

CITY OF TRINIDAD

Housing Element Update DRAFT

January 2013

As Adopted , 201 by the City Council

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A. INTRODUCTION

1. Overview

Purpose

All Cities and Counties in California are required to adopt and periodically update a Housing Element, one of several General Plan Elements mandated under State law. Although State standards dictate much of the Housing Element's form and structure, local governments are primarily responsible for Element preparation and implementation.

The Trinidad Housing Element is designed to meet State requirements by discussing the City's current housing situation and predicting future housing trends and needs. This document is intended to supplement the Trinidad Residential Land Use Policies (Land Use Element) to provide adequate housing for all segments of the population while maintaining a quality living environment in Trinidad and its environs. The Housing Element also addresses Trinidad's share of the Regional Housing Need, as determined by the State Department of Housing and Community Development.

However, it should also be recognized that Trinidad is a very small community with 362 residences and approximately 200 housing units. There are a lot of regulatory requirements for a Housing Element to meet in order to be certified by the Department of Housing and Community Development (HCD). Many of the issues and requirements do not apply in Trinidad, and the City has a number of physical and environmental constraints. Therefore, while this Housing Element is intended to be as complete as possible, and makes a good faith effort to comply with State housing law, it is recognized that it is likely infeasible and unpractical for the City to be in full compliance with a certified Housing Element.

State Requirements (from the 2003 General Plan Guidelines)

The housing element requirements listed below are derived from Article 10.6 of the Government Code, §65583 through §65590. The housing element must be comprehensively revised at least every five years to reflect the results of the required periodic review. Section 65588 establishes the timetable for these revisions. Local governments may address these requirements in any format they deem most meaningful to meet the community's needs. A housing element, regardless of its format, must clearly identify and address, at a minimum, each of the statutory requirements, as follows:

- Quantifying projected housing needs. This is accomplished through the regional housing needs allocation (RHNA) process pursuant to §65584. The city or county's share of the RHNA, as determined by their Council of Governments (COG) and HCD, is the projected housing need for the planning period of the housing element. To accommodate the RHNA, the element must demonstrate site development capacity equivalent to, or exceeding, the projected housing need, to facilitate development of a variety of types of housing for all income groups.

- Review and revision of the housing element. Unlike the other elements of the general plan, state law explicitly requires that the housing element be reviewed and updated as frequently as appropriate, but not less than once every five years (§65588). The “review and revise” evaluation is a three-step process:
 1. Section 65588(a)(3): “Progress in implementation”— Compare what was projected or planned in the previous element to what was actually achieved. Analyze the significant differences between them. Determine where the previous housing element met, exceeded, or fell short of what was anticipated.
 2. Section 65588(a)(2): “Effectiveness of the element”—Review the results of the previous element’s goals, objectives, policies, and programs. The results should be quantified where possible (e.g., the number of units rehabilitated), but may be qualitative where necessary (e.g., mitigation of governmental constraints).
 3. Section 65588(a)(1): “Appropriateness of goals, objectives and policies”—Based on the above analysis, describe how the goals, objectives, policies and programs in the updated element have been changed to incorporate what has been learned from the results of the previous element.
- Describe how the jurisdiction made a diligent effort to achieve public participation from all economic segments of the community in the development of the housing element.
- Assess housing needs and analyze an inventory of resources and constraints (§§65583(a)(1-8)), including an analysis of population and household characteristics and needs, an inventory of land, analysis of governmental and non-governmental constraints, analysis of special housing needs, analysis of energy conservation opportunities and an analysis of assisted housing development at-risk of converting to market rate uses.
- Estimate the amount of funds expected to accrue to the Redevelopment Agency Low- and Moderate- Income Housing Fund (LMIHF) over the planning period of the element and describe the planned uses for those funds §65583(c)).
- Establish a housing program that sets forth a five year schedule of actions to achieve the goals and objectives of the element. Programs are to be implemented through the administration of land use and development controls; provision of regulatory concessions and incentives; and the utilization of appropriate federal and state financing and subsidy programs; and when available, use of funds in a low and moderate income housing fund of a redevelopment agency (§65583(c)). The housing program must:
 - Identify adequate sites with appropriate zoning, development standards and public facilities that encourage and facilitate a variety of housing types to accommodate all income levels of the local share of regional housing needs, including multifamily rental, factory-built housing, mobile homes, farmworker housing, emergency shelters and transitional housing (§65583(c)(1)).
 - Assist in development of housing to meet the needs of low- and moderate-income households (§65583(c)(2)).
 - Address and, where possible, remove governmental constraints on the development, maintenance and improvement of housing. The program shall also remove constraints or provide reasonable accommodation for housing for persons with disabilities (§65583(c)(3)).

- Conserve and improve the condition of the existing affordable housing stock (§65583(c)(4)).
- Promote equal housing opportunities for all persons (§65583(c)(5)).
- Preserve for lower income households the multifamily assisted housing developments at-risk of conversion to market rate uses (§65583(c)(6)).
- Quantify objectives by income level for the construction, rehabilitation, and conservation of housing (§65583(b)).
- Demonstrate the means by which consistency will be achieved with the other general plan elements and community goals (§65583(c)), including an analysis of housing in the Coastal Zone (§65588(c)(d) and §65590(h)(2)).
- Distribute a copy of the adopted housing element to area water and sewer providers. The purpose of this section of the law is to ensure that public and / or private water and wastewater providers provide a priority to proposed housing development projects for lower income households in their current and future resource or service allocations (§65589.7).

2. Document Contents & Organization

This Trinidad Housing Element is composed of the following eight sections:

Section A. INTRODUCTION, introduces the document, describes the sections, describes public participation and cites statutory authority for the Housing Element.

Section B. HOUSING NEEDS SUMMARY, summarizes Trinidad's housing needs as indicated by the previous sections.

Section C. GOALS, POLICIES, OBJECTIVES, presents the City's proposed program for meeting housing needs.

Section D. DEMOGRAPHIC INFORMATION, describes the population trends and characteristics of Trinidad.

Section E. HOUSING & HOUSEHOLD CHARACTERISTICS, describes the population trends and characteristics of Trinidad.

Section F. HOUSING MARKET INFORMATION, discusses the City's housing stock and characteristics of the housing market that affect the affordability and availability of land and housing.

Section G. CONSTRAINTS, describes factors limiting construction, rehabilitation and housing provision in general.

Section V. ANALYSIS OF PREVIOUS HOUSING ELEMENT, examines the effectiveness, appropriateness, and progress in implementation of the policies and goals of the previous Housing Element.

Section VIII. ENERGY CONSERVATION, describes the need for energy consumption and conservation in Trinidad and discusses measures & incentives for promoting energy conservation.

3. Consistency with the General Plan

This document serves as an extension to the Residential section of the Land Use Element of the Trinidad General Plan (pages 28-32). It has been prepared in accordance with the goals, policies, and implementation measures established throughout the General Plan, and every attempt has been made to assure consistency between the documents. This is further discussed in Section H.

4. Public Participation

During the review period for this document the Planning Commission held public hearings on February 6, 2013, [REDACTED], 2013, and the City Council held a public hearing on [REDACTED], 2013. Notices were posted indicating the time and place of the hearings, and the draft document was made available at City Hall and on the City's website. The final document will be made available at City Hall and the County public library in Trinidad.

B. HOUSING NEEDS SUMMARY

Later sections will describe the factors contributing to Trinidad's position with respect to meeting its housing needs. In view of these factors, the City should focus its housing efforts on the following: (Note, these are verbatim from the previous housing element. They are supposed to provide a summary of important points provided from the informational sections (D, E, F, G). It might be easiest to start from scratch and go through that data and analysis and pick out the important points.)

1. General

- a. Facilitate the ability of limited-income households to improve the condition of their living quarters through financial and technical assistance, as feasible.
- b. Continue to promote the conservation of affordable housing through policies aimed at minimizing overall housing costs for residents, with special focus on limited-income households.
- c. Provide opportunities for construction of affordable housing on developable vacant lots.
- d. Encourage the utilization of available subsidy programs such as HUD Section 8 and FmHA construction/rehabilitation programs by qualified City residents.

2. Special Needs

- a. Encourage the provision of access for handicapped persons in new and rehabilitated residential structures. Where handicapped access provisions are not provided with initial construction, building design should not preclude the possibility of such future remodeling.

- b. Encourage adequate supply of local day care/nursery school programs.
- c. Encourage shared housing opportunities, particularly for seniors, female-headed households, and the disabled.
- d. Increase public awareness of local assistance opportunities including public subsidized housing programs, shared housing, day care and nursery facilities, social services (for transitional or homeless persons), housing rehabilitation programs, weatherization practices, fair housing policies, local employment opportunities, and energy conservation methods.
- e. Further investigate the feasibility of establishing a limited care facility in Trinidad to assist local seniors and the disabled.
- f. Encourage tourism, to a reasonable extent, to help bolster the City's economy. The primary focus should be on counterbalancing revenues lost due to drops in commercial-fishing related tourism.
- g. Consider policies for capping or limiting the number of vacation rentals in the City if they are determined to interfere with the availability and/or affordability of housing for long-term residents. According to the 2010 Census, approximately 15% of the City's housing stock was identified as being used for seasonal, recreational, or occasional use. City Staff estimates that the percentage of vacation rentals in the City may be as high as 20% of the existing housing stock.

C. GOALS, POLICIES AND IMPLEMENTATION (2013-2018)

The City's goals, policies and objectives are intended to accomplish the broad State housing goals and requirements as appropriate for Trinidad's particular needs and circumstances. The format and organization of the goals and policies of the City's Housing Element are slightly different than the other chapters of the General Plan. Rather than there being a set of policies for each goal, all the goals and policies are lumped together because most of the policies are applicable to multiple goals. Under Section 1 (Goals) below it is indicated (e.g. HP-1 – HP-5) which policies in Section 2 pertain to that goal. Likewise, Under Section 2 (Policies) below, it is indicated (e.g. HI-3 – HI-5) what implementation in Section 3 is proposed for each policy.

1. Goals

- HG-1. To assure adequate housing for all segments of the community while maintaining the quality, living environment and rural character of Trinidad. (HP-1 – HP-5)
- HG-2. To provide adequate housing for persons with special housing needs such as target income groups of low-income, the elderly, handicapped, and female-headed households. (HP-3 – HP-11)

HG-3. To promote safe, convenient, and cost-effective housing. (HP-4, HP-5, HP-7 – HP-14)

HG-4. To plan for and enable the development of balanced residential neighborhoods with access to employment opportunities, community facilities, and public services . (HP-4 & HP-11)

HG-5. To preserve the City's historical and cultural heritage through preservation and innovative reuse of older structures. (HP-3 & HP-5)

HG-6. To assure availability of temporary facilities in the event of natural or human-induced disasters. (HP-5 & HP-14)

2. Policies

HP-1. Review all new residential development to be consistent with the existing small town character of the community and to ensure sustainability as well as scenic and environmental protection.

HP-2 Review and revise Trinidad's View Protection Criteria as necessary to provide clearer guidance and reduce community conflicts while still protecting important public and private coastal views.

HP-3 Accessory dwelling units (ADUs) are a valuable source of affordable housing in Trinidad. However, ADUs shall be carefully regulated to ensure that coastal resources are protected and may not be appropriate on all residential lots.

