – Per Unit	\$3,573.68
TAMC – Regional Traffic Impact Fee	Impact Fee – Per Unit	\$764.69
Traffic Impact Fee	Impact Fee – Per Unit	\$1,712.00
Water Impact Fee	Impact Fee – Per Unit	\$3,110.24
School Impact Fees	Impact Fee – Per Square Foot	\$6,906.12
Fixture Fees	Building Permit – Per Fixture	\$340.21
Water Meter Fees	Public Works – Per Meter Size	\$533.00
TOTAL		\$24,630.16

Source: City of Greenfield, 2023

Table 51: Government Fees per Accessory Dwelling Unit (Under 750 Square Feet)

Fee	Type	Amount
Administrative Fee	Building – Per Permit	\$107.00
Building Permit Fee	Building – Per Valuation	\$1,078.29
Certificate of Occupancy	Building – Per Permit	\$266.80
Permit Issuance - Electrical	Building – Per Permit	\$107.00
Permit Issuance - Mechanical	Building – Per Permit	\$107.00
Fire Plan Check	Fire Plan Review	\$115.00
Plumbing Permit	Building – Per Permit	\$107.00
CBSC Fee	State Mandated Program	\$3.00
Strong Motion Residential	State Mandated Program	\$9.67
Department Training Fee	Building – Per Valuation	\$46.35
Building Plan Check Fee	Building – Per Valuation	\$1,239.08
Electrical, Mechanical, Plumbing Plan Check Fee	Building – Per Valuation	\$557.06
Fixture Fees	Building Permit – Per Fixture	\$537.22
TOTAL		\$4,280.47

Source: City of Greenfield, 2023

When considering the cost of government fees as a portion of the overall cost of housing construction in Greenfield on a per square foot basis, single-family residential development costs approximately \$24.12 per square foot, multi-family development at \$21.70 per square foot, and Accessory Dwelling Unit development at \$8.59 per square foot.

The City Development Fees and Impact Fees are included in the Community Development Department pages of the official City of Greenfield website for review by the public.

Analysis of Inclusionary Housing Ordinance

The City of Greenfield has an Inclusionary Housing Ordinance that was adopted in 2005, at the height of the first significant housing cost spike prior to the resulting foreclosure crisis in 2008-2011. A 20% set-aside is required for all single-family and multi-family projects in the City. In reviewing the efficiency of the Inclusionary Housing Ordinance and creating opportunities in Greenfield, it has become very apparent that its existence is a constraint to the development of housing in this local real estate market. All single-family subdivisions developed in the City over the last twenty years have been grandfathered in as they obtained entitlements prior to the adoption of the ordinance, including the most recent Vintage Meadows project, which was the only Above Moderate-income construction project built in the 5th Cycle. All subdivision projects that have been subject to the ordinance have not been built, as the overall cost of construction has

resulted in builders looking for locations where the overall cost of housing will result in greater profits. The City currently has two locations recently annexed that have let entitlements expire or are near expiration because a buyer to build the single-family housing cannot be found. Requiring 20% of the housing to be set-aside for low- or moderate-income homebuyers reduces the already slim profit margins of the projects, and the results are that no new single-family housing gets built locally.

In addition, there has not been an above-moderate income apartment project built within Greenfield since 2005. Inclusionary housing requirements are one of the constraints to construction, despite the demand. It is much more effective for builders to build subsidized apartment projects with tax credits or other funding, which has allowed Greenfield to be a leader in the production of affordable housing within the Salinas Valley and Monterey County as a whole.

Should the State, regional and local leaders be serious about Affirmatively Furthering Fair Housing by bringing in more resources to Greenfield and requiring more affordable housing in recognized areas of affluence such as the Monterey Peninsula, there should be an open dialogue about considering the suspension of the Inclusionary Housing Ordinance at the time when the City has met its Very-Low, Low- and/or Moderate-Income RHNA targets during the 6th Cycle.

SB 35 Compliance

As the City provided all of its necessary RHNA in all categories for the 5th Cycle, it has not been subject to the streamlining provisions that are mandated under the requirements of SB 35. Should the City be in a position to fall under those rules, it has the capacity internally to streamline development processes as necessary to comply with the requirements of the law.

Housing For Persons With Disabilities

The City of Greenfield does not consider any of its zoning practices or actions in processing development permits to constrain the development of housing for those with disabilities. Additional information on these facilities is provided in further detail in Section 6, Housing for the Special Needs Population.

Subdivision Regulations

Title 16 of the Greenfield Municipal Code governs procedures for subdividing land, dedication of public facilities (parks and school sites), and the design of streets, utilities, lots, and improvements. New lots must be at least 6,000 square feet and 60 feet in width. However, the ordinance contains a procedure that allows variance from minimum lot requirements in special circumstances.

The City's requirement for residential street width is 68 feet. The street pavement is 40 feet wide with four-foot-wide bicycle lanes and a 10-foot easement area on each side. Arterial streets require two-way left-turn lanes, also resulting in wider streets. Although wide streets add off-site improvement costs to projects, the increased safety makes such costs acceptable.

Building Codes

New construction must meet all state-mandated building codes which can add substantially to the cost of development. These include the California Building Code, related trade codes, the California Energy Code, Title 24 regulations, and State seismic safety requirements. These codes and regulations are used in jurisdictions throughout California. The state mandates that these

building, mechanical, plumbing, fire, housing, and historical building codes must be complied with in all construction. Local agencies may enact stricter requirements, but may not be less restrictive than the state codes. Chapter 15.04 of the Greenfield Municipal Code adopted the 2022 state building codes. Greenfield has adopted most recent building code, the 2022 California Building Code with all of the supplemental codes.

These codes and regulations are enforced through the development review process and through review of existing housing conditions by the Building Official. The Building Official reviews all building plans for new development to ensure compliance with the California Building Code. If unsafe conditions are discovered or suspected, a correction notice is filed under the authority of the California Building Code for the abatement of dangerous structures. The Building Official or the Planning Director also responds to complaints filed by citizens regarding housing violations.

Regional and County Government Approval

Development upon land surrounding a city is subject to regional governmental approval. State, regional, and local agency policies regarding the conversion of agricultural land, groundwater overdraft, and ambient air quality degradation may result in constraints to the provision of additional housing units. However, these constraints are consistent with other areas of Monterey County and within California.

Monterey County LAFCO has the ultimate decision-making authority regarding annexations to the City of Greenfield. LAFCO policies are intended to ensure that growth occurs in an orderly and planned manner, to discourage urban sprawl, and to protect surrounding agricultural lands. LAFCO also reviews and approves spheres of influence for cities. The adopted Sphere of Influence for Greenfield designates several areas to the west and east of the City as suitable for future urban development. Most of these areas are currently designated for residential uses within Greenfield's General Plan. One industrial site of approximately 20 acres is in the current sphere of influence (designated as urban transition).

One regional issue potentially acting as a constraint to housing and outside of Greenfield's jurisdiction is a current requirement by LAFCO to require agricultural mitigation at the time of annexation, rather than at building-permit issuance. Securing necessary easements and paying for easements prior to creating an impact can represent a significant commitment of time and money, and can act as an impediment to housing in the Salinas Valley.

Infrastructure Capacity to Support Housing

A significant factor that can add to the cost of residential development or otherwise constrain development is the availability and adequacy of infrastructure, including water, sewer, and roadway networks. SB 1087 requires water and sewer providers to grant priority service allocations to proposed developments that include low-income housing. To date, the City has not had to limit or otherwise prioritize connections for either water or sewer and does not anticipate doing so within the 6th Cycle.

Water Supply

California, including the Salinas Valley, is currently experiencing groundwater overdraft. Water discharge from Lake Nacimiento and Lake San Antonio helps prevent the overdraft of aquifers in the southern Salinas Valley. However, prior to record rains in 2023 these lakes were at record-setting low water levels and discharges were minimal. Because of general drought conditions in

California, there are rising concerns over groundwater supplies in the area. Although water shortages have not led to the denial of housing projects, cumulative impacts associated with groundwater overdraft in the Salinas Valley may lead to denial of future projects resulting in a potential constraint. A review of groundwater quality data for Greenfield indicates that groundwater in the area is recharged by the Salinas and Arroyo Seco Rivers. The Greenfield Public Works Department is responsible for water supply and delivery in the community. Local groundwater is currently the sole source of water supply. The City owns and operates the water distribution system that serves a population of approximately 20,000 residents. The existing water system consists of one distribution zone, two potable water storage tanks, and two pump stations. The single pressure zone serves City residents at elevations ranging between 210 feet above mean sea level (MSL) and 335 MSL. The water system serves approximately 4,200 Residential, Commercial, Industrial and Irrigation customers through 36 miles of water mains that span over 2.1 square miles. Nearly 90 percent of the service connections are for single-family and multi-family residences. In 2020 the total potable water demand in Greenfield was 626 million gallons or 1,921 acre-feet annually (AFA). Current capacity is 18.2 acre-feet per day, which equates to a total annual capacity of 6,694 AFA, which is sufficient to serve anticipated housing growth in the City. The City currently operates three groundwater wells. The wells pump directly into the one million-gallon Oak Avenue reservoir located at the intersection of 13th Street and Oak Avenue and the 1.5-million-gallon reservoir located at the City's public works maintenance yard at Walnut Avenue and 10th Street. System demands are met by continually filling the reservoirs.