HP-2. Due to existing physical constraints, retain the existing emphasis on single-family dwelling units in residential designated areas. (HI-1)

HP-3. As pertinent information becomes available, develop a program for notifying residents of the availability of housing programs and funding. (HI-1, HI-3, HI-8, & HI-12)

HP-4. Consider exceptions or revisions to City ordinances allowing more flexibility relating to zoning, density, reduced setbacks or other incentives to provide reasonable accommodation or improve living conditions of residents as long as coastal resources are still adequately protected. (HI-1 & HI-15)

HP-5. As feasible, pursue appropriate, applicable local, State, and Federal housing and economic development programs. (HI-3 & HI-15)

HP-6. Discrimination in housing based on race, color, religion, sex, family size, marital status, national origin, ancestry, or other arbitrary factors is not permitted. Support appropriate safeguards to ensure fair housing opportunities. (HI-3, HI-13, & HI-14)

- HP-7. Consider the housing needs of the elderly and the handicapped a high priority in future land use decisions. (HI-3 – HI-6, HI-11, & HI-12)
- HP-8. Encourage provisions for access for the handicapped in new or rehabilitated residential and commercial developments. (HI-1, HI-3 – HI-7, HI-11, & HI-12)
- HP-9. Continue to allow manufactured housing to be permitted on sites where single family dwellings would otherwise be allowed. (HI-2)
- HP-10. Encourage the use of private initiated and / or publicly-funded programs to provide housing for low-and moderate-income families. (HI-3, HI-8 – HI-10)
- HP-11. Encourage the County to allow a variety of housing types in the residential areas surrounding the City during the development of the current General Plan Update. (HI-3 – HI-5)
- HP-12. Encourage the use of multi-family developments in Planned Development designations provided that the density does not exceed the physical limitations of the land. (HI-4 & HI-5)
- HP-13. Encourage energy efficiency and use reduction and conservation in new and existing development. (CIRC-5.1 in part) (HI-3, HI-8 – HI-10)
- HP-14. Promote conservation and improvement of the existing housing stock, with emphasis on older structures. Specific areas of concern include electrical wiring, foundation stability, potential for water damage, and septic tank failure. (HI-3, HI-9, HI-11, HI-12).
- HP-14 Investigate and adopt appropriate policies encouraging “green building technologies” that reduce negative impacts on the environment from both existing and new development.
- HP-15 Encourage, both inside and around the City, principles of smart growth and mixed-use development concepts where feasible to improve circulation and reduce the need for auto use.

3. Implementation to Reach Five-Year Goals (2013-2018)

- HI-1. Continue to pursue certification of an Accessory Dwelling Unit (ADU) Ordinance to allow second units where feasible, subject to certain restrictions allowed by State Law. The ADU Ordinance has been approved by the City Council and forwarded to the California Coastal Commission (CCC) for review and ultimate inclusion into the City’s Local Coastal Program (LCP).

Responsibility: City Council, Planning Commission, & Planning Staff

Time Frame: Within the next year. Dependent on CCC review process.

- HI-2. Continue to maintain zoning regulations that allow for manufactured housing on remaining developable residential lots within the City.

Responsibility: City Council, Planning Commission

Time Frame: Ongoing.

- HI-3. As relevant information becomes available, publicize available programs or resources regarding the following topics through a local community newsletter or water billing:

- a. Subsidized Housing Programs
- b. Shared Housing Opportunities
- c. Available day care/nursery school programs
- d. Permit process to become a licensed day care provider
- e. Available adult day care program
- f. Fair Housing Practices
- g. Nearby Social Services
- h. Housing Rehabilitation Programs, Weatherization Programs
- i. Local Employment Opportunities

Responsibility: City Council & City Clerk

Time Frame: Ongoing

- HI-4. If a need or interest is identified, research and implement opportunities for group quarters for targeted groups (single persons, female-headed households, disabled, seniors, etc.). If applicable and available, assist interested applicants to apply for HCD's Family Housing Demonstration Program (FHDP).

Responsibility: City Council, City Clerk, & Planning Staff

Time Frame: If an applicable program is identified and program funds are available, assist at least one interested applicant to submit an application during the next five year period.

- HI-5. Pursue Senior Group Housing opportunities. If the City is eligible, consider submitting an application / proposal to HCD for the CalHome Program.

Responsibility: City Council, City Clerk, & Planning Staff

Time Frame: If an applicable program is identified and program funds are available, assist at least one interested applicant to submit an application during the next five year period.

- HI-6. Continue implementing the requirements of the American Disabilities Act (ADA) by ensuring the use of the most recent Uniform Building Code.

Responsibility: City Council & City Building Inspector

Time Frame: Ongoing

- HI-7. Provide assistance to individuals requesting the development of limited care facilities for seniors and / or the disabled.

Responsibility: City Council, City Clerk, & Planning Staff working with Service Providers

Time Frame: If an applicable program is identified and program funds are available, the, assist at least one interested applicant to submit an application during the next five year period.

- HI-8. Encourage rehabilitated units to include retrofit weatherization improvements such as ceiling and floor insulation, caulking, and weather-stripping.

Responsibility: City Council, City Clerk, & City Building Inspector

Time Frame: Ongoing

- HI-9. Disseminate energy conservation information for existing housing by publicizing available energy audit and weatherization programs (Look up incentives or funding through RCAA, RCEA, etc.).

Responsibility: City Council & City Clerk

Time Frame: Ongoing

Program CIRC-5.1.3: Coordinate with the RCEA (Redwood Coast Energy Authority) to educate and encourage property owners to conduct energy audits to reduce energy consumption through utilization of free programs sponsored by utilities and other incentives.

Program CIRC-5.2.4: Work with RCEA to provide information, marketing, training and education to support renewable energy development.

- HI-10. New Construction and major remodels will be required to comply with Title 24 of the State Building Code. These requirements are approved by the City Building Department at the time of plan review or permit application (Other codes to mention like Green Building Code?).

Responsibility: City Building Inspector

Time Frame: Ongoing

HI-11. Consider requesting a local organization involved in housing rehabilitation (e.g. Redwood Community Action Agency (RCAA)) to survey the City of Trinidad's housing stock as an initial step for establishing a housing rehabilitation program for targeted income groups. City Staff of Community Members could complete this task as well.

Responsibility: City Council

Time Frame: Within two years after adoption of the Housing Element.

HI-12. Apply for, or support appropriate applications to HCD and other applicable agencies for funds to provide grants and / or low interest and deferred loan programs for the rehabilitation of housing occupied by targeted income households. (Need to research ability for City residents to qualify for these programs without a HCD certified Housing Element)

Responsibility: City Council, City Clerk, & Planning Staff

Time Frame: If an applicable program is identified and program funds are available, assist as many interested applicants as feasible to submit an application during the next five year period.

HI-13. The City will continue participation in the Humboldt County Fair Housing Committee sponsored by the Board of Realtors.

Responsibility: City Council

Time Frame: Ongoing

HI-14. The City Clerk is designated as the contact for referral of fair housing complaints to the State Department of Fair Housing and Employment.

Responsibility: City Council & City Clerk

Time Frame: Ongoing. Post a minimum of two notices informing residents regarding fair housing complaints each year at appropriate public places.

HI-15. The City will continue to encourage the attraction of appropriate cottage or home-base industries including those related to commercial fishing/tourism to the area, to a reasonable extent, in efforts to bolster the City's economy and increase employment opportunities by implementing the following actions:

1. Permit at least 1 licensed day care or nursery school operation where appropriate
2. Increase tourism revenues by promoting community events
3. Increase opportunities for development of cottage industries/home occupations
4. Permit appropriate and necessary ancillary services to the commercial fishing industry

Responsibility: City Council, City Clerk, & Planning Staff

Time Frame: At **a minimum**, hold an annual meeting between the City Council and Business Community.

D. DEMOGRAPHIC AND EMPLOYMENT CHARACTERISTICS

A note on the data: Most of the data required for this housing element previously could be found in the most recent Census data. However, many of the applications using the Census data needed more up-to-date information. Therefore, supplemental statistics for intervening years were estimated in a dataset known as the “American Community Survey” (ACS). These ACS statistics, estimated in 5-year increments, are estimates only and are not nearly as accurate as the Census data, especially for a small community like Trinidad. Unfortunately, for the 2010 Census, much of the long-form data was not used, and the Census is only providing population and demographic data. Employment, income and other data can now only be retrieved through the ACS. Efforts are being made to increase the accuracy of these estimates in the future, but for now the data is quite questionable, with margins of error commonly greater than 50 percentage points, up to 100 percentage points for Trinidad. Therefore, this data must be used with caution and common sense. Each set of data below includes the source of the information.

A good example of the problems with this data can be seen in the following statistics for household heating fuel. According to the most recent ACS data (2007-2011), 12 homes in Trinidad utilize natural gas for their heating fuel. Because there are no natural gas lines serving the City, that number should realistically be 0.

House heating fuel (2007-2011 ACS):

- Utility (Natural) Gas – 12
- Tank / Propane Gas – 42
- Electricity – 41
- Fuel oil, kerosene, etc. – 3
- Coal – 0
- Wood – 36
- Solar energy – 2
- Other fuel – 13
- No fuel – 0

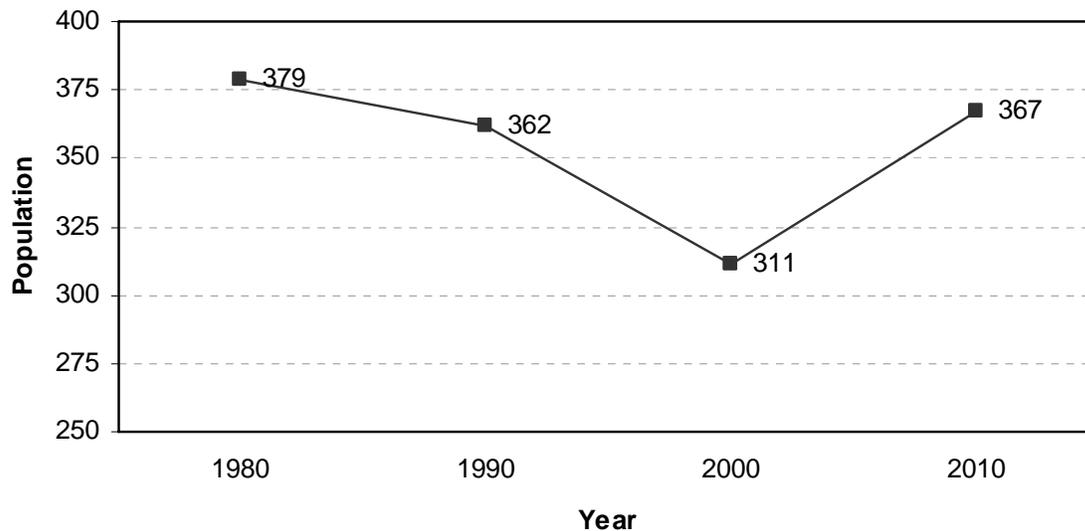
1. Population Characteristics

a. Growth Trends & Age Distribution

Population Trends

The City of Trinidad has declined in population from 379 in 1980 to 362 in 1990 (4.5% decrease) and then to 311 in 2000 (14% decrease). However, according to the 2010 US Census, the population has increased to 367 (15.3% increase) over the last decade. Graph 1 illustrates the change in population from 1980 to 2010.

Graph 1. Population Growth - City of Trinidad



Age Distribution

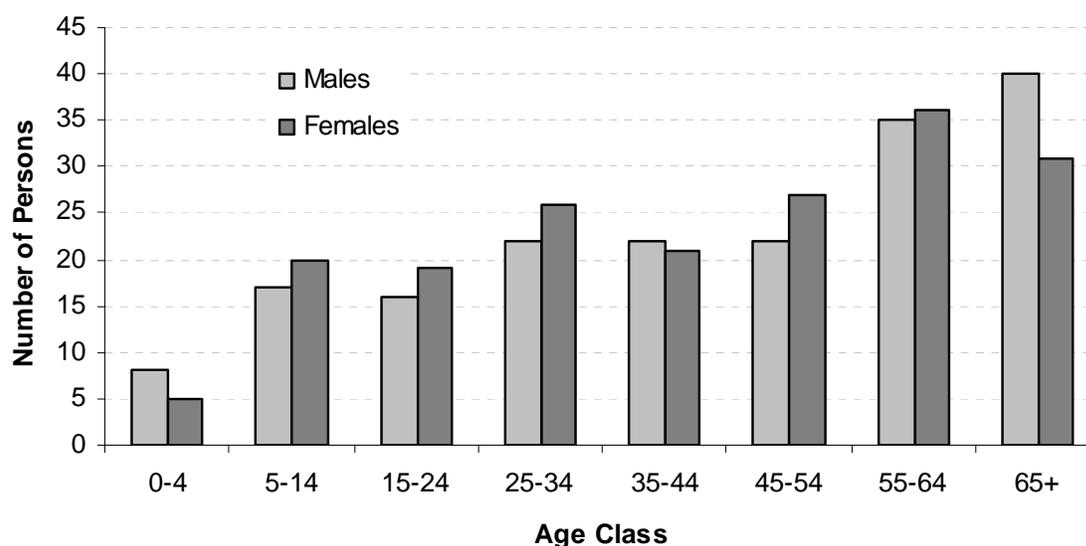
CENSUS 2010

Persons less than 18 years old – 60

Persons 18-64 – 236

Persons 65 years and older – 71

Based on the 2010 Census, Trinidad's largest two age classes are 55-64 and 65+. Both of these age classes contain 71 people (142 total) and make up 38.7% of the total population. The 55-64 class has slightly more females, but the 65+ class has 12.6% more males than females. This information is displayed in Graph 2 below. According to the 2000 and 2010 census, there has been a minor decrease (.014%) in the number of people aged 65 and over, but a 124% increase in children (under 16 years) and a 11.2% increase in people of working age (16-64).