Sewer

The existing Wastewater Treatment Plant was originally constructed in 1978 and has since been upgraded and expanded several times. It consists of a headworks, primary clarifiers, secondary biological treatment provided by aerated ponds, and effluent disposal provided by percolation ponds and effluent disposal fields. The sewer collection system comprises approximately thirty-one miles of gravity sewer pipes ranging in size from 4-inch to 24-inch diameter, and six lift stations. The sewer collection system spans over 2.1 square miles to serve the City's 3,800 customers. Greenfield's sewer plant operates at a flow of approximately 930,000 gallons per day and has approval to expand the plant to a capacity of 2.0 million gallons per day (MGD). The treated water is dispersed using spray fields. The wastewater system includes over 110,000 feet of gravity sewer ranging in diameter from 6 to 24 inches. The City has over 3,600 sewer connections, most of which are for single-family residential accounts. The sewer system has been extended over time as the City has expanded. Located in alleys and easements of the original downtown area, the sanitary sewer is predominately 6 inches in diameter. Newer pipes in residential areas to the west and east of the downtown area tend to be 8 inches in diameter and are generally aligned in streets' right-of-way. There is a network of trunk sewers that generally flow west to east and discharge into the Greenfield Wastewater Treatment Plant, located at the end of Walnut Avenue east of Second Street. The City's existing permit was issued in May of 2002 and it increased the City's allowable discharge to 1.5 million MGD from the previous limit of 1.0 MGD.

Roadways

U.S. Highway 101 provides regional access to the City of Greenfield. Two major interchanges are located at the intersections of the freeway with Oak Avenue and Walnut Avenue. Two other interchanges are located at both extremities of El Camino Real. El Camino Real serves as the City's main street and shopping district. The roadway network consists mainly of collector

streets forming a grid with blocks of approximately 300 feet by 600 feet, bisected by alleys. At Level of Service (LOS) “C,” all four major intersections currently operate at levels of service above the standard for the City.

There is an important relationship between the ability to provide needed housing and functional transportation routes and systems. Anticipating significant increases in population, the City developed a Transportation Master Plan to be used with the circulation element of the General Plan. This plan determined the needed improvements for the anticipated future land uses along with the funding mechanisms for implementation of the various recommended roadway improvements.

Monterey County Water Resources Agency

There is the possibility of the imposition of specific water conservation or allocation plans by the Monterey County Water Resources Agency (MCWRA), given the County's drought and seawater-intrusion problems. Currently, MCWRA has no permit authority with regard to development projects in incorporated cities. However, MCWRA does have jurisdiction over the use of groundwater within the county and can impose a moratorium on development in all areas of the county, both unincorporated and incorporated.

The MCWRA has influence over the approval of annexations to Greenfield, which require LAFCO approval. Due to the County's current groundwater overdraft problem, one of LAFCO's prime objectives is ensuring that potentially adverse groundwater impacts are offset through the implementation of project conditions. By request of MCWRA, housing project approvals incorporate conditions that may increase construction costs. These conditions include individual lot landscaping implemented by the builder, rather than future lot owners, with lawn areas limited to 25 percent of each landscape area.

Monterey Bay Unified Air Pollution Control District (MBUAPCD)

Similar to the MCWRA, the Monterey Bay Unified Air Pollution Control District has no permitting authority over housing projects. However, the MBUAPCD has completed an air quality management plan for the Monterey Bay Region (including Monterey, Santa Cruz, and San Benito counties) identifying various air-pollution-control measures based on forecasted population growth in the region. Population increases generally occur with residential project construction. If growth exceeds forecasted population numbers established by the air quality management plan, the district would anticipate an adverse impact on air quality. Air quality concerns may limit the construction of new residential projects which could result in limited affordable housing.

Market (Non-Government) Constraints

There are a number of costs involved in the development of housing. These include land and construction costs, site improvements (streets, sidewalks, etc.), sales and marketing, financing, and profit. Because these costs are so market-sensitive, it is difficult for local governments to reduce them.

Non-governmental building constraints do not appear overwhelming to potential housing development in Greenfield; however, with lower sale prices and property values than in higher-resource areas to the north, many builders choose not to invest in Greenfield given the lower profit margins. The land purchase and development costs and housing construction costs in

Greenfield are similar to those in other southern Monterey County cities, and much less than the northern portions of the county. This section evaluates both governmental and non-governmental constraints that have the potential to affect the Greenfield housing market.

Interest Rates

Since most homes in Greenfield are purchased with a relatively small percentage of cash down payment, the cost of borrowing money to buy a home is a major factor affecting the cost of housing and overall housing affordability. The higher the interest rate and other financing costs charged for borrowing money to purchase a home, the higher the total cost of the home and the higher the household income required to pay that cost. Home mortgage interest rates have been between 3.5 and 5.0 percent through the ten-year period prior to 2021. However, home mortgage interest rates have increased significantly, to where in 2023 interest rates for 30-year-fixed mortgages hover in the 6- and 7-percent ranges. Therefore, the ability to obtain credit is more difficult as interest rates rise and lower purchasing power for potential buyers.

The effect of financing costs on housing costs is demonstrated by showing how monthly mortgage payments (principal and interest) on a 30-year, \$200,000 loan increase with higher interest rates. At an interest rate of four percent, monthly payments would be \$955, requiring an income of about \$54,571. At an interest rate of 5 percent, monthly payments would be \$1,074, requiring an income of about \$61,360. At an interest rate of 6 percent, monthly payments would be \$1,199, requiring an income of about \$68,520. In reality, given current housing prices for single-family homes ranging in the \$500,000- and \$600,000-range, the loan amounts are far more significant.

Land Costs

According to the California Building Industry Association, the cost of land represents an ever-increasing proportion of the total housing-development cost, although it has much less impact on the maintenance and improvement of existing stock. The cost of land will vary significantly depending on whether it has entitlements, graded or finished lots, or utilities installed. Raw unentitled land will be less expensive in recognition of the costs and risks of achieving entitlements.

According to a 2014 report on affordable housing costs prepared by HCD, land cost accounted for about eight percent of the cost of affordable housing. Based on an analysis of the 251 projects, land costs varied considerably on a cost-per-acre basis. The median land cost in 2012 dollars for these projects was approximately \$400,000 per acre. However, the average cost per acre was approximately \$1,000,000 per acre, indicating that a few properties were very expensive, but most properties were less expensive. Approximately 27 percent of studied projects had land costs under \$200,000 per acre. Specific geographical data on these land costs was not presented in the report, but many of the studied projects were located in the Bay Area and Los Angeles, where land costs are considerably higher than in Greenfield.

Construction Costs

High construction costs influence market rate housing costs and impact the production of affordable housing. Valuations of projects recently permitted by the City of Greenfield in 2023 provides a per-square-foot estimate of \$166.96 for single-family residential construction and \$150.00 for multi-family construction, but these reflect national averages for permit-valuation purposes, and costs in California would be significantly higher. Given the requirements of labor,

affordable projects are even more expensive. As a most recent example, an application for bonds in 2023 for the EAH Housing Apartments affordable housing project was submitted to the State for up to \$80 million for the construction of the first phase, or 100 units. This would result in the unit costing \$800,000 to build or a per square-foot cost of up to \$800. Without the subsidies it would be financially impossible to construct these buildings otherwise.

Building at Lower Densities

Typically, building in Greenfield occurs at the anticipated density of the site inventory, which is a few units below maximum identified density of a zone. The two housing types typically built over the last twenty years include single-family homes and deed-restricted apartments. Given the desire to increase profitability for the single-family developers and the need for density bonuses and unit counts to create competitive applications for tax credits, densities are typically on the higher end of the zoning district. [Table 52: Density of Recent Construction](#) shows the projects built within the 5th Cycle Housing Element and their corresponding densities. As the data indicates, there all projects are within two units per acre of the maximum, even though they have the option to build far fewer units in these zoning designations.

Table 52: Density of Recent Construction

Project	Units	Property Size	Built Gross Density
Terracina Oaks	40 (R-M / 7-15 Units per Acre)	3.02 Acres	13.2 Units / Acre
Walnut Grove I	64 (R-M / 7-15 Units per Acre)	4.63 Acres	13.8 Units / Acre
Avila H2-A Project	112 (H-C / 12-21 Units per Acre)	5.75 Acres	19.5 Units / Acre
Walnut Grove II	144 (R-M / 7-15 Units per Acre)	9.38 Acres	15.4 Units / Acre
Magnolia Place II	32 (R-M / 7-15 Units per Acre)	2.46 Acres	13.0 Units / Acre
Vintage Meadows	155 (R-L / 1-7 Units per Acre)	18.6 Acres	8.3 Units / Acre

Source: City of Greenfield, 2023

Project Timeframe from Approval to Building Permits

After approval of a project by a jurisdiction, developers must take time to acquire necessary construction financing, secure building contractors, comply with conditions of approval and make a number of other major decisions prior to moving forward on a project. As such, this can result in delays between the entitlement of a project and the actual construction. However, in other cases, the applicant has already addressed a number of these items. In cases of urgency, the City allows for at-risk plan review where building permit applications are submitted prior to entitlements. [Table 53: Timeframe from Approval to Building Permit](#) shows the timeline of various projects approved or built in the last Housing Element cycle.