Graph 2. Age Structure 2010 - City of Trinidad

The City of Trinidad historically supported a commercial fishing industry. As the fishing industry has declined over the years the City has become more of a retirement community, tourist/recreation area, and bedroom community. As this transition has occurred the population has been in decline with smaller household sizes. Elderly housing will be a growing concern in Trinidad as the population continues to age over the next decade. Housing units appropriate for elderly persons, especially single elderly persons, should be encouraged in Trinidad (e.g., smaller units and possibly group quarters with special design needs). Comparison of household type information indicates a lack of sufficient numbers of this type of unit, especially group quarters (see [section E.2.f](#)). Local services such as a pharmacy are also needed in the City for this age group.

However, as discussed above, the City has seen an increase in population over the last decade which has reversed the decline in population that occurred over the two previous decades. The recent increase in population seems to be due to the fact that younger families with children have moved into the City. This is evident by the fact that the number of people aged 65 and over has remained relatively constant, but the number of children (under 16 years) and working age (16-64) individuals has increased.

Another age group of significance is the number of individuals of parenting age between 20-54 (156 total). This group makes up 42.5% of the total population and is one of the main reasons for population growth in the City over the last decade, and has caused a transition from a mostly retirement community to a more mixed community with young families.

Table 1 below compares the population composition in 1990, 2000, and 2010, according to US Census information.

Table 1 – Population Characteristics

	1990	% of Pop.	2000	% of Pop.	2010	% of Pop.
Total Population	362	100%	311	100%	367	100%
Male	190	52.5%	154	49.5%	182	49.6%
Female	172	47.5%	157	50.5%	185	50.4%
Children (<16 years)	58	16%	25	8%	56	15.3%
Working Age (16-64)*	219	60.5%	214	68.8%	240	65.4%
Retirees (>65)**	85	23.5%	72	23.2%	71	19.3%

*These figures refer to the actual number of residents between 16 and 64 years and do not reflect the size of Trinidad's work force (see c. Employment Trends).

**This category includes all residents 65 years and over, regardless of employment status.

b. Employment Trends

Trinidad's local economy is largely dependent on three key industries: tourism, recreation, and commercial fishing. However, most of the employable population in Trinidad is affected by the County-wide job market. According to the 2007-2011 American Community Survey (ACS) 5-Year Estimates, the mean travel time to work for Trinidad residents was 17.5 minutes. This implies that many Trinidad workers are employed in the nearby cities of McKinleyville and Arcata. The 2007-2011 ACS also indicates that 28.1% of workers traveled less than 10 minutes to reach their work places and were therefore employed locally (within 5 miles of their homes).

Average travel time to work – 17.5 minutes (2007-2011 ACS 5-Year Estimates)

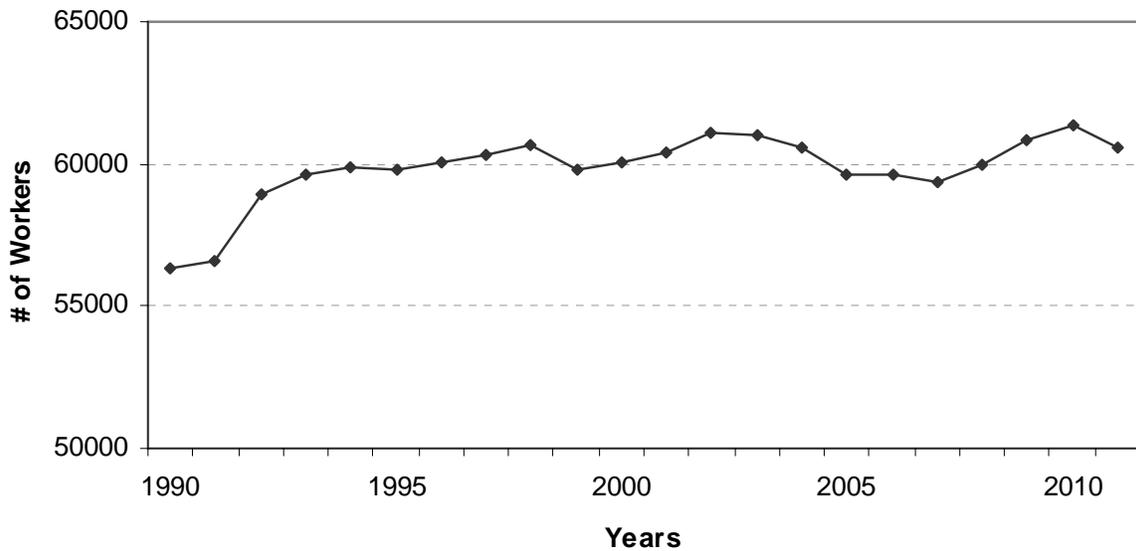
Number of workers traveling:

Less than 10 minutes – 28.1%

More than 30 minutes – 12.4%

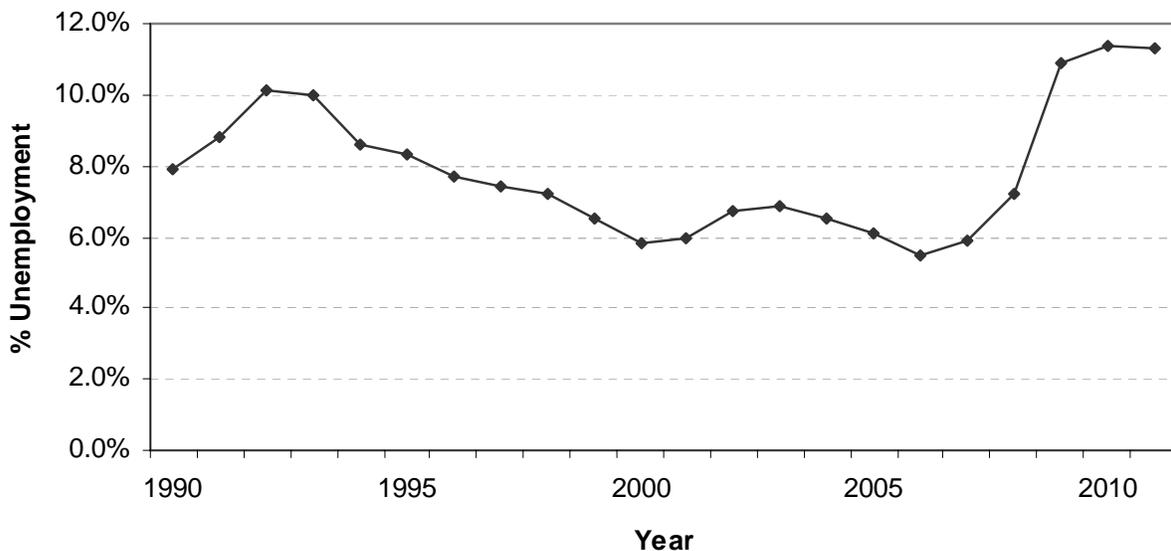
According to the 2000 Census and the 2007-2011 ACS, from 2000-2011 the labor force in the City of Trinidad grew by 14.4% (181 to 207). During this time Trinidad residents were employed in two main industry categories: 1) educational, health, & social services and 2) arts, entertainment, recreation, accommodation, & food services. According to the State Employment Development Department (EDD), from 2000-2011 the Humboldt County labor force grew by only 0.83 percent (60,100 - 60,600). Graph 3 below illustrates the size of the Humboldt County labor force from 1990-2011. The EDD data is not available for Trinidad, but Humboldt County would be expected to have similar trends.

Graph 3. Humboldt County - Civilian Labor Force 1990-2011



The unemployment rate in Humboldt County remained relatively steady in the early 2000's but began increasing sharply in 2007 due to the economic crisis. According to the EDD, Humboldt County's unemployment rate peaked in 2010 at 11.4% and decreased slightly in 2011. Graph 4 below illustrates the changes in the County unemployment rate from 1990-2011.

Graph 4. Humboldt County - Unemployment Rate 1990-2011



c. Ethnic Population

The total ethnic minority population in Trinidad is 36 persons from the 2010 Census and equals 9.8% of the total population (See Table 2 below). At 4.1%, Trinidad's largest non-white ethnic group is Native American, which is reflective of the relatively large Native American population in Humboldt County. The second largest group is Hispanic or Latino at 3.0% of the total population. The ethnic minority population in Trinidad has increased by 55.5% since the 2000 Census with Native American and Hispanic or Latino ethnicities showing the largest increases. A decade ago, the entire ethnic minority population made up only 5.1% of the total population. Interestingly, there has been a 60% decrease in the number of blacks or African Americans in Trinidad.

Table 2 – Race Population Characteristics

	2000 Census		2010 Census			
	Trinidad		Trinidad		County	State
RACE	No.	%	No.	%	%	%
White (non-hispanic)	288	92.6	324	88.3	77.2	40.1
Black or African American	5	1.6	2	0.5	1.0	5.8
American Indian & Alaska Native	1	0.3	14	3.8	5.2	0.4
Asian	2	0.6	2	0.5	2.1	12.8
Native Hawaiian & Other Pacific Islander	1	0.3	1	0.3	0.2	0.3
Hispanic or Latino	7	2.3	11	3.0	9.8	37.6
Other race	1	0.3	0	0	0.3	0.2
Two or More Races	6	1.9	13	3.5	4.1	2.6

E. HOUSING AND HOUSEHOLD CHARACTERISTICS

The Census defines a household as one or more individuals living together, with common housekeeping arrangements, in the same living quarters. The Census divides households into two categories, depending on their composition. Family households consist of two or more related persons living together. Non-family households include persons who live alone or in groups of unrelated individuals.

According to the U.S. Census, a "housing unit" is defined as a house, apartment, mobile home, group of rooms, or single room which is occupied (or vacant but intended for occupancy) as independent living quarters. **Table 3** shows the number of housing units and the size and number of households in Trinidad according to the three most recent Censuses.

1. General Household Characteristics

a. Number and Size of Households

HOUSING UNITS (CENSUS)

Total number of housing units – 225 units in 2000

Total number of housing units – 252 units in 2010

Note that this is one of those datasets where there is a significant discrepancy between the 2010 Census data and the 2007-2011 American Community Survey (ACS) data. The ACS data lists the total number of housing units in the City as 220 while the Census data lists it as 252. Normally the Census data is much more reliable than the ACS data, but the fact that the Census data shows that 27 new homes were built between 2000 and 2010 makes that data very suspect. On the other hand, the ACS data indicates that 5 new homes were built between 2000 and 2011, which is very close to the actual 6 new homes that were permitted between 2000 and 2012. However, the data is useful in showing a general distribution of housing stock in the City. Additional information about Trinidad's housing stock can be found in Section F.

2010 CENSUS

Owner-occupied – 113 (44.8% of total housing units)

Renter-occupied – 74 (29.4% of total housing units)

Total occupied – 187 (74.2% of total housing units)

Vacant – 65 (25.8% of total housing units)

For seasonal, recreational, or occasional use – 38 (15.1 % of total housing units)

2007-2011 ACS

Owner-occupied – 77 (35.0% of total housing units)

Renter-occupied – 72 (32.7% of total housing units)

Total occupied – 149 (67.7% of total housing units)

Vacant – 71 (32.3% of total housing units)

Based on 2010 Census information, 187 households were occupied in Trinidad, and 65 were vacant during that year, which includes vacation rentals. Approximately 58.5% (38) of vacant housing units in the City were identified as being used for seasonal, recreational, or occasional use. That accounts for approximately 15% of the housing stock in Trinidad. City records show that there are actually # business licenses for vacation rentals in the City, or #% of the total housing stock.