Table 53: Timeframe from Approval to Building Permit

Project	Type	Planning Approval	Building Submittal
Walnut Grove II/III	Multi-Family	3/2/2021	7/6/2021
Magnolia II Apts.	Multi-Family	1/4/2022	11/16/2021
14 Walker Lane	Single-Family	12/6/2022	12/8/2022
16 Walker Lane	Single-Family	5/2/2023	5/8/2023
1263 Victorian Cir.	Single-Family	5/5/2020	10/28/2020

Source: City of Greenfield, 2023

10. ZONING FOR A VARIETY OF HOUSING TYPES

The California Government Code mandates each local jurisdiction analyze the special housing needs of the elderly, persons with disabilities, large families, farmworkers, families with female heads of households, families and persons in need of emergency shelter, homeless persons and families, and any other group a local jurisdiction deems appropriate. This analysis is provided in [Section 6, Housing for Special Needs Populations](#). Special needs are those associated with specific demographic or occupational groups which call for very specific program responses. These special needs groups often live in substandard homes or in overcrowded living conditions, spend a disproportionate amount of their income to secure safe and decent housing, and are sometimes subject to discrimination based on their specific needs or circumstances. Therefore, it is critical to identify zoning opportunities within the city for the location and proper zoning of facilities needed by these groups.

The Housing Element of the Greenfield 2005 General Plan identifies the city's need to provide equal access to housing for homeless persons, recently homeless persons, single and small households, farmworkers, and other people with special needs, including encouraging the development of emergency, transitional, single-room occupancy, and farmworker housing in proximity to transit and services. The California Government Code establishes certain local government regulatory limits related to the development and approval of emergency shelters and transitional and employee housing, including farmworker housing facilities.

In 2018, the City Council passed a comprehensive ordinance to provide for adequate development and operational standards to assure appropriate and affordable housing and services can be accommodated in the city for homeless persons, recently homeless persons, single and small households, farmworkers, and other special needs populations. This chapter, known as 17.80 of the Municipal Code, shall be interpreted and applied consistent with the policies and guidelines of the general plan housing element; the requirements of the California Government Code, including but not limited to Section 65580 et seq.; and the requirements of the California Health and Safety Code Section 17000 et seq. (Ord. 533 §2(part), 2018; Ord. 510 §1(part), 2015; Ord. 473 §3, 2007).

Pursuant to various sections of State law, the Housing Element shall provide an analysis and availability of sites for a variety of housing types in the City of Greenfield that include the following:

- Multi-Family Rental Housing
- Housing For Agricultural Employees
- Emergency Shelters
- Low-Barrier Navigation Centers
- Transitional Housing
- Supportive Housing
- Single-Room Occupancy Units
- Manufactured Homes
- Mobile Home Parks
- Accessory Dwelling Units

Zoning Requirements for Multi-family Rental Housing

The Greenfield Zoning Code allows multi-family housing in Multiple-Family Residential Districts (R-M) between 7 and 15 units per acre and in High-Density Infill Districts (R-H) from 12 to 21 units per acre. These density numbers can be increased with applicable Density Bonuses as a result of providing a percentage of the project as affordable units.

Multi-Family housing is also a permitted use integrated with commercial or office uses in the various commercial districts - Neighborhood Commercial (C-N), Retail Business (C-R), Highway Commercial (C-H) and Professional Office (P-O) through use of the Mixed-Use Overlay or a Specific Plan Designation.

At present, the Planning Commission reviews these projects solely for architectural design review approval. They have no jurisdiction to reduce the proposed density of projects.

There are currently 198.7 acres of property zoned R-M in Greenfield's city limits and 20.1 acres zoned R-H. Seven R-M sites have been proposed for inclusion in the 2023-2031 Housing Element Site Inventory on 40.57 acres of land. No R-H sites have been proposed in the current site inventory.

Zoning Requirements for Housing for Agricultural Employees

Section 17.80 of the Greenfield Municipal Code was amended in 2018 to make various changes during the previous Housing Element cycle to facilitate many different housing types into the Zoning Code and ease the process to build these types of uses, including agricultural employee housing.

Greenfield's zoning ordinance includes employee housing as permitted uses for the R-M Multiple-Family Residential and the R-H High-Density Infill districts, which permits multi-family dwellings that could accommodate construction of farmworker housing. The same sites that have been identified in the Site Inventory for multi-family housing could all potentially be available for agricultural housing.

Per State law (Health and Safety Code Section 17000 et seq.) and local ordinance (17.80.060, B.3), employee housing facilities providing accommodations for six (6) or fewer employees are allowed in all residential zoning districts, in the C-R (retail business) zoning district as part of a mixed-use development, and in the C-H (highway commercial) with MUO (mixed-use overlay) zoning district as a permitted use without a conditional use or other discretionary permit.

Zoning Requirements for Emergency Shelters

The 2005 and 2016 Greenfield Housing Element identified the City's need to provide equal access to housing for people with special needs, including encouraging the development of emergency and transitional housing. The California Government Code establishes certain local government regulatory limits related to the development and approval of emergency shelters. Greenfield Municipal code chapter 17.80 was amended in 2018 to provide for adequate development and operational standards to assure appropriate housing and services for special needs populations. Chapter 17.80 is consistent with the requirements and restrictions of the California Government Code.

Emergency shelter means housing with minimal supportive services for homeless persons that is limited to occupancy of six (6) months or fewer by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay. As per chapter 17.80, emergency shelters are permitted in R-M (medium-density residential), R-H (high-density residential), C-R (retail business), and I-L (light industrial) zoning districts subject to the following conditions: (1) emergency shelters are allowed in the C-R zoning district as a permitted use without a conditional use or other discretionary permit, (2) emergency shelters are allowed in the R-M and R-H zoning districts subject to issuance of a conditional-use permit, and (3) allowance of an emergency shelter of 100 or more beds in the C-R zoning district is subject to issuance of a conditional-use permit. Parking for the facility should be limited to sufficient parking to accommodate the staff working in the emergency shelter. A use permit generally takes two to three months to process, and the applicant is required to submit site plans, floor plans, and other information pertinent to understanding impacts of development at the site. The application is routed to all departments for review, and the approving authority is the Greenfield Planning Commission. Conditions of Approval that are applied to use permits generally focus on building and other legal requirements and are in no manner intended to constrain development of emergency shelter sites. The City has capacity, including infrastructure as evidenced in its site inventory, to provide at least one year-round shelter in either its R-M or R-H zones with a Conditional-Use Permit or without a Conditional-Use Permit in areas zoned C-R. The requirements of chapter 17.80 do not apply in situations of city or statewide designated disasters or catastrophic conditions, but only for the duration of the designated disaster or catastrophic condition.

Zoning Requirements for Low Barrier Navigation Centers

AB 101 requires a Low Barrier Navigation Center (LBNC) be a use by right in areas zoned for mixed-use and nonresidential zones permitting multi-family uses if it meets specified requirements, including: Access to permanent housing, use of a coordinated entry system (i.e. Homeless Management Information System), and use of Housing First according to Welfare and Institutions Code section 8255. (Gov. Code, § 65662.) A LBNC is defined as a Housing First, low-barrier, temporary, service-enriched shelter focused on helping homeless individuals and families to quickly obtain permanent housing. Low-barrier includes best practices to reduce barriers to entry, such as allowing partners, pets, storage of personal items, and privacy (Gov. Code, § 65660.)

As these requirements were put in place after the most recent update to Chapter 17.80 of the Municipal Code, the City has included a program to adopt an ordinance to ensure that Low Barrier Navigation Centers are specifically included in Chapter 17.80, with permitted zoning as outlined in State law.

Zoning for Transitional Housing

Transitional housing contains living facilities with supportive services for a minimum of 6 months up to 24 months, and targets recently homeless individuals. Greenfield Municipal Code states that transitional housing facilities shall be considered a residential use of property and will be subject only to those restrictions and standards that apply to other residential dwellings of the same type in the same zoning district. In addition to those development standards, the following operational standards shall also apply to transitional housing facilities: (1) the program shall provide accommodations appropriate for a maximum stay of 24 months per

client, (2) the facility shall have adequate private living space, shower and toilet facilities, and secure storage areas for its intended residents, and (3) support services shall be provided by the transitional housing provider including a drug or alcohol abuse counseling component; appropriate state and/or federal licensing shall be required; identification of a transportation system that will provide its clients with a reasonable level of mobility including, but not limited to, access to social services, housing, and employment opportunities; specific mechanisms for residents to contact social service; clear and acceptable arrangements for facility residents, such as on-site meal preparations or food provision and disbursement; and provide childcare services and ensure that school age children are enrolled in school during their stay at the facility.

Transitional housing facilities shall be considered a residential use of property, and shall be subject only to those restrictions and standards that apply to other residential dwellings of the same type in the same zoning district. Transitional housing facilities providing accommodations for six (6) or fewer individuals shall be deemed a single-family structure with a residential land-use designation for the purposes of this section and are allowed in all residential zoning districts, in the C-R (retail business) zoning district as part of a mixed-use development, and in the C-H (highway commercial) with MUO (mixed-use overlay) zoning district as a permitted use without a conditional-use or other discretionary permit, excepting design review in accordance with section 17.16.070.

Transitional housing facilities providing accommodations for more than six (6) individuals are allowed in the R-M (multiple-family residential) and R-H (high-density multi-family residential) zoning districts, in the C-R (retail business) zoning district as part of a mixed-use development, and in the C-H (highway commercial) with MUO (mixed-use overlay) zoning district as a permitted use without a conditional-use or other discretionary permit, excepting design review in accordance with section 17.16.070.

Off-street parking shall be provided based on demonstrated need but shall not require more parking than required for other residential uses in the same zoning district. Except as otherwise required or allowed by this subsection, the parking requirements of chapter 17.58 shall also apply.

Zoning for Supportive Housing

Supportive housing as defined in Section 50675.14 of the Health & Safety Code has no limit on the length of stay and is linked to onsite or offsite services. “Services typically include assistance designed to meet the needs of the target population in retaining housing, living and working in the community, and/or improving health and may include case management, mental health treatment, and life skills.” The City understands the importance of providing supportive housing and supportive services to assist homeless persons in the transition from homelessness and to enable homeless persons to live as independently as possible. In 2018 the City amended Chapter 17.80 of its municipal code to conform provisions to that of State law. For Supportive Housing, facilities shall be considered a residential use of property, and shall be subject only to those restrictions and standards that apply to other residential dwellings of the same type in the same zoning district.

Zoning for Supportive Housing facilities must comply with AB 2162, which requires that supportive housing be a use by right in zones where multi-family housing and mixed uses are

permitted, including nonresidential zones permitting multi-family uses. The legislation requires a local government to approve, within statutory timelines, a supportive housing development that complies with specified criteria.

Supportive housing facilities providing accommodations for six (6) or fewer individuals shall be deemed a single-family structure with a residential land-use designation and are allowed in all residential zoning districts, in the C-R (retail business) zoning district as part of a mixed-use development, and in the C-H (highway commercial) with MUO (mixed-use overlay) zoning district as a permitted use without a conditional-use or other discretionary permit, excepting design review in accordance with section 17.16.070.

Supportive housing facilities providing accommodations for more than six (6) individuals are allowed in the R-M (multiple-family residential) and R-H (high-density multi-family residential) zoning districts, in the C-R (retail business) zoning district as part of a mixed-use development, and in the C-H (highway commercial) with MUO (mixed-use overlay) zoning district as a permitted use without a conditional-use or other discretionary permit, excepting design review in accordance with section 17.16.070.

Supportive housing shall comply with the same development standards that apply to other residential dwellings of the same type in the same zoning district. In addition to those development standards, the following operational standards shall also apply to transitional housing facilities: (1) no limit on length of stay, (2) the facility shall have adequate living space, shower and toilet facilities, laundry facilities including washers and dryers, and secure storage areas for its intended residents. To the greatest extent feasible, adequate facilities shall be provided so that all members of a family may be housed together, regardless of age and gender. If day, play, or activity space for families with children is not available within the family sleeping or living area, a separate day, play, or activity room shall be provided, which shall be separate from any common day or activity room provided for use by other residents. (3) Supportive services include, but are not limited to, a combination of subsidized, permanent housing, intensive case management, medical and mental health care, substance abuse treatment, employment services, and benefits advocacy.

Parking shall be provided based upon demonstrated need but shall not require more parking than required for other residential uses within the same zoning district.

Zoning for Single-Room Occupancy Units

"Single-room occupancy (SRO) facility" means any building containing five (5) or more guest rooms or units intended or designed to be used, or which are used, rented, or hired out to be occupied, or which are occupied, for sleeping purposes by residents, which is also the primary residence of those residents. The individual units shall lack either kitchen facilities or individual bathrooms, or both. A single-room occupancy facility does not include residential care homes, senior housing projects, rooming and boarding houses, hotels and motels, bed and breakfast lodging, extended care facilities, hospitals, or other transient lodging facilities.

Single-room occupancy (SRO) facilities shall be considered a residential use of property and shall be subject only to those restrictions and standards that apply to other residential dwellings of the same type in the same zoning district. SRO facilities are allowed in the R-M (medium-density residential) and R-H (high-density residential), C-R (retail business) zoning district as part of a mixed-use development and in the C-H (highway commercial) with MUO (mixed-use overlay)

zoning districts as a permitted use without a conditional-use or other discretionary permit, excepting design review in accordance with section 17.16.070.

SRO facilities shall comply with the same restrictions and development standards that apply to other residential dwellings of the same type in the same zoning district. An SRO facility shall conform to the density standards of the zoning code. Increased density may be allowed pursuant to the density bonus provisions of chapter 17.50 or by means of a development agreement adopted pursuant to section 17.16.160. Tenancy of each SRO unit shall not be for less than thirty (30) days. Excluding any bathroom area and closet(s), each SRO unit shall have a minimum size of one hundred fifty (150) square feet, or as otherwise allowed by the planning director. The facility shall have adequate living space, shower and toilet facilities, laundry facilities including washers and dryers, kitchen facilities, and secure storage areas for its intended residents. To the greatest extent feasible, facilities shall be provided so that all members of a family may be housed together, regardless of age and gender. If day, play, or activity space for families with children is not available within the individual SRO unit, a separate day, play, or activity room shall be provided, and this room shall be separate from any common day or activity room provided for use by all SRO residents. Off-street parking shall be provided based upon demonstrated need but shall not require more parking than required for other residential uses within the same zoning district.

An existing structure may be converted to an SRO facility, consistent with the provisions of this section. Any such conversion must bring the entire structure up to current building code standards, including accessibility and adaptability standards, unless otherwise exempted by the building official. A motel or hotel in the C-R (retail business) or C-H (highway commercial) with MUO (mixed-use overlay) zoning district, existing as of the effective date of this section, may be converted to an SRO facility without being part of a mixed-use development.

Zoning for Manufactured Homes

Manufactured Homes are permitted in all residential zones in the City on a permanent foundation, subject to design review by the Planning Commission and the same development standards as traditional construction in the respective zoning districts. Any architectural requirements imposed on the manufactured home structure itself, exclusive of any requirement for any and all additional enclosures, shall be limited to its roof overhang, roofing material, and siding material. As the housing crisis has worsened, individual property owners have come to the city looking to inquire about building manufactured or modular housing on vacant or underutilized property. All sites within the Site Inventory on R-L or R-M zoned property could utilize manufactured homes.

The City's ordinance is consistent with the requirements of Government Code Section 65852.3, which requires that the installation of manufactured homes certified under the National Manufactured Housing Construction and Safety Standards Act of 1974 (42 U.S.C. Secs. 5401 et seq.) on a foundation system, pursuant to Section 18551 of the Health and Safety Code, be allowed on lots zoned for conventional single-family residential dwellings. The city shall only subject the manufactured home and the lot on which it is placed to the same development standards to which a conventional single-family residential dwelling on the same lot would be subject, including, but not limited to, building setback standards, side and rear yard requirements, standards for enclosures, access, and vehicle parking, aesthetic requirements, and minimum square footage requirements.

Zoning for Mobile Home Parks

A mobile home park is any area of land or property that has at least two mobile homes, manufactured homes, recreational vehicles, and/or lots that are held out for rent or lease. Mobile home parks, under HCD's enforcement jurisdiction, also include any subdivision, cooperative, condominium, homeowner's association, and/or other forms of resident-ownership properties. Mobile Home Parks are permitted in all residential zones in the City, subject to design review by the Planning Commission, and subject to the same development standards and density in the respective zoning districts.

Zoning for Accessory Dwelling Units

Per the 2022 Update to the HCD ADU Handbook, an Accessory Dwelling Unit (ADU) is defined as accessory to a primary residence and has complete independent living facilities for one or more persons and has a few variations:

- **Detached:** The unit is separated from the primary structure.
- **Attached:** The unit is attached to the primary structure.
- **Converted Existing Space:** This refers to space (e.g., master bedroom, attached garage, storage area, or similar use, or an accessory structure) on the lot of the primary residence that is converted into an independent living unit.
- **Junior ADU:** The unit is a specific type of conversion of existing space that is contained entirely within an existing or proposed single-family residence.

Per Government Code section 65852.150: Accessory dwelling units are a valuable form of housing in California, and provide housing for family members, students, the elderly, in-home health care providers, the disabled, and others, at below-market prices within existing neighborhoods. Homeowners who create accessory dwelling units benefit from added income, and an increased sense of security. Allowing accessory dwelling units in single-family or multi-family residential zones provides additional rental housing stock in California.