Table 3 – Total Households and Housing Units

US CENSUS	1990	2000	2010
Total Population	362	311	367
No. of Housing Units	200	225	252
No. of Households*	170	168	187
Ave. Household Size	2.13	1.85	1.96
Family Households	101	73	88
Ave. Family Size		2.51	2.64
Non-family Households		95	99
Persons Living Alone			73
65 & Older Living Alone			28

* Corresponds to non-vacant housing units.

From 1990-2000, the City of Trinidad saw a 27.7% decrease in the number of family households which resulted in a 13.1% decrease in the average number of persons per household. However, this trend reversed from 2000-2010 as younger families with children moved into the City and the number of households increased along with the average number of persons per household. According to the Census data, throughout this time, Trinidad has seen an approximate 12-13% (Avg. 26 housing units added to housing stock per decade since 1990) increase in the number of housing units each decade since 1990. However, a review of the actual number of permits that have been issued shows that this data is significantly higher than reality, and so should be viewed accordingly.

Table 4 – Household Size and Percentage of Households (Census)

	1990	2000	2010
1 person	51 (30%)	68 (40%)	73 (39%)
2-4 persons	115 (68%)	95 (57%)	109 (58.3%)
5 or more	4 (2%)	5 (4%)	5 (2.7%)

As noted in Table 4, the number of 2-4 person households showed the largest increase from 2000-2010. This corresponds with the data contained in Table 3 which shows an increase in the number of families and the average number of persons per household.

b. Group Quarters / Shared Housing

Group quarters refer to living arrangements where rooms are rented individually and a kitchen or meals are shared. The 2000 Census reported that no Trinidad residents were living in group quarters at that time. However, the 2000 Census also indicated the existence of 17 non-family households containing two residents each, and one non-family household containing three persons. These households may have represented units occupied by some of the college students residing in the City at that time (See **Students D.7** below). These shared households are not classified as group quarters in the Census.

The 2007-2011 American Community Survey (ACS) 5-Year Estimates also shows that Trinidad does not contain any residents living in group quarters. As discussed above, 38.7% of Trinidad's population is 55 years or older and as this group ages there will be a greater need for housing units appropriate for elderly persons (e.g., smaller units and possible group quarters with special design needs).

c. Income Characteristics

Household income characteristics are a vital element in analyzing affordability of housing. The 2007-2011 American Community Survey (ACS) 5-Year Estimates indicate that the number / percent of households with some type of income has increased since

the 2000 Census, including an increase in public assistance (Table 5). Note that these numbers, other than the 'any earnings' row, do not include employment income.

Table 5 - Households with earnings

Income / Source	2000 Census	2007-2011 ACS
Any Earnings	81.8%	91.3%
Retirement Income	43.2%	23.5%
Social Security	27.3%	25.5%
Supplemental Security	4.3%	1.3%
Cash Public Assistance	0%	1.3%
Food Stamps / SNAP Benefits	0%	2.7%

EMPLOYMENT (2007-2011 ACS)

Total workers (age 16+) – 266 (72.5%)

Total not in labor force – 60 (22.2%)

Number that work at home – 18.6%

Self-employed – 25.8%

d. Regional Housing Responsibility

The current Regional Housing Needs Allocation (RHNA) Plan for Humboldt County covers the planning period from January 1st, 2007 to June 30th, 2014, and allocates 11 new housing units to be provided by the City during that period. These numbers are based on income levels (see next section below). The regional housing need is then determined by estimating the existing and projected need for housing. Existing need is the amount of housing needed to address existing overcrowding or low vacancy rates. Projected need relates to providing housing for the growing population.

Table 6 below shows a breakdown of Trinidad's housing allocation for 2007-2014 by income group.

Table 6 – RHNA Allocation for Trinidad by Income Group

Income Group	# of Units	% of total
Very Low	3	27.3
Other Low	2	18.2
Moderate	2	18.2
Above Moderate	4	36.3
Total	11	100

According to the RHNA allocation, the City has the greatest need for housing units in the above moderate and very low income categories.

2. Household Needs Summary / Special Households

a. Low Income Households

Income levels affect the cost, style, and type of housing (e.g., detached single family vs. apartment or manufactured home) needed to meet demand. Following the Office of Management and Budget's (OMB's) Directive 14, the Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If the total income for a family or individual falls below the relevant poverty threshold, then the family or individual is classified as being "below the poverty level."

Median annual income (2000 CENSUS)

Families - \$50,357

Households - \$40,000

Median annual income (2007-2011 ACS)

Families - \$74,983

Households - \$63,438

Persons below poverty level (2007-2011 ACS - Last 12 Months)

All individuals – 25 (out of a total of 286 for which poverty status was determined)

Between 0-18 years - 0

18-64 - 25

64+ - 0

Families below poverty level* (2007-2011 ACS - Last 12 Months):

All families – 0

With children under 18 - 0

Female headed households with children under 18 - 0

*The Planning Commission is skeptical of these numbers and feel that there are likely families and children in Trinidad below the poverty level.

On the other hand, the Dept. of Housing and Urban Development defines households based on income levels in comparison to the Area Median Income (AMI), which is what the regional housing needs allocation numbers above are based on. These income levels do not correspond exactly to ACS income categories. Each level is defined as follows:

- Extremely low income = 0% - 30% of the AMI
- Very low income = 31% - 50% of the AMI
- Low income = 51% - 80% of the AMI
- Moderate = 81% - 120% of the AMI
- Above Moderate income = 120%+ of the AMI

Lower income households ("low", "very low", and "extremely low"), those with incomes below 80% of the County median income, have more difficulty locating housing than

those with moderate or high incomes. The Humboldt County median household income has risen every decade from \$23,586 in 1990 (Census), to \$31,226 in 2000 (Census), and to an estimated \$40,376 based on the 2007-2011 American Community Survey 5-Year Estimates. Table 7 below shows the income ranges for the lower income households defined above.

Table 7 – Income Ranges for Lower Income Defined Households

	Income Range (Dollars)
Low Income (50-80% AMI)	\$20,188-\$32,300
Very Low Income (30-50% AMI)	\$12,113-\$20,188
Extremely Low Income (<30% AMI)	Less than \$12,113

Number of very low income & low income:

Families (2007-2011 ACS)

\$10,000 - \$14,999 – 1

\$15,000 - \$24,999 – 5

\$25,000 - \$34,999 – 2

Households (2007-2011 ACS)

Less than \$10,000 – 0

\$10,000 - \$14,999 – 11

\$15,000 - \$24,999 – 15

\$25,000 - \$34,999 – 11

Non lower income households by income group (2007-2011 ACS):

\$35,000 - \$49,999 – 25

\$50,000 - \$74,999 – 31

\$75,000 - \$99,999 – 29

\$100,000 - \$149,999 – 27

\$150,000 - \$199,999 – 0*

\$200,000 or more – 0*

* The Planning Commission is skeptical of these numbers, and it is likely that there are households in Trinidad with annual income over \$150,000.

Owner occupied housing units paying... (2007-2011 ACS - Last 12 Months):

Less than 20% of income to housing – 44.2%

More than 30% of income to housing – 44.2%

Renter occupied housing units paying... (2007-2011 - ACS):

Less than 20% of income to housing – 39.4%

More than 30% of income to housing – 22.5%

The City of Trinidad median household income has risen every decade from \$29,583 in 1990 (Census), to \$40,000 in 2000 (Census), and to an estimated \$63,438 based on the 2007-2011 ACS 5-Year Estimates. According to the 2007-2011 ACS, 25% of households in the City make less than \$34,999 annually. Trinidad's median household

income has historically been higher than the County median household income, at least partially because housing prices in the City have historically been higher relative to the rest of Humboldt County (see [section F.3](#)) for additional information on housing prices and affordability). Due to the unique coastal headland location, scenic beauty and recreational opportunities of the City, housing and land prices are more expensive than most other parts of the County and it generally requires a higher income level to rent or own housing in Trinidad.

According to 2000 Census information, 29 persons in Trinidad (9% of the total population) were at or below the poverty level in 1999. (Note that the poverty designation does not have a direct correlation to the income level categories described above. The Census Bureau uses a detailed list of criteria such as age, gender, household size, etc. to determine poverty status). Of the 29 residents at or below the poverty level, all were white, 3 were younger than 5, and none were 65 years or older. None of these residents were married couples, but 5 were female, single-parent heads of household. According to the 2007-2011 ACS 5-Year Estimates, 25 persons (6.8% of the total population) in Trinidad between ages 18-64 were below the poverty level. Of these 25 residents, 23 (92%) were white and 2 (8%) were Hispanic or Latino. Approximately 56% were identified as male and 44% as female.

b. Elderly

The total number of residents over age 64 in 2000 (Census) was 62, or 20% of the total population. At that time there were 50 households (29.7%) in the City with at least one person over age 65. Of these 50 households, 20 (40%) were one-person households, and 46 (92%) reported a person 65 or over to be the head of household. Of the 46 households headed by seniors, 38 owned their homes and 8 rented.

According to the 2010 Census, the total number of residents over age 64 in the City is 71, or 19.3% of the total population. In total, 30.5% of households (57) in the City were shown to have a person over age 65, and 15% of households were headed by a householder living alone over the age of 65.

c. Female-Headed Households

Female-headed households are considered a disadvantaged group because most single-parent households are headed by women, and these families are twice as likely to live in poverty as male-headed households or individuals (National Center for Law and Economic Justice). In 2000 (Census), 27% of Trinidad households were headed by women. According to the 2010 Census, 27.3% of households were headed by women. Table 8 below compares various characteristics of female-headed households between the 2000 and 2010 Census.

Table 8 – Female-Headed Households

Female-Headed Households	2000 Census		2010 Census	
	No.	%	No.	%
Female householders living alone	31	18.5	30	16
Female householders with children under 18 years	5	3	14	7.5
Female householders over 65 years old			12	6.4
Other female-headed households			7	3.7
TOTAL female-headed households			51	27.3

d. Disabled

Disabled persons tend to encounter housing problems similar to those of other residents with special needs. Because their incomes are often limited, people with disabilities are more likely to pay a disproportionate share of their incomes to housing than other residents. Disabled persons may also have unique needs not experienced by other groups. Although needs can vary widely, disabled persons may need special facilities to help them overcome their disability or make their housing units more convenient. Some of these amenities include wide doorways that can accommodate wheelchairs, special bracing for handrails, lower countertops and switches and outlets at an appropriate height. Unfortunately, very few housing units have these features and consequently, they must be remodeled to serve the disabled.

The City enforces building code requirements for retrofitting homes for accessibility. The City has adopted and utilizes the 2007 version of the California Building Code. The City has not made any amendments to the UBC or CA building code that would diminish the ability to accommodate persons with disabilities. The City of Trinidad implements State requirements for the American Disabilities Act (ADA) and will continue to review new development for compliance.

The State Department of Rehabilitation provided information in 1986 on types of disabilities for the area consisting of Del Norte, Humboldt, Lake, and Mendocino Counties. The Department indicated that the relative disability types would also be typical of Humboldt County. The highest proportion of disabilities, muscular/skeletal (39%), are those that concern access to and in buildings, such as wheelchair access.

The City **does not currently** have written guidelines for requesting 'reasonable accommodation' with respect to zoning, permit processing, or building laws, and the enforcement of building codes and the issuance of building permits. Reasonable accommodation includes changes to rules, policies, practices or services, when such accommodations are necessary to allow persons with disabilities an equal opportunity to use or enjoy a dwelling. Under the Fair Housing Act, an accommodation is considered 'reasonable' if it does not pose an undue financial or administrative burden and if it does not fundamentally alter the zoning ordinance. Unless a municipality can

prove that an accommodation request is unreasonable according to the above criteria, the municipality must grant the accommodation. In order to provide a process for requesting “reasonable accommodation” the **City will develop** a “reasonable accommodation” process during the effective period of this element. Once the process for “reasonable accommodation” is developed, the City will make this information available to the public as part of permit application packets.