It is the intent of the Legislature that an accessory dwelling unit ordinance adopted by a local agency has the effect of providing for the creation of accessory dwelling units and that provisions in this ordinance relating to matters including unit size, parking, fees, and other requirements, are not so arbitrary, excessive, or burdensome so as to unreasonably restrict the ability of homeowners to create accessory dwelling units in zones in which they are authorized by local ordinance. The preparation, adoption, amendment, and implementation of local ADU ordinances must be carried out consistent with Government Code section 65852.150 and must not unduly constrain the creation of ADUs. Local governments adopting ADU ordinances should carefully weigh the adoption of zoning, development standards, and other provisions for impacts on the development of ADUs.

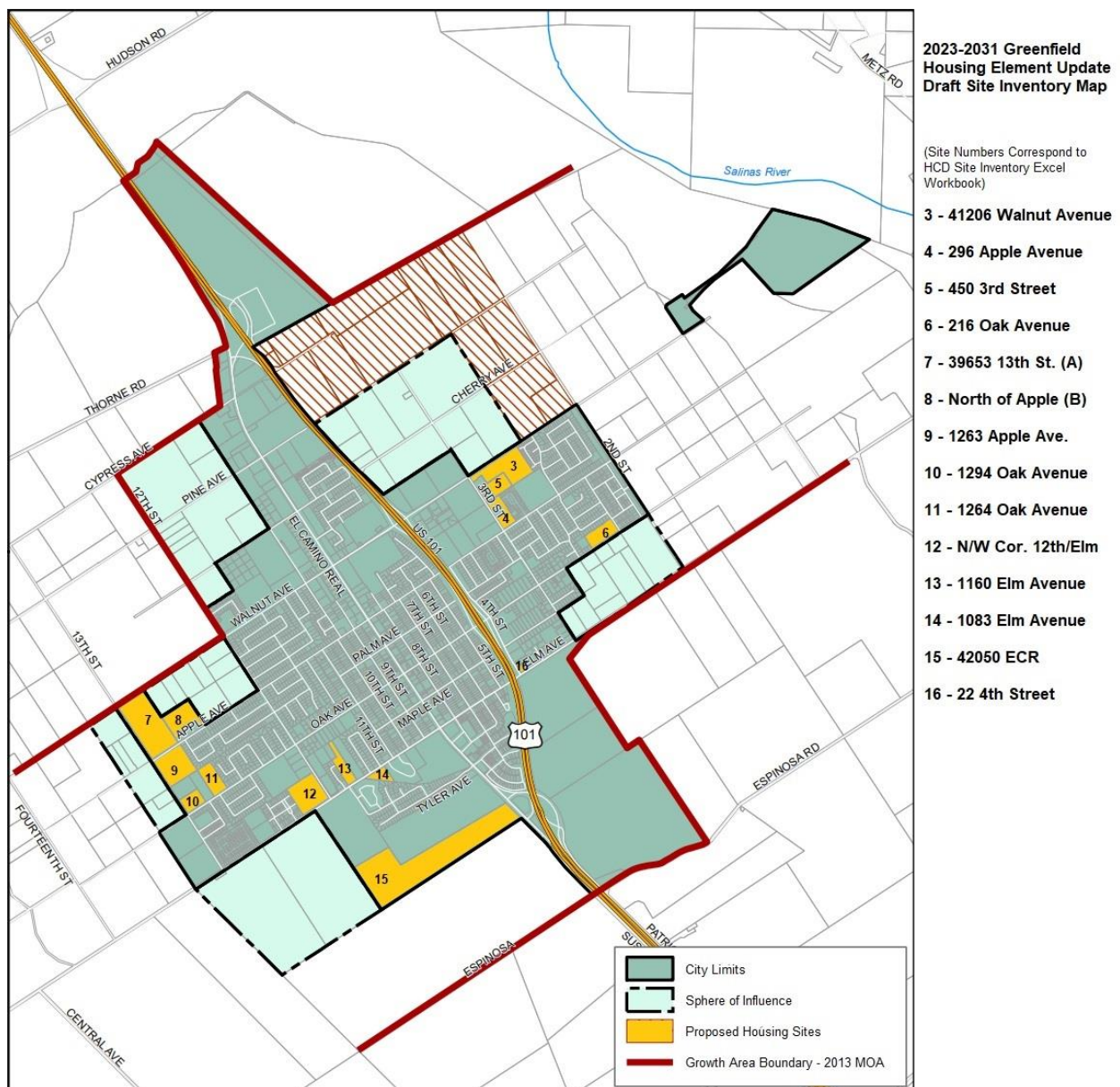
The City last updated its local ADU ordinance in 2018. The City has not updated the most recent changes to ADU law with an ordinance that has been reviewed by HCD. As such, the City follows current state law in relation to new requests throughout the community for ADUs. As of March 2023, 13 ADU projects were in permitting stage and construction throughout Greenfield. In order to assist the public in understanding ADU regulations more clearly, the City has established a Housing Element program to update local ADU regulations to update to State law as needed, including an updated ordinance in 2024.

11. SITE INVENTORY AND ANALYSIS

The official Site Inventory form is an Excel document specifically built by HCD and is submitted electronically and is included in the Housing Element as [Table 54: City of Greenfield Housing Element Site Inventory](#). The map for the site inventory is included as [Figure 12: 2023-2031 Greenfield Housing Element Site Inventory Map](#). Numbers for Sites have been given based on their line in the official HCD workbook.

The following sites have been identified and proposed for inclusion in the 6th Cycle Housing Element Site Inventory.

Figure 12: 2023-2031 Greenfield Housing Element Site Inventory Map



Source: City of Greenfield, 2023

6.0 – HOUSING ELEMENT

Table 54: City of Greenfield Housing Element Site Inventory

Site Address	APN	General Plan Designation (Current)	Zoning (Current)	Min. /Acre	Max /Acre	Parcel Size (Acres)	Existing Use	Infrastructure	Site Status	In Last Two Planning Cycle(s)	Lower Income Capacity	Mod. Income Capacity	Above Mod. Income Capacity	Total
41206 Walnut Avenue	109-082-012	Medium Density Residential	R-M	7	15	10.97	Vacant	YES - Current	Pending Project	Yes	110	112		222
296 Apple Avenue	109-082-013	Medium Density Residential	R-M	7	15	4.6	Vacant	YES - Current	Pending Project	Yes	36			36
450 3rd Street	109-082-001	Medium Density Residential	R-M	7	15	4.6	Residential	YES - Current	Available	Yes	3	3	30	36
216 Oak Avenue	109-091-022	Low Density Residential	R-L	1	7	4.69	Residential	YES - Current	Available	No	2	2	20	24
39653 13th Street	109-232-001	Low Density Residential	R-L	1	7	20	Agricultural	YES - Planned	Pending Project	No	16	16	134	166
North of Apple Avenue between 12th and 13th Street	109-232-008	Low Density Residential	R-L	1	7	9.54	Agricultural	YES - Planned	Pending Project	No	*	*	*	*
1263 Apple Avenue	109-221-001	Medium Density Residential	R-M	7	15	9.2	Residential	YES - Planned	Available	Yes	5	5	40	50
1294 Oak Avenue	109-221-027	Neighborhood Commercial	C-N	1	15	3.11	Residential	YES - Current	Available	Yes	3	3	24	30
1264 Oak Avenue	109-221-007	Medium Density Residential	R-M	7	15	4.85	Residential	YES - Current	Available	No	5	5	40	50
Northwest Corner of 12th and Elm	109-222-005	Low Density Residential	R-L	1	7	10	Residential	YES - Current	Available	No	5	5	40	50
1160 Elm Avenue	109-212-005	Medium Density Residential	R-M	7	15	3.9	Residential	YES - Current	Available	No	4	4	32	40
1083 Elm Avenue	024-261-001	Medium Density Residential	R-M	7	15	2.45	Vacant	YES - Current	Available	Yes	14	14	0	28
42050 El Camino Real	221-011-068	Low Density Residential	R-L	1	7	47	Agricultural	YES - Planned	Pending Project	No	22	22	180	224
22 4th Street	109-521-041	Highway Commercial	C-H	1	15	1	Hotel/motel	YES - Current	Available	No	84			84

Source: City of Greenfield, 2023 *Project included with above site

Site 3 - 41206 Walnut Avenue

Source: Google Earth, Image Date 5/30/2023

This vacant 10.97-acre property is zoned R-M and has been used in both the 4th and 5th Cycle Housing Elements. By-right zoning for multi-family units already exists on the property. The property is owned by an affordable housing provider, EAH, and they have been considering development on the property for the last five years. Greenfield Commons is a two-phase development offering 222 units of permanently affordable rental housing for families tied to the local agriculture sector and veterans referred through the Veterans Administration. The proposed development is consistent with the City of Greenfield's Housing Element and with EAH's goal to create community by developing, managing, and promoting quality affordable housing in the Salinas Valley..

The proposed development would feature garden-style apartments, a community building, a recreation and play area, indoor and outdoor common areas, and a community garden. The project is pursuing LEED Gold Certification and is designed to offset 100% of the property's energy consumption with on-site renewable sources. The project was originally entitled and CEQA analysis completed on the site back in 2020; however, delays in securing financing have resulted in significant delays. The project has required extensions of the planning entitlements and given the City's commitment to ensuring affordable housing at the site, the City has committed to extending the entitlements above and beyond any standard extensions for a housing project. Work is still required to complete a minor subdivision and affordable housing agreement prior to issuance of a building permit on the project.

Infrastructure is readily available through utilities located along the Walnut Avenue corridor to serve the property upon construction. As this is a site over 10 acres, it requires additional analysis to show that low-income housing is appropriate on the site. Per the guidebook, "a site may be

presumed to be realistic for development to accommodate lower income housing need if, at the time of the adoption of the housing element, a development affordable to lower income households has been proposed and approved for development on the site.”

Address	41206 Walnut Avenue
Size of Site	10.97 Acres
Zoning	R-M Multiple-Family Residential
Allowable Density	7 to 15 Units per Acre
RHNA Affordability	111 Low and 111 Moderate
Existing Use	Vacant
Infrastructure Availability	Currently Available
Environmental Constraints	None

Site 4 - 296 Apple Avenue

Source: Google Earth, Image Date: 5/30/2023

People's Self-Help Housing (PSSH) has proposed a new 36-unit single-family residential subdivision at a 4.6-acre property located at 296 Apple Avenue in the City of Greenfield. This is currently a vacant lot that has been previously used in the 4th and 5th Housing Elements. The property is currently zoned R-M, which allows apartment units by-right. The proposed project includes a Vesting Tentative Map and Planned Development to subdivide the property and construct 36 detached single-family residences and a 37th lot for an 11,279-square-foot detention basin. As of July 1, 2023, the project was pending approval by the City Council.

It is intended that the lots would be purchased by low- (<80%) and very low-income households (<50%) who are approved for USDA 502 mortgages that would fund the lot purchase and the construction of the homes. The homes will be constructed via the Mutual Self-Help Method. PSSH has assisted families to build over 1,200 homes in San Luis Obispo, Santa Barbara, and Ventura counties and is currently assisting 7 families to build their homes in King City. Infrastructure from 3rd Street and/or Apple Avenue is available to serve the site.

Address	296 Apple Avenue
Size of Site	4.6 Acres
Zoning	R-M Multiple-Family Residential
Allowable Density	7 to 15 Units per Acre
RHNA Affordability	18 Very Low and 18 Low
Existing Use	Vacant
Infrastructure Availability	Currently Available
Environmental Constraints	None

Site 5 – 450 3rd Street

Source: Google Earth, Image Date: 5/30/2023

450 3rd Street is a 4.6-acre R-M-zoned property with a single-family unit located on it built prior to annexation to the city that was utilized in the 5th Cycle site inventory. The property has by-right zoning for multi-family units between 7 and 15 units per acre. It is the same size as the adjacent 296 Apple site that is currently being proposed for 36 units. As such, it is anticipated that this project can accommodate an additional 36 units, with an income-level split consistent with the requirements of the City's Inclusionary Housing Ordinance. Infrastructure from 3rd Street could accommodate the site.

As this is a non-vacant site, additional analysis is required to demonstrate the potential and likelihood of additional development within the planning period. This property is very similar to neighboring 296 Apple Avenue, which also formerly had a single farmhouse on a large parcel and would have a similar land value and have a similar demand for new housing. As urbanized uses continue to grow around the property during the next eight years with two proposed housing developments and commercial construction at the Walnut Avenue Specific Plan, the interest from developers to purchase the property for housing purposes will only increase during the period.

Address	450 3rd Street
Size of Site	4.6 Acres
Zoning	R-M Multiple-Family Residential
Allowable Density	7 to 15 Units per Acre
RHNA Affordability	3 Low, 3 Moderate and 30 Above Moderate
Existing Use	One Single-Family Residence
Infrastructure Availability	Currently Available
Environmental Constraints	None

Site 6 – 216 Oak Avenue



Source: Google Earth, Image Date: 5/30/2023

The property at 216 Oak Avenue has been included in the Housing Element Site Inventory for the first time. The property is zoned R-L and currently includes 4 units in separate buildings at different locations on the property which were all constructed prior to development of the surrounding areas into subdivisions. In terms of feasibility to move forward with development of this site, the property was listed on the market in 2022 and sold at a price indicative of future development potential, although no formal proposal has been submitted to the City to date. It is anticipated that given surrounding development on similar 4.6-acre parcels in the area, the property could feasibly accommodate 24 subdivided units. Infrastructure to serve the property is available on Oak Avenue.

Address	216 Oak Avenue
Size of Site	4.69 Acres
Zoning	R-L Single-Family Residential
Allowable Density	1 to 7 Units per Acre
RHNA Affordability	2 Low, 2 Moderate and 22 Above Moderate
Existing Use	Rural Residential
Infrastructure Availability	Currently Available
Environmental Constraints	None

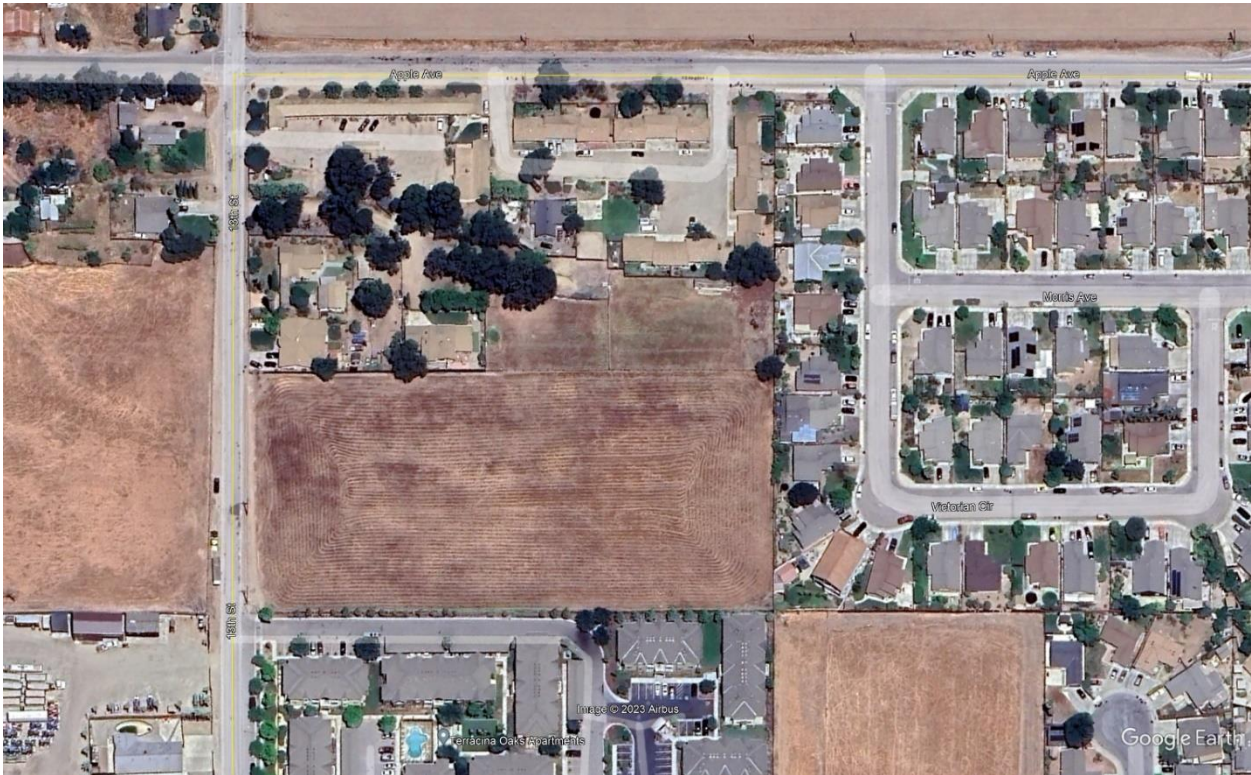
Sites 7 and 8 – 39653 13th Street



Source: Google Earth, Image Date: 5/30/2023

This almost 30-acre, L-shaped site, zoned R-L Single-Family Residential, was annexed by LAFCO into the city during the 5th Cycle and was entitled as a 166-unit subdivision known as Mira Monte. The property is on the Site Inventory list for the first time. The property is currently used for agriculture, and one of the parcels has no structures while one has an old agricultural warehouse building that is intended to be demolished. The Mira Monte project still has a vesting tentative map nearing its final extension and no further action to perfect entitlements has taken place to date as the property owner has yet to find a homebuilder at this time to develop the project. The project would potentially provide 34 affordable units. Infrastructure will need to be extended to serve the site but is available from Apple Avenue on the south end of the project.