Work disability status (2000 CENSUS – No current data available):

Total – 68 (21.9% of the population)

Male – 40

Female – 28

Between 16 and 64 years of age (working age) – 31

65 years and older – 37

Several seniors who used to reside in Trinidad have relocated near Mad River Hospital to be close to needed services. It is possible that the creation of a special care facility would benefit some city residents. This could be especially true for those older residents who would like to remain in Trinidad when they are no longer capable of maintaining their homes. Some assistance for disabled persons is provided by Mad River Community Hospital in the nearby town of Arcata (14 miles away). The Adult Day Care Program provides daytime care for disabled adults. Transportation for participants is generally provided through the program as long as two or more Trinidad residents are part of the program.

e. Large Families

According to the 2000 Census, there were only 5 households (3%) in the City that consisted of five or more persons. All were family households of whom four were home owners and one was a renter. The five units were occupied by a minimum total of 26 people or 8.4% of the total population. According to the 2010 Census, there were also 5 households (2.6%) in the City that consisted of five or more persons. All were family households of whom 2 were home owners and 3 were renters. The five units were occupied by a minimum total of 28 people or 7.6% of the total population.

The number of large family households in the City has remained the same over the last decade, but has become a slightly smaller percentage of the total households as the City has grown. The number of households, families, and average number of persons per household has increased since 2000, but the majority of family households in the City (78.4%) still contain 2-3 persons.

f. Overcrowding

Overcrowded housing is defined by the Census as an average of more than one (1) person per room in a housing unit (excluding bathrooms, porches, and hallways). The incidence of overcrowded housing is a general measure of whether there is an available supply of adequately sized housing units.

According to the 2000 Census, only 4 housing units (2.4% of the total) in the City had 1.01 to 1.50 occupants per room. Of these, 2 were owner occupied and 2 were renter occupied. According to the 2007-2011 ACS 5-Year Estimates, only 2 housing units (1.3% of the total) in the City had 1.01 to 1.50 occupants per room, and they were both owner occupied (0 housing units had more than 1.5 occupants per room). The number of households with an average of more than one person per room has decreased over the last decade, and is not specific to renters as is common in other jurisdictions. This data indicates that the City of Trinidad has an available supply of adequately sized housing units, and is not overcrowded.

However, surprisingly, the average household size of renter-occupied units is substantially lower, at 1.54 people, than the household size of owner-occupied units, at 2.27 people. However, most renters live in one and two bedroom units, even though the majority live in one or two person households. Table 9 below shows the size of rental units in the City compared to the persons per rental unit.

Table 9 – Rental Unit Size vs. Renter Household Size (2007-2011 ACS)

Rental Unit Size		Renter Household Size	
# of Bedrooms	# of Units	Persons per Household	# of Households
0 (studio)	2	1	45
1	37	2	25
2	22	3	1
3	10	4	1
4	1	5	0
5	0		
TOTAL	72	(102 renters total)	72

The data in Table 9 indicates that the City could use some additional 0-2 bedroom rentals to accommodate the small rental households. However, some of these renter households may be living in larger housing units by choice, and may not necessarily have a need or desire for smaller housing units. Ultimately, the data illustrates that overcrowding is not a problem in the City of Trinidad.

g. Students

College students are typically income limited individuals in need of inexpensive rental housing. Students from nearby Humboldt State University (HSU) and College of the Redwoods make up a small portion of Trinidad's population. In 2000, 32 residents (10.3% of the total population) were enrolled in college. Of these, 12 (3.9% of the total population) were between the ages of 18-24. This would indicate that the majority (62.5%) of those enrolled in college were age 25 or older at that time. According the 2007-2011 ACS 5-Year Estimates, only 8 residents (2.2% of the total population) in the

City were enrolled in college, all of which were female and 25 or older. This data indicates that since 2000 the City's student population has decreased substantially and become older in age. Though one of the Planning Commissioner noted that both she and her brother are enrolled at HSU, and both are younger than 25.

Traditionally, college students between the ages of 18-24 reside in the less expensive section of the City's housing stock (e.g. second units, mobile homes, trailers, studios, etc.) or share single-family dwelling units. Considering that most of the City's student population is over the age of 25, they may not necessarily be as income limited and in need of smaller inexpensive housing units. Some of these individuals may live in family households in larger single-family dwelling units. Due to the high cost of housing and distance from local colleges, the City of Trinidad has not traditionally been a highly desirable location for college students to live.

h. Farm Workers

According to the 2000 Census, no Trinidad residents are employed in the farming industry. According to the 2007-2011 ACS 5-Year Estimates, 25 persons in the City are employed in the agriculture, forestry, fishing, hunting, and mining industries. It is not anticipated that any of these individuals are farm workers since no labor intensive farming activities occur within or near the City of Trinidad due to the lack of land suitable for agricultural use. In addition, due to the high cost of housing, Trinidad would not be a desirable location for farm workers to reside.

i. Housing for Homeless Persons

The City is located adjacent to Highway 101, the primary corridor through Humboldt County. Due to this, homeless persons occasionally stop in the City along their way primarily during the summer months when travel is more frequent. However, the City of Trinidad is a less desirable and convenient location for homeless persons due to the exposed coastal location resulting in harsh winter weather conditions and even very windy or foggy summer days, the remote location, small populations, lack of social services, and the absence of a centralized downtown.

The City's Zoning Ordinance contains no language that would preclude development of housing or services for homeless persons. Contact with several Humboldt County social service agencies and review of City records indicate that housing for the homeless is not a significant problem in Trinidad. Like other smaller rural cities in Humboldt County, Trinidad would utilize the Eureka Rescue Mission and the local churches and service groups to provide for the needs of any homeless persons, on an as-needed basis. In addition, Women for Shelter provide emergency shelter for women and children, particularly battered women.

In order to provide housing and / or shelter for homeless persons in the event they begin to reside in the City of Trinidad, the City would **consider entering into** a multi-

jurisdictional agreement with the surrounding cities and unincorporated communities in Humboldt County if this option were available.

F. HOUSING MARKET INFORMATION

The Trinidad housing market is part of the North Humboldt County market area, which also includes the cities of Eureka, Arcata, Blue Lake, and the unincorporated community of McKinleyville. Home ownership and affordability in Humboldt County are lower than for other areas of the state, and housing prices are beyond the means of many low-income persons (Humboldt County Housing Element, 2012). Trinidad exhibits a distinct housing market where this problem is exacerbated due to its physical size constraints and its unique, scenic location along the Pacific Coast. Demand for housing in the City is remarkably high, accounting for the rise in property values over the past several decades.

Trinidad has historically been a small community composed mainly of single-family dwellings. Its distinctive lack of manufactured homes, condominiums, townhouses, and apartments, as compared to other cities, is attributable to its rural location, early build-out, and reliance on septic systems for all wastewater disposal. Density of development in the City of Trinidad is necessarily limited by the lack of a municipal sewer system and the land area to accommodate on-site wastewater treatment systems (OWTS).

The 1976 Environmental Impact Report (EIR) to the City's General Plan concluded that many alternative housing types were "not consistent with the character of the City" and that they "should not be permitted" within City boundaries. These statements provide historic insight into the nature of local values and the preference for single-family homes. However, a small number of apartments, second units and mobile homes have been developed in Trinidad since the 1976 EIR. In addition, the two RV Parks in town contain a fair number of permanent residents. The use of such units has benefitted Trinidad's housing program in assuring affordable housing for all income levels and special needs groups.

The City of Trinidad Zoning Ordinance has a policy which limits housing units to a 2,000 sf maximum. As stated in Section 17.60.040(H)(1): "*Residences of more than two thousand square feet in floor area and multiple family dwellings or commercial buildings of more than four thousand square feet in floor area shall be considered out of scale with the community unless they are designed and situated in such a way that their bulk is not obtrusive*". This helps to keep housing prices down and maintain the small town character of the City.

1. Housing Stock

This section discusses the types, size and occupancy of housing found in Trinidad. One thing to keep in mind when reviewing this data, as explained in section E.1.a, is that the 2007-2011 American Community Survey (ACS) 5-Year Estimates are not consistent

with the 2010 Census data for housing in the City of Trinidad. Though this data may not always be accurate, it is useful in showing trends and relative distributions.

Table 10 - Type of Housing Units

	CA Dept. of Finance 1/1/2012	2007-2011 ACS
Single, detached	186 (73.8%)	148 (67.3%)
Single, attached*	2 (0.8%)	0
Two to four units	32 (12.7%)	36 (16.4%)
Five plus units	7 (2.8%)	11 (5.0%)
Mobile homes	25 (9.9%)	18 (8.2%)
Boat, RV, van, etc.	NA	7 (0.3%)
Total housing units	252	220

*An attached single-family residence shares a wall with another residence, but is located on its own lot, such as a townhouse or row house, but not a duplex.

This data shows that approximately 70% of the existing housing stock in the City is made up of conventionally built, single-family homes. Multi-family housing accounts for about 15% to 20% and mobile homes account for a little less than 10%. Neither dataset is completely accurate though, since there are no known developments with 5 or more housing units in Trinidad, unless the RV parks are included.

Table 11 – Bedrooms per Housing Unit (2007-2011 ACS)*

# of Bedrooms	# of Units	% of Total
0 (studio)	10	4.5
1	64	29.1
2	68	30.9
3	71	32.3
4	7	3.2
5 or more	0	0

Table 12 – Number of bedrooms per housing unit by occupancy (2007-2011 ACS):

# of Bedrooms	Total # of Units	# of Units Rented
1 or less	74	39
2-3	139	32
4+	7	1

Table 13 - Housing Unit Occupancy

	2010 Census	2007-2011 ACS
Total Occupied	187 (74.2%)	149 (67.7%)
Owner Occupied	113 (44.8%)	77 (35.0%)

Renter Occupied	74 (29.4%)	72 (32.7%)
Vacant	65 (25.8%)	71 (32.3%)
Total Housing Units	252	220

According to both the 2010 Census and 2007-2011 ACS, the vacancy rate in the City (25% - 30%) is much higher than the County (9.0%) or State (8.1%). This is most likely due to the number of housing units in the City which function as vacation rentals or second homes. The 2000 Census identified 26 (11.5% of total housing units) vacant housing units which were used for seasonal, recreational, or occasional use. According to 2010 Census data, the number of vacant housing units used for seasonal, recreational, or occasional use has increased by 46.2% to 38 since 2000. Table 14 below shows the status of vacant units in the City at the time of the surveys. At least some of the variation can be explained by the potentially rapidly changing status of some of these categories. Though the data only represents one point in time, it does indicated relative distributions and general trends.

Table 14 – Vacancy Status

Vacancy Status	# Units (2010 Census)	# Units (2007-2011 ACS)
For Rent	11	22
Rented, Not Occupied	0	13
For sale only	5	0
Sold, not occupied	1	0
For seasonal, recreational, or occasional use	38	30
For migrant workers	0	0
Other vacant	10	6
TOTAL	65	71

2. Housing Condition

The majority of the City's housing stock can generally be described as aging. Table 13 below lists the number of units constructed in corresponding time intervals.

Table 15 - Housing Age (# of housing units built over time)

2010 Census		2007-2011 ACS	
TOTAL	252	TOTAL	220
		2005-2011	0
2000-2010	27*	2000-2004	5
1990-1999	22	1990-1999	47
1980-1989	23	1980-1989	28
		1970-1979	48
1960-1979	89	1960-1969	34
Prior to 1960	91	1950-1959	27

		1940-1949	20
		1939 or earlier	11

* As explained in earlier sections, this # does not match the City's file records, which show that 6 new houses were constructed between 2000 and 2012.

This data indicates that the majority of housing in the City was constructed prior to 1980, with the largest increases in the number of units occurring in the 1960's and 1970's; the ACS data shows another spike in the 1990's. Approximately 5% of housing units are very old, having been built prior to 1940.

The 1976 General Plan EIR states that the main sources of affordable housing in Trinidad at that time were numerous small, older homes. The EIR stressed the importance of preserving these units and reported that many of them were in need of repair.

Due to lack of funds and limited staffing, no recent survey of housing conditions has been performed. A photographic architectural survey of all properties was conducted in 2008. This was a brief survey, including only one photo of the front of each house; the intended use was to inform community design issues. However, any future housing assessment would benefit from the information provided through such a survey, and one **should be completed** by the end of the fourth housing element planning cycle which ends June 30, 2014 (**RCAA, City Staff, etc. could conduct housing conditions survey?**).