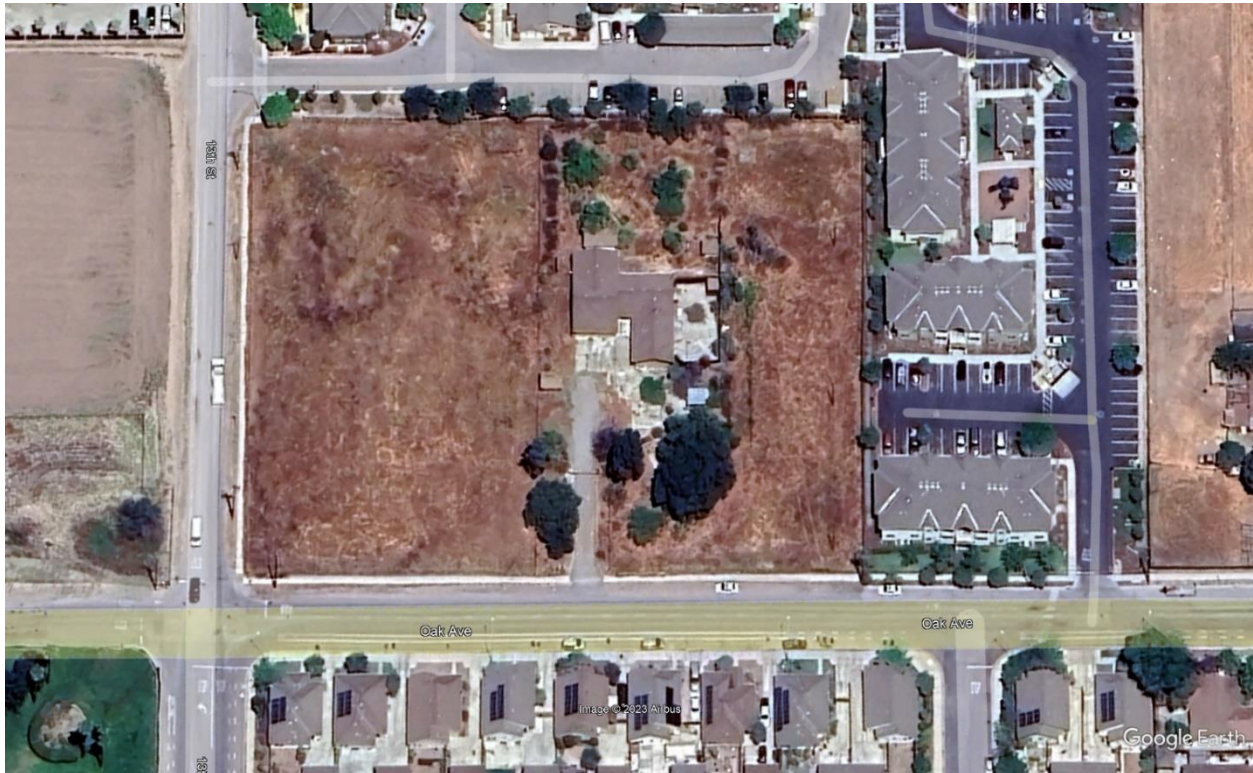
Address	39653 13th Street
Size of Site	29.54 Acres
Zoning	R-L Single-Family Residential
Allowable Density	1 to 7 Units per Acre
RHNA Affordability	16 Low, 16 Moderate and 134 Above Moderate
Existing Use	Agricultural
Infrastructure Availability	Currently Planned
Environmental Constraints	None

Site 9 - 1263 Apple Avenue

Source: Google Earth, Image Date: 5/30/2023

This R-M property has been used in the prior 5th Cycle Housing Element and multi-family housing is allowed by-right. There is older existing multi-family residential on the north side of the property that predates annexation to the City. There are currently 4.6 acres of vacant land on the southern side of the property that is available for development. While nothing has been planned to date, based on nearby development of the Terracina Oaks project adjacent to the south, it is anticipated that the site can accommodate an additional 50 multi-family housing units. City utilities will need to be extended along 13th Street to service the property.

Address	1263 Apple Avenue
Size of Site	9.2 Acres
Zoning	R-M Multiple-Family Residential
Allowable Density	7 to 15 Units per Acre
RHNA Affordability	5 Low, 5 Moderate and 40 Above Moderate
Existing Use	Residential
Infrastructure Availability	Currently Planned
Environmental Constraints	None

Site 10 – 1294 Oak Avenue

Source: Google Earth, Image Date: 5/30/2023

This property is currently zoned C-N Neighborhood Commercial, which allows for development from 1 to 15 units per acre along with a mixed-use component. The property is currently a single-family residence and is currently on the open market for sale. The property owners have discussed with the City the potential of rezoning the property to the adjacent R-M to improve marketability and the potential for the future development of the parcel. With the property surrounded by R-M units and the City's Patriot Park facility nearby, the property would appear to be prime for development. As the property was included in the previous housing element as a non-vacant site, the City is willing to commit to a program to rezone the property to R-M, which allows multi-family units by-right, or accommodate a housing project within the current zoning. Utilities to serve a proposed project are located on Oak Avenue. It is anticipated, given nearby development with Terracina Oaks and Vineyard Green apartments, that the property can support the proposed development of 30 multi-family units on the site.

Address	1294 Oak Avenue
Size of Site	3.11 Acres
Zoning	C-N Neighborhood Commercial
Allowable Density	1 to 15 Units per Acre
RHNA Affordability	3 Low, 3 Moderate and 24 Above Moderate
Existing Use	Single-Family Residential
Infrastructure Availability	Currently Available
Environmental Constraints	None

Site 11 – 1264 Oak Avenue

Source: Google Earth, Image Date: 5/30/2023

The property at 1264 Oak Avenue is another property from the Clark Colony period that was developed with a single-family home along with accessory structures on a 4.85-acre parcel prior to being annexed into the City of Greenfield. The property is surrounded by residential development and offers an opportunity for infill development. The property was purchased in 2018 by an entity that has a history of building multi-family developments in South County communities including Greenfield; however, a proposal to develop the property has yet to be submitted. Given the density of adjacent properties, it is feasible to assume that 50 units can be constructed at this site. Infrastructure to serve the development is readily available along Oak Avenue.

Address	1264 Oak Avenue
Size of Site	4.85 Acres
Zoning	R-M Multiple-Family Residential
Allowable Density	7 to 15 Units per Acre
RHNA Affordability	5 Low, 5 Moderate and 40 Above Moderate
Existing Use	Single-Family Residential
Infrastructure Availability	Currently Available
Environmental Constraints	None

Site 12 – 3 12th Street



Source: Google Earth, Image Date: 5/30/2023

The property on the northwest corner of Elm Avenue and 12th Street measures 10 acres and is an underutilized R-L parcel with an existing single-family home located on it. This is the first time the property has been proposed for inclusion in the Greenfield Housing Element Site Inventory. The likelihood that the property will be considered for additional development has increased because the property was recently placed on the market and is currently up for sale for a potential developer who would likely propose a subdivision on the property. Given adjacent development on a similar-sized parcel to the east, it is anticipated that the development capacity for a subdivision project on this lot would yield 50 new units of housing. The property has access to infrastructure along 12th Street or Elm Avenue.

Address	3 12th Street
Size of Site	10.00 Acres
Zoning	R-L Single-Family Residential
Allowable Density	1 to 7 Units per Acre
RHNA Affordability	5 Low, 5 Moderate and 40 Above Moderate
Existing Use	Single-Family Residential
Infrastructure Availability	Currently Available
Environmental Constraints	None