In lieu of surveying each individual property, for the 1998 Housing Element, discussions were conducted with local realtors, contractors, and the City Building Inspector to gain insight as to the condition of the Trinidad housing stock. The general conclusions reached through these interviews were as follows, and it is likely that conditions are still similar:

- Many of the "old" homes (over 35 years) need at least minor rehabilitation. "Ungrounded" electrical systems in old homes may need to be grounded or replaced.
- Many of the City's homes, including some newer units, need roof repair. Leaky roofs seem to be a common problem, and in conjunction with other problems, could require major rehabilitation efforts.
- Many of the older homes have not been constructed to withstand shaking resulting from earthquakes as was experienced in nearby Ferndale and Rio Dell in spring 1992. Similar shaking in Trinidad could result in a loss of much of the older housing stock
- Many of the older homes have old septic systems that, although not necessarily indicating problems are below current standards. Some of these lots are small and offer few other alternatives should the system fail.

Some housing units in the City, particularly those with ocean views, have been remodeled since the 1997 Housing Element update. However, the high cost of rehabilitation is a discouraging factor for households with limited incomes. Households eligible for low-interest rehabilitation loans are referred to as “targeted households” by the California Department of Finance (DOF). The agency defines targeted households using area median income statistics. Specifically, the definition quotes:

- The **Targeted Group** is persons/families whose income is 80% of the estimated/adjusted median family income for Humboldt County.
- The **Lowest Targeted Group** is persons/families whose income is 50% of the estimated/adjusted median family income for Humboldt County.

According to the 2007-2011 ACS 5-Year Estimates, the median family income in Humboldt County is \$52,317. Based on this, the Targeted Group would be persons / families whose income is \$41,854 or less and the Lowest Targeted Group would be persons / families whose income is less than \$26,159. Based on the above definition and according to the 2007-2011 ACS 5-Year Estimates, approximately 30% of Trinidad households are at or below 80% of the median family income for Humboldt County and may be eligible for housing rehabilitation assistance from the State (see section E.2.a).

An important housing improvement, aside from overall rehabilitation, is weatherization. Adequate weatherization of units minimizes household heating expenses. Many Trinidad residences have not yet been weatherized to meet current energy conservation standards. According to the 2007-2011 ACS 5-Year Estimates, 28.2% of Trinidad households use propane, 27.5% use electricity, and 24.2% use wood as a heat fuel source. The City recognizes that all residents should be made aware of energy conservation measures which pertain to their specific living situations.

3. Affordability

Housing Valuation (2007-2011 ACS):

Value of Housing – 9 less than \$100,000

Median Value (2000 CENSUS) - \$321,200

Median Value (2007-2011 ACS) - \$647,300

Median Value (2009 city-data.com) - \$529,577

Median mortgage with monthly costs - \$2,650

Median rental price - \$817

The cost of purchasing or constructing a home in Trinidad has increased substantially over the last three decades. Table 16 below shows the increase in median value of housing units from 1980-2011. According to this data, the median value of housing in Trinidad has approximately doubled every decade since 1980.

Table 16 – Median Value of Housing Units

Data Source	Median Sales Price
1980 Census	\$73,500
1990 Census	\$150,000
2000 Census	\$321,000
2007-2011 ACS	\$647,300

In 1980, nearly half of existing housing units had values in the \$50,000-\$80,000 price range, and another third were in the \$80,000-\$150,000 range. The 1990 Census revealed a substantial increase in the value Trinidad homes: only 5% had values between \$50,000 and \$75,000, and no homes had values lower than \$50,000. About a third of homes were within the \$100,000-\$150,000 range, and over a third exceeded \$200,000 in value. The 2000 Census revealed another large increase in the value of Trinidad homes: only 3% had values between \$50,000 and \$75,000, and no homes had values lower than \$50,000. About 43% of homes were within the \$300,000-\$499,999 range, and over 12% exceeded \$500,000 in value (is this data useful?).

According to the 2007-2011 ACS 5-Year Estimates, another substantial increase in the value of homes in Trinidad occurred over the last decade. About 71% of homes were valued at over \$500,000, and over 28% exceeded \$1,000,000 in value. Only 11.7% of homes were valued at under \$100,000, with 9% valued at less than \$10,000. The number of units valued at less than \$10,000 would appear inconsistent with previous Census data, which showed that no housing units in the City have been valued at less than \$50,000 since 1990. It is not known by City Staff which housing units in the City would be valued this low, unless it includes trailers in the RV parks. (useful?)

According to Census Data, median contract rent in the City increased substantially from 1980-2000. However, according to the 2007-2011 ACS 5-Year Estimates, median contract rent in the City has decreased by 2.4% since the 2000 Census, which could be the result of current economic conditions. Table 17 & 18 below shows the change in contract rent in the City from 1980-2011.

Table 17 – Median Contract Rent

Data Source	Median Contract Rent (\$)
1980 Census	238
1990 Census	475
2000 Census	663
2007-2011 ACS	647

Table 18 – Contract Rents

Price Range	CENSUS			ACS
	% (1980)	% (1990)	% (2000)	% (2007-2011)
Less \$200	35.9	6.5	5.3	0
\$200-\$399	42.2	16.1	10.5	0
\$400-\$599	12.5	37.1	22.8	38.8

\$600+	0	37.1	61.4	59.9
No cash rent	9.4	3.2	0	1.3
TOTAL	100	100	100	100

The rental vacancy rate, according to Census information, increased substantially from 1.5% in 1980 to 14.5% in 1990. However, it went down to 12.5% in 2000 and increased slightly to 12.9% in 2010. According to 2010 Census information, the rental vacancy rate in the City is much higher than the County (3.6%) or State (6.3%). This high rate is reflective of the generally high vacancy rate in the City. The ACS does not differentiate long-term versus short-term rentals, which means the high vacancy rates may be due to the number of vacation rentals and second homes, the high cost of rents, or even students that are gone for periods of time.

Overall, the most important element in assessing housing affordability for a City is the ability of its residents to pay for housing. According to the 2007-2011 ACS 5-Year Estimates, contract rents are generally less than monthly mortgage payments in Trinidad, with the median contract rent (\$647) substantially lower than the median mortgage payment (\$2,650). Households paying more than 30% of their income to housing (rent or mortgage) are considered to be 'overpaying;' however, this can be by choice as well as necessity.

According to Census information from 1980-2000, the City of Trinidad retained approximately 50% of its population as long-term residents during this period. All three sets of Census data indicated that about 50% of the total population was living in the same units they had occupied five years earlier. This information was not available for the 2007-2011 ACS 5-Year Estimates. However, the 2007-2011 ACS does have data for "Residence 1 Year Ago", which indicates that 88.5% of Trinidad residents lived in the same house last year.

According to the 2007-2011 ACS 5-Year Estimates, 22.5% of renter households were paying 30% or more of their respective incomes for rent. All of these households were classified as low or very-low income households. This figure represents a large decrease in the percentage of overpaying rental households from 2000 (42.1%). This data correlates with the fact that the median contract rent has decreased from \$663 to \$647 in the City since the 2000 Census.

According to the 2007-2011 ACS 5-Year Estimates, 44.2% of homeowner households paid in excess of 30% of their incomes to mortgage costs. Only 8.8% of these households were classified as low or very-low income households. More than 50% of these households were classified as above moderate income households. This figure represents a large increase in the percentage of overpaying homeowner households since 2000 (30%). But the data does correlate with the fact that the median mortgage payment has increased from \$1,000 to \$2,650 since the 2000 Census.

The above data illustrates that overpayment for housing (based on income) has become a greater problem for homeowners than renters over the last decade. Of renters,

overpayment is primarily a problem for low and very-low income households. Of homeowners, overpayment is primarily a problem for moderate and above moderate income households.

State law requires each City and County to analyze the status of existing housing units which, through the availability of subsidies, are provided to moderate low or very-low income households at below market rates. The purpose of the analysis is to determine whether such units are at risk of being converted to market rates within the next ten years (**Does Trinidad have any subsidized housing?**). State law also mandates that local governments plan for the conservation of at-risk units. "Conservation" refers to actions taken to assure the future affordability of currently affordable units. The City has no locally subsidized units at risk, as the City has not issued mortgage revenue bonds, has not approved any density bonuses with financial assistance, does not have an in-lieu fee program, and has not assisted multi-family housing with redevelopment or CDBG funds. Public subsidies for renting could benefit many of the renters in Trinidad. **(Still the case?)**

The City of Trinidad is situated in a unique and extremely scenic location on the Northern California coast, which keeps housing prices well above the average for Humboldt County. Properties in the City with ocean views are highly valued, and housing units adjacent to these areas are also more valuable than similar housing in other local jurisdictions due to the proximity to the coast. Many of the housing units in the City will never be affordable for persons with less than above moderate income levels. Relatively affordable housing in the City includes apartments, mobile homes in the trailer park, second units, and studio units. Efforts to increase affordable housing in the City should focus on the development of more of these types of units. City policies such as limiting single-family housing units to 2,000 square feet also help to keep the price of housing down. In addition, the City recently adopted an ordinance to allow accessory dwelling units (second units), but it has yet to be certified by the Coastal Commission.

4. Land Availability

This section discusses vacant and underutilized properties in Trinidad which have the potential for residential development. As shown in **Table 17** - Inventory of Land Available for Residential Development below, as of July 2013 there remained approximately 47 vacant residentially zoned lots (UR, SR or PD) within City boundaries. However, probably only 39 of them are actually developable; the others, with less than 4,000 sq. ft. of developable area, are likely too small to accommodate an onsite wastewater treatment system and a residence. All of the lots are subject to Trinidad's program of pre-development review (including sewage disposal capacity and design review) but the zoning accommodates such lower-cost housing types as manufactured/pre-fabricated units. The City has also submitted an ordinance to allow accessory dwelling units on residentially zoned parcels to the Coastal Commission for review and certification. The four Planned Development (PD) parcels are large enough to allow clustering of multi-family units and improvements.

Trinidad's inherent land-use constraints severely limit the development potential of all vacant land (see IV CONSTRAINTS). The developable lots described above are considered to be the build out for the City. These lots are zoned for single-family dwellings and carry a minimum lot size of 8,000 to 20,000 square feet and are dependent on lot constraints. Manufactured housing is permitted on all sites on a single-family use basis.

No redevelopment areas are currently defined within the City. Public facilities, such as the school and Town Hall, are available for use as temporary shelters in the event of a natural disaster. Emergency shelter or transitional housing is not designated in the City because of lack of expressed need, the City's rural location and close proximity to similar services in Arcata and Eureka. Aside from the existence of three large, currently undeveloped Planned Development (PD) parcels, no non-residential property in the City is available for conversion to residential use. The City has no industrial or agricultural zones. Most surrounding undeveloped property is within State Park boundaries or is Open Space and unsuitable for development due to geological instability or the existence of sensitive habitat and / or cultural resources.

Largely as a result of septic-system capability, slope stability constraints and the subdivision of most of the City into urban sized lots in the , few previously developed parcels are available for subdivision for the purpose of creating more developable parcels. There are eight SR zoned lots and nine UR zoned that could potentially be subdivided (at least double the minimum lot size / maximum density). However, for most of these lots, subdivision is unlikely due to the configuration of the existing development and other constrains. Other than the potential for accessory dwelling units if the Coastal Commission certifies Trinidad's proposed ordinance, new housing development is generally restricted to the sites identified in Table 17.

Table 17 – Inventory of Land Available for Residential Development by Land Designation and Zoning District

Land Use Designation	Residential Zoning Classification ¹	Type of Development/Density	Number of Vacant Lots	Estimated New Unit Potential ²	Units Possibly Constrained by Constraint Type
URBAN RESIDENTIAL	UR	Single-family 1 unit/8,000 sf Accessory dwelling unit*	19	11 ³	
SUBURBAN RESIDENTIAL	SR	Single-family 1 unit/20,000 sf Accessory dwelling unit*	24	28	
PLANNED DEVELOPMENT	PD	Multi-family 1 unit/8,000 sf Accessory dwelling unit*	4	37	

* Administrative approval if certain requirements can be met; otherwise Use Permit required; subject to ADU ordinance certification by the Coastal Commission.

¹ Refer to ZONING ORDINANCE: Zoning Classifications, Land Use Map, and Land Use & Zoning Matrix. The VS and C zones were not included, which allow development of a single-family residence with a use permit and accessory to another permitted use, such as a caretaker unit.