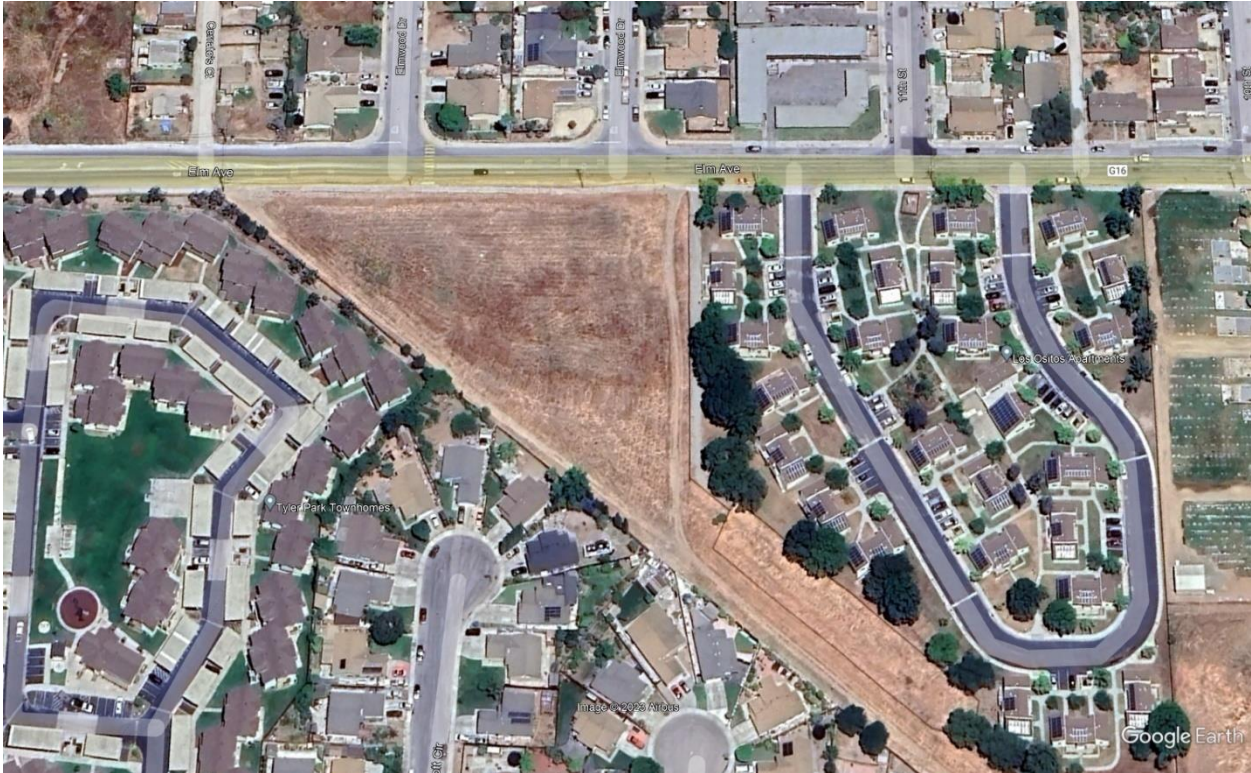
Site 13 - 1160 Elm Avenue

Source: Google Earth, Image Date: 5/30/2023

This deep 3.9-acre parcel at 1160 Elm Avenue has a small single-family home at the front of the property and is included on the Site Inventory for the first time. The property is zoned R-M and can feasibly accommodate 40 units based on surrounding development. Back in 2005-2008, the property was controlled by the developer of the adjacent Vista Verde development to the west, and intended for Don Vicente Drive, which terminates into the property on the west side, to be continued as a loop and accommodate an extension of the subdivision. The original subdivision has not been completed and this proposed second phase was never entitled, and the property was eventually sold and no development proposal has been submitted since then. Infrastructure is available to serve the project from Elm Avenue or Don Vicente Drive.

Address	1160 Elm Avenue
Size of Site	3.9 Acres
Zoning	R-M Multiple-Family Residential
Allowable Density	7 to 15 Units per Acre
RHNA Affordability	4 Low, 4 Moderate and 32 Above Moderate
Existing Use	Single-Family Residential
Infrastructure Availability	Currently Available
Environmental Constraints	None

Site 14 – 1083 Elm Avenue



Source: Google Earth, Image Date: 5/30/2023

The triangle-shaped, 2.45-acre site located at 1083 Elm Avenue has been owned by the Housing Authority of Monterey County for many years and is adjacent to the Los Ositos Senior Housing complex. The property is currently vacant. Over the years, beginning approximately 20 years ago, a project named Elm Terrace, which consisted of 28 units as a 100%-affordable project, was entitled but never began construction. Entitlements on the site have long expired, and the last conversations the City had with the Housing Authority considered building a denser project on the site. Given that this has been a priority site for the City to build affordable housing, it had been included in the 4th and 5th Cycle Housing Elements Site Inventory and a by-right multi-family project is allowed for the property under the R-M zone. Infrastructure to serve the project is available on Elm Avenue. The odd shape of the property makes the site plan a bit unconventional; however, a viable project has been entitled in the past, and the City is committed to working with the non-profit Housing Authority to ensure the development of the site for affordable housing.

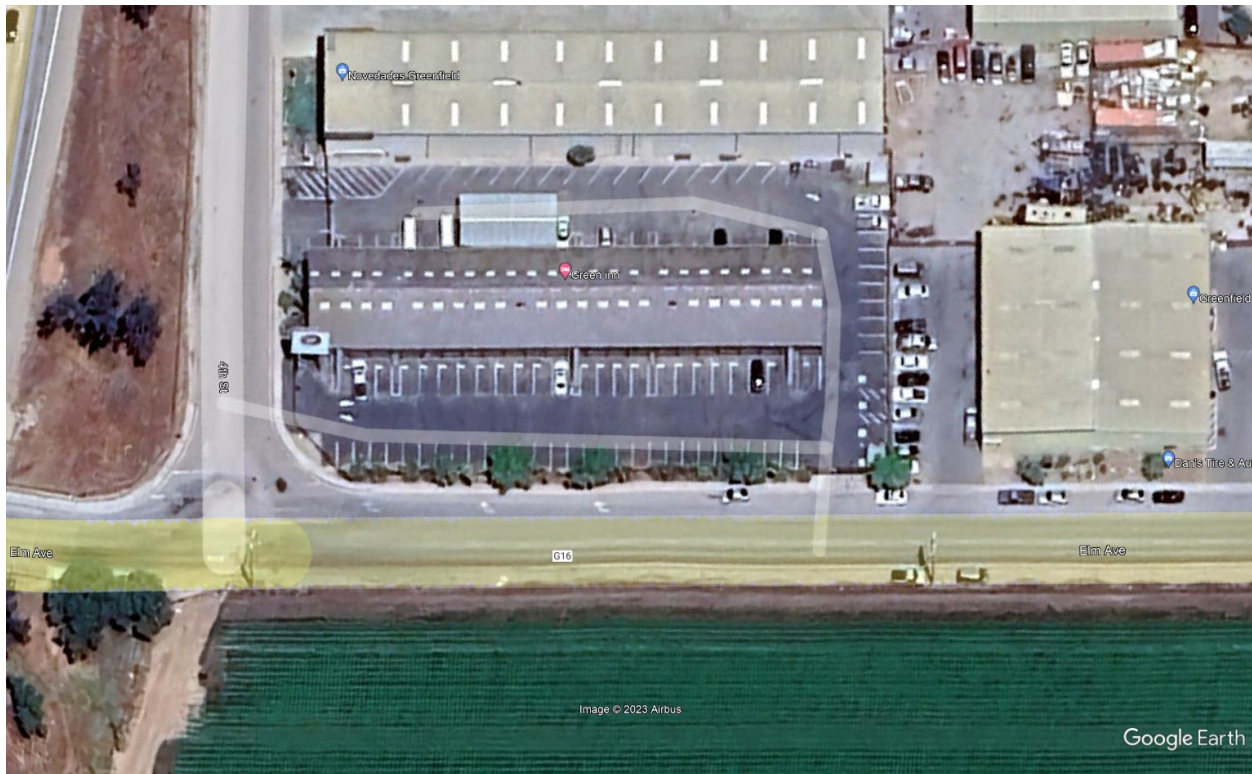
Address	1083 Elm Avenue
Size of Site	2.45 Acres
Zoning	R-M Multiple-Family Residential
Allowable Density	7 to 15 Units per Acre
RHNA Affordability	14 Low, 14 Moderate
Existing Use	Vacant
Infrastructure Availability	Currently Available
Environmental Constraints	None

Site 15 – 42050 El Camino Real

Source: Google Earth, Image Date: 05/30/2023

This vineyard site, located south of Greenfield High School and Vista Verde Middle School, was annexed into Greenfield City Limits and approved for a vesting tentative map allowing the development of 224 units, which included 142 single-family homes and 40 duplex lots totaling 80 units. The project, which was originally called Las Vinas, was approved in 2016 and entitlements for the project were extended in 2019; however, all entitlements have now expired after allowed extensions and there are no current approvals for the project. However, it is anticipated that given the fact that the property is now annexed into the city and CEQA work is complete, a project to re-entitle the site is of minimal risk and will move through the City entitlement process relatively quickly, and the property owner is still marketing the site to builders. The property is included in the Draft Site Inventory for the first time. Infrastructure needs to be extended along El Camino Real to reach the property, but these utilities have been designed and planned along with the previous entitlements on the site.

Address	42050 El Camino Real
Size of Site	47 Acres
Zoning	R-L Single-Family Residential
Allowable Density	1 to 7 Units per Acre
RHNA Affordability	22 Low, 22 Moderate, 180 Above Moderate
Existing Use	Agriculture
Infrastructure Availability	Currently Available
Environmental Constraints	None

Site 16 – 22 4th Street

Source: Google Earth, Image Date: 5/30/2023

22 4th Street is the site of the Green Inn, a motel that has been in existence under various names over its history. The property has recently been of interest to seasonal workers and uses for housing outside that of traditional hotel/motel rooms. Given the age of the building and the demand, the City has been in contact with the business owner about permanently converting the property from a motel to a residential use. In 2018, the City Council adopted an ordinance that amended Chapter 17.80 of the Zoning Code and facilitated the ability of a facility such as the Green Inn to convert its use to permanent residential without having to change the base zoning. By converting the property to residential, which appears to be in much greater demand, it will produce 84 new low-income units. It is anticipated that the majority of these units would be available to agricultural workers. The property is already served by infrastructure and is located on the Site Inventory for the first time.

Address	22 4th Street
Size of Site	1 Acres
Zoning	C-H Highway Commercial
Allowable Density	Motel Conversions Permitted 84 Units/Acre
RHNA Affordability	84 Low
Existing Use	Motel
Infrastructure Availability	Currently Existing
Environmental Constraints	None