² Based on the allowable density of each zone and the number of vacant lots. Legally established lots are considered developable even if they are less than the current minimum lot size. The PD zone is the only zone that allows more than 2 units per lot. The estimated new unit potential does not include potential accessory dwelling units. Some lots are also constrained by steep slopes, stability and creek setbacks, but most of these areas are zoned either SE or OS and were not considered developable for the purposes of this table. There may be additional constraints not considered herein that would further limit the potential number of new units.

³ The new unit potential is less than the number of legal lots because lots that were less than 4,000 sq. ft. in area are considered undevelopable due to septic system constraints.

G. CONSTRAINTS

This section attempts to identify the factors that may contribute to difficulties in meeting housing needs. Generally, such factors are attributed to governmental and non-governmental limitations. Housing constraints in Trinidad can best be described as:

- **Developmental Constraints**, including economic factors such as inability to pay and physical factors limiting housing development opportunities such as septic system capability and slope stability.
- **Governmental Constraints**, such as permitting difficulties and land use controls.
- **Non-governmental Constraints**, such as construction costs and land costs.

1. Developmental Constraints

a. Market Constraints

Market characteristics such as availability of housing and housing costs combined with the ability to purchase or rent housing define market constraints affecting housing in Trinidad. In addition to actual construction costs, housing costs include (or reflect, for rentals) those associated with financing, marketing, profit to developer or homeowner, infrastructure, utility hookups, property taxes, land division, and permit processing costs. Interest rates also impact the affordability of housing, as well as affecting housing costs. The ability to pay for housing, as well as housing availability, is discussed under Section F. Housing Market Information, subsection 3. Affordability.

Increasing land values and costs of constructing or purchasing a home are prevalent in Trinidad, as well as the in the rest of the County and State. However, concurrently-rising area incomes somewhat offset the seemingly drastic increases in housing costs over the past 30 years. It is important to note that property values in Trinidad tend to exceed those in many surrounding areas due to the City's unique location, scenic beauty, and inherent recreational opportunities. Although market constraints are the least limiting of the developmental constraints, lower income groups **may continue to require assistance** in order to obtain affordable housing opportunities.

The City does attempt to mitigate the factors described above by encouraging the creation and preservation of affordable units. For example, the City adheres to State regulations which allow manufactured home placement on all lots suitable for single family dwellings as long as it is placed on a permanent foundation. Because manufactured housing generally incurs lower housing costs than do traditional, "stick built" homes, they serve as favorable sources of affordable housing. The City has also adopted an ordinance that would allow (when site conditions allow) the creation of second dwelling units as additional sources of affordable housing pending certification from the Coastal Commission.

In addition to assuring availability of affordable housing within City limits, the City encourages Humboldt County to allow a variety of housing types in residential areas surrounding Trinidad. Currently, there are numerous mobile home parks, single mobile homes, trailer parks, and at least some small multi-family developments in these outlying areas. Housing opportunities like these assist lower-income households in securing housing within the scenic Trinidad area.

Both State and Federal agencies continue to offer financial support for lower income groups in California. Subsidized rent and low-interest loan programs from these agencies are made available to Trinidad residents who meet specified criteria.

b. Circulation Infrastructure

All of the vacant and developable lots in the City are accessible by either by existing roads or private access easements and would not require substantial increases in road surfaces if developed. If a proposed subdivision or development may require the construction of additional access roads, the developer is responsible for such construction and such roads would be short in length with only minor traffic (less than 5 units).

c. Service Infrastructure

The primary constraints to development in Trinidad are limited septic capability and water availability.

i. *Wastewater*

Individual onsite wastewater treatment systems (OWTS) are currently the only means of sewage disposal in the City. Much of Trinidad is more densely developed with smaller lots than what would now be considered adequate for OWTS. Fortunately, much of Trinidad has ideal soils for OWTS, but there is also documented bacterial contamination in the water around the City. Significant increases in development and density in Trinidad is not feasible with the use of OWTS. OWTS are likely to remain the primary method of wastewater treatment as there are several major hurdles to the construction of a sewer treatment plant. The initial costs of construction are prohibitive to a community as small as Trinidad, and at this time, funding sources for a sewage treatment plant are generally unavailable. In addition, available land on which to construct such a plant is severely limited, and because the ocean surrounding Trinidad has been designed as an Area of Special Biological Significance (ASBS) with a zero discharge standard, location of a sewer outfall is also problematic. Trinidad has considered the feasibility of hooking into the McKinleyville Community Services District's sewer system approximately eight miles to the south, but that is also prohibitively expensive. In addition, there is a lot of community resistance to the idea of a centralized sewer due to the potential growth inducing impacts and resulting changes to the character of the community.

The variable soil and geologic properties found in Trinidad have implications for the location of septic systems. Marine terrace deposits and Franciscan bedrock have generally low permeability and include intermittent impervious layers, which can cause effluent to emerge at the ground surface in some areas. High water tables also present an obstacle to proper septic system functioning. Effluent is unable to percolate well through saturated soils, and groundwater may become contaminated. Before any new septic system is installed, or an existing one expanded, the proposed site should be evaluated for soil permeability, the possibility that effluent will seep to the ground surface at nearby locations, and local water table elevations (including seasonal variations)..

The City's land use regulations are based on the long-term use of OWTS for sewage disposal. In order to protect water quality, the City has adopted, and recently started implementing, an OWTS Management Program that requires all property owners to maintain an operating permit for their OWTS that requires periodic inspections and maintenance. City Staff have also obtained a Clean Beaches grant in 2008 which included funding for inspecting and repairing non-functioning septic systems. Through this program, 23 septic systems in the Trinidad-Westhaven area were repaired or replaced, and more funding is being applied for. By ensuring that OWTS are functioning properly development on existing lots under existing zoning can continue.

ii. Water Supply

Trinidad withdraws its municipal water supply from Luffenholtz Creek, located 1.5 miles southeast of the City. All development within City boundaries (214 connections), and some development within County jurisdiction (101 connections), is connected to this system for a total of 315 metered connections and 5 unmetered connections. With current water use patterns, there is the potential to double the number of connections considering both the available flow of the creek and the treatment capacity of the City's water system. Though this is an unlikely scenario due to other development constraints and concerns over the importation of water due to its potential destabilizing effect on coastal bluffs.

There is some conflicting data in the reports used as to the lowest expected flow conditions for Luffenholtz Creek. For the purposes of this analysis, the more conservative, or lowest estimate of 278 gpm has been used. The City's water right allows a maximum diversion of 251 gpm. CA Dept. of Fish and Wildlife requires minimum allowable fish flows of 112 gpm in normal years, and 67 gpm in dry years (when the creek flow is less than 386 gpm). In addition, there is also 3 gpm worth of appropriated water rights below the City's water plant. Accounting for the fish bypass flows and downstream water rights, that leaves 208 gpm for diversion by the City in the most extreme drought conditions. The table below presents a summary of the City of Trinidad's water system capacity and estimate of available capacity beyond existing demands.

Conditions	Flows	Notes
Current Treatment Capacity	316,800 gpd	Maximum production capacity
Raw Water Available (worst case drought conditions)	299,520 gpd	Maximum diversion under existing water rights
2009 City Peak Day Demand	150,000 gpd	Current system peak demand
Available System Capacity	149,520 gpd	

There is little potential for development approved by Humboldt County outside City limits to impact the City's water supply. Existing County policies protect Luffenholtz Creek from significant additional development through its designation as a critical water supply. In addition, current State law (Government Code Section 56133) does not allow the City to extend services outside of its jurisdictional boundaries without approval of the Humboldt County Local Agency Formation Commission (LAFCo) and in most cases only in emergency situations such as a contaminated well.

d. Seismic / Slope Conditions

i. *Seismicity*

The City of Trinidad lies within a geographic region laden with numerous seismic faults and shear zones. The entire northern coast of California is subject to seismic activity, due mainly to the proximity of the Cascadia Subduction Zone (CSZ). Multiple tectonic plates (pieces of the Earth's crust) collide off the coast of northern California and southern Oregon to form the CSZ, a 750-mile-long thrust fault. The tectonic activity most relevant to Humboldt County is the movement of the Gorda and Juan de Fuca plates underneath the North American plate (Fig. 1). This movement causes the Earth's crust to compress and break, resulting in an extensive system of onshore faults and frequent offshore earthquakes.

Within the City, the Trinidad Fault (part of the Mad River Fault Zone) has been designated under the Alquist-Priolo Act of 1972 (Fig. 2). The zone encompasses about 60 acres, or 19% of the land within City limits. In this zone, any new development of structures for human occupancy would be required to undergo a geologic study before a building permit would be issued. There are also several other small offshoots of the Mad River Fault that run through Trinidad's Planning Area, or just offshore. These faults do not constrain development because they are either located offshore or are older and not considered active.

Most local earthquakes originate offshore, within tectonic plates rather than along plate boundaries. The Gorda plate is most susceptible to seismic activity because it undergoes a large amount of stress, and consequent fragmentation, as it is pushed beneath the North American plate (see Fig. 1). Offshore, intraplate quakes are generally

less damaging to human communities than onshore quakes, but they can still be quite large. The type of potentially damaging quake most likely to occur would be centered offshore with a magnitude between 5.0 and 7.5. Onshore earthquakes are less probable, having an average recurrence interval of 20 years. This type of quake could have a magnitude of 7.5 to 8.0, which would be more intense, and more damaging, than any modern historic quake. Although most earthquakes in the region originate offshore within the Gorda plate, they can also occur on the CSZ boundary. Evidence of prehistoric subduction zone earthquakes suggests that they could have magnitudes of 8.0 to 9.0 on an interval of every 300 to 600 years; the most recent one occurred in 1703. There is little that can be done to prepare for and mitigate damage from a large CSZ quake.

The general risks associated with earthquakes in the Trinidad area are structural damage, slope failures, liquefaction, and tsunamis. With the exception of tsunamis, these risks tend to be greater in areas of unstable slopes, wet conditions, alluvial deposits, or fill material. Trinidad is less vulnerable to damage resulting from earthquake-induced sea waves known as “tsunamis” due to its elevation and protective bluffs, but significant toe erosion could occur, compromising slopes stability. In addition to occasional tsunamis, the City is susceptible to violent wave attacks during harsh winter storms. Development in the lower, more exposed portion of the near shore area must continue to be avoided to ensure its protection from waves.

ii. Stability

Local topography is characterized by a series of marine terraces, which in cross-section have the appearance of wide stair-steps. These gently sloping surfaces were formed in the geologic past by wave erosion and deposition, and have been moved above sea level due to periodic sea-level changes and uplifting of the coastline. The terrace surfaces range in elevation from about 140 feet at the western edge of town, to 600 feet at the eastern edge of the Trinidad area. Most of the ground surface in Trinidad has a slope of 15% or less, but steeper slopes are found at sea cliffs, stream banks, and the boundaries between marine terraces.

The Franciscan bedrock that underlies Trinidad is composed of pieces of relatively resistant rock within a matrix of sheared, unstable material. Area geology is characterized by outcroppings of this material, especially at the coastline, and by the poorly consolidated alluvial deposits that cover the surfaces of the marine terraces. These different materials are subject to erosion and various types of slope failure.

Portions of Trinidad are composed of moderately to highly unstable slopes. Such slopes are prone to accelerated erosion and mass movement during earthquakes, storms, and as a result of nearby construction. The City requires geologic reports for any parcel mapped as ‘unstable’ or of ‘questionable stability’ on Plate 3 (Slope Stability) of the City’s General Plan. It is also worth noting that development may be limited in areas near bluffs. Areas that have been mapped as being ‘unstable’ have been zoned either Open Space (OS) or Special Environment (SE) to limit or preclude development.

Rates of cliff retreat vary along the coastline depending on local bedrock characteristics and degree of protection from waves. Coastal bedrock varies from sheared and fractured shales, which are highly erodible, to erosion-resistant diorite and greenstone (Fig. 6). Cliff retreat also occurs at different rates over time, as rates of sea level rise and geologic uplift change. Most of the Trinidad coast is approaching an equilibrium state, meaning that sea cliff erosion is more or less balanced by geologic uplift. The rates of these processes, however, are not constant and cannot be predicted.

Steep slopes and unstable geologic material create erosion and landslide hazards in some of the Trinidad area. Coastal bluffs are especially subject to these hazards because of continuous wave erosion. Development should be located far enough from the edge of the bluffs so that structures are not in danger of being undercut by wave activity in the foreseeable future. Development should also be restricted in areas dominated by the clayey matrix component of the Franciscan Complex, as these materials are susceptible to earthflows and debris flows

e. Construction

Financing opportunities have become more restricted due to the housing crisis in the United States which may potentially affect development County-wide, especially the development of vacant land. However, there is no indication that this has been a significant constraint to development in the City of Trinidad. Construction costs have remained relatively consistent throughout the County and are not considered to be a constraint on development in the City. However, land values in the City are continuing to rise and some of the vacant or underutilized parcels have physical constraints which limit their development potential.

Most physical limitations can be translated into cost-related constraints. Many of these cannot be overcome in Trinidad due to the City's unique location and restricted size.

Zoning classifications, estimated amount of vacant land, and estimated amount of vacant land subject to specific constraints are outlined in the Inventory of Land Available for Residential Development (III. Housing Market Information, D. Land Inventory).

2. Governmental Constraints

Many of Trinidad's governmental constraints to development are directly related to the physical limitations described above. The most notable of these constraints are the mandates set forth by the California Coastal Commission (CCC) pursuant to the California Coastal Act. Almost the entire City of Trinidad falls within the Coastal Zone, meaning that all proposals for new development are subject to the standards and regulatory procedures included in the City's Local Coastal Plan (LCP). At the heart of the LCP is the Trinidad Land Use Plan (LUP), which establishes numerous land use regulations relevant to the City's coastal location and characteristics.

In general, the purpose of an LCP is to allow for a partnership between the State and local governments in protecting the Coastal Zone from expansive, environmentally detrimental development. Several general Coastal Act policies may apply to development proposals in Trinidad. These should be considered when assessing governmental constraints to development within the City. They are as follows:

- Maximum public access and recreational use of the coast, with consideration of private rights and the environment, must be provided;
- Marine and land resources, including riparian areas, tide pools, wetlands, and rare and endangered habitat areas must be protected;
- The scenic integrity and viewsheds of the coastal landscape must be preserved

It is also important to note that, under the Coastal Act, coastal-dependent development proposals (such as those oriented toward recreation or tourism, or those involving the organized study of coastal/marine resources) receive higher approval priority by the Coastal Commission than do non-coastal-dependent developments (such as residential dwellings). This is particularly true in certain designated areas such the Trinidad Harbor area and Visitor Service areas; in addition the CCC encourages short-term / overnight accommodations, including vacation rentals.

a. Regulations Regarding Physical Limitations

i. *Service Infrastructure*

The current minimum lot size in Trinidad, as determined by limited septic capabilities, is 8,000 s.f. for the Urban Residential (UR) zone and 20,000 s.f. for the Suburban Residential (SR) zone. The minimum lot area allowed in the Planned Development (PD) zone is 2,500 s.f. per lot for planned developments with five or more dwellings, but the maximum density is still one residential unit per 8,000 sq. ft. At least 4,000 to 5,000 sq. ft. would be necessary to accommodate a small residence with a septic system. Under the City's Land Use Plan (LUP), all new individual septic systems must meet the minimum standards set by the State and Regional Water Quality Control Board (RWQCB) and the County Division of Environmental Health (DEH) serves as the City's Health Department. Septic requirements will likely be a limiting factor for any future developments. Existing vacant lots which are below minimum lot size, but are otherwise considered developable, may be developed where an acceptable on-site waste water treatment system (as determined by the County DEH) can be provided.

The City's water treatment plant is currently in compliance with state potable water treatment standards. Trinidad's water system currently consists of a 220 gallons per minute (gpm) (316,000 gallons per day (gpd) capacity surface water treatment plant. This includes recent construction of a new membrane filtration system which has increase capacity from a previous maximum of 176 gpm (253,440 gpd) due to the State's filtration rate standard. Raw water is collected from an infiltration gallery located

10 ft. below Luffenholtz Creek and treated by direct filtration and chlorination. The City maintains three wet well pumps capable of delivering 120 gpm. The City typically only operates one of the three pumps, but during peak demand periods, the City can run two pumps with the combined flow rate of 220 gpm. The distribution system consists of approximately 13 miles of predominantly asbestos-cement piping and includes two 150,000 gallon redwood storage tanks. 180,000 gallons of storage is reserved for fire flows, leaving 120,000 gallons of storage available for regular use. Periodic upgrades and updates are done as the need arises and funding becomes available.

Several evaluations of the City's water system and the available capacity of Luffenholtz Creek were completed between 2008 and 2010 in relation to a proposed subdivision in the Luffenholtz Creek watershed and a request by Cal-Fire to hook into the City's water system to supply water to their fire station north of Trinidad due to well contamination (the capacity of Luffenholtz Creek is discussed further above in section G.1.c.ii). The City's system serves 315 metered connections and 5 unmetered connections; 214 of the metered connections are within City limits, and 101 are located outside the City. One of the unmetered connections includes the **largest** water user, Trinidad Rancheria. The City currently supplies an average of 100,000 gallons of potable water per day to meet the demands of the City' water service area. The peak demand during the summer period reaches approximately 150,000 gpd, corresponding to a peak hourly demand of 25,000 gallons per hour, or 416 gpm for a period of one-hour. During peak water use in the summer, demands are higher than the maximum feed rate supplied by the pumps. Additional water to meet peak demands is supplied from storage. This results in decreased stored water availability. However, the peak summer demand is less than the daily system pumping capacity, and thus storage used during the day can be replenished during the night.

Table of available connections

ii. Seismic / Slope Conditions

Several parcels in the Trinidad area lie within a Special Study Zone, as designated by the State Division of Mines & Geology under the Alquist-Priolo Fault Hazard Zoning Act. Although this equates to approximately 19% of Trinidad's land area, much of it runs along the freeway corridor, and most of the affected lots are large, or already developed, and many of the parcels have already been investigated for faults. The purpose of the Zone is to ensure that local development patterns do not create seismic hazards. According to the Alquist-Priolo Act, no buildings may be constructed within 50 feet of any active fault in the Zone. All buildings outside this buffer, and throughout the rest of Trinidad, are subject to specific design guidelines established by the City including a Fault Study for subjected properties. All of Humboldt County falls under UBC zone 4, which is the highest factor of safety for seismic hazards.

The Trinidad Land Use Plan (LUP) states that no new development may occur on unstable lands. Such development may include the construction of buildings and driveways or the placement of individual septic systems. These specific development

types may not occur on sites of questionable stability, or within 100 feet upslope of such sites, unless the proposed development is analyzed and found not to be detrimental by a registered geologist. In addition, no new structures may be located on the shoreline less than 20 feet above the Mean Lower Low Water line, with the exception of harbor and public access facilities. Most development of unstable and shoreline site is restricted by the City's zoning regulations, and most of these areas are zoned Open Space and Special Environment, which prohibit most development in these locations.

b. Fiscal Restraints

Aside from the physical limitations listed above, development in Trinidad is subject to overall financial constraints. These are mainly related to the City's fiscal limitations which have been recently exacerbated by cutbacks at the State level. The City currently receives grants that help to defray the costs of public works, water systems, etc. including utility system improvements.

Planning permit costs (averaging \$1,000-\$2,000) are not unreasonably high in Trinidad relative to the rest of the County, although they may seem so to small-town property owners and developers. It is important to note also, that because of its small size and limited staffing capability, permit costs can be quite variable due to neighbor involvement in the Design Review process which often occurs regarding concerns about the protection of private views and the bulk of residential structures. Trinidad relies on private consultants and consulting firms to perform necessary project review activities. This can, at times, result in higher fees than those incurred by larger cities, although Trinidad fees generally remain lower than the County average and those of nearby cities like Arcata and Eureka.

There is evidence to suggest that the City's permit fees do not prevent development. In recent years, no proposed projects have been abandoned as a result of developers' inability to pay permitting fees. Considering the price of land in the City and construction costs, permit fees are a very small portion of the cost of residential development projects. With such a limited budget, the City is unable to subsidize permitting costs to reduce the burden on applicants; however, the City will be considering amendments to its design review criteria to make them more objective as part of the current LCP update.

Although it may slightly impact fees, the use of consultants does not increase permit processing time (normally 1-3 months). The processing time for planning permits varies depending on the complexity of the project, the date of application submittal, and the date of the once-a-month Planning Commission meeting. All project reviews are completed well within the maximum time allowed by the State Permit Streamlining Act.

The City adopts the most current Uniform Building Code. There are no local amendments to the Codes; hence, building codes are not excessive and do not present a constraint. Building permits are generally processed in less than 4 weeks.

Historic structures in the City have not been formally designated but special historic preservation codes are in effect. Whether this occurs or not will have only minor affect on housing affordability. New development near these structures is reviewed for its impact on historic structures.

The City's Local Coastal Plan (LCP) implements Coastal Act policies which include review of new development for compliance with design review and view protection findings. These tend to result in design restrictions in development. However, there are no known cases where development was precluded. All policies are applied equally regardless of the type of development proposed.

On- and off-site improvement requirements consist primarily of paving of off-street parking and construction of wastewater and drainage facilities. These requirements are comparable with other surrounding jurisdictions and are not excessive. Some additional septic and storm water regulations or conditions may be warranted because of bluff saturation issues and the sensitive environments around Trinidad, including the Trinidad Head Area of Special Biological Significance (ASBS) / State Water Quality Protection Area (SWQPA). Setbacks and lot coverage restrictions are also comparable to surrounding jurisdictions and do not represent a constraint to development.

Due to the small lot sizes and septic requirements, off-street parking requirements may limit the number of potential new residential units added to existing commercial structures as promoted by policies to encourage mixed use. To some extent, parking requirements (1 additional space) may also limit the development of second units on small residential lots. This is not considered a significant constraint, however, due to the high level of build-out on these properties and the low number of inquiries desiring second units; septic requirements would likely be more restrictive. The City's Zoning Ordinance currently has a parking-in-lieu alternative when there would otherwise be a shortage of off-street parking. However, this alternative has not been used for many projects since being incorporated into the Zoning Ordinance and has been controversial.

Table 17 – Development Standards from the City of Trinidad Zoning Ordinance

ZONE	Use Permit	Minimum Lot Area	Density Unit/s.f.	Setbacks F-R-S	Off-Street Parking # Spaces/Unit
SR (Suburban Residential)					
Single-Family	No	20,000 s.f.	1/20,000	30-20-10	2/unit
Two-Family	Yes	20,000 s.f.	1/20,000	30-20-10	2/unit
UR (Urban Residential)					
Single-Family	No	8,000 s.f.	1/8,000	20-15-5	2/unit
PD (Planning Development)					

Less than 5 Units	Yes	8,000 s.f.	1/8,000	20-15-5	2/unit
5 or More Units	Yes	2,500 s.f.	1/8,000	*	1.5/unit

***Where the two-thousand five hundred square foot minimum lot area applies (For Planned Developments with five or more dwelling or commercial units), no setbacks are required, except when adjacent to any other zone the yard shall be the same as that required in the adjacent zone.**

H. ANALYSIS OF PREVIOUS HOUSING PROGRAM RECOMMENDATIONS FOR REVISIONS

1. Review of Existing Housing Related Policies

a.. State Objectives

As described in the Introduction and Overview section at the beginning of this Housing Element, every City and County in California is required to develop a housing program which meets State standards for adequacy. These programs must be delineated in each locality’s General Plan as its official Housing Element. The State mandates that Housing Elements include measures to accomplish certain objectives that are described in detail in Section A.1 Overview. This document represents an update of the 1997 Housing Element and one of the State requirements is to review and revise the Housing Element, including an evaluation of the previous one to include the following three factors: (1) progress in implementation of the previous element; (2) effectiveness of the previous element in achieving its goals and policies; and (3) an assessment of the appropriateness of the goals, objectives and policies of the previous element.

b. Existing City Housing Policies

Listed below are the existing City Housing Policies from the 1997 Housing Element. The 1997 Housing Element was the first one adopted by the City of Trinidad and replaced the Housing Section in the 1976 General Plan:

1. The City shall review all new residential development to be consistent with the rural, uncrowded, rustic, unsophisticated, small, casual, open character of the community and shall blend stylistically with existing development.
2. Due to existing physical constraints, the City of Trinidad retains the existing emphasis on single-family dwelling units in residential designated areas.
3. The City shall develop a program for notifying all residents of the availability of housing programs and funding.
4. The City, in its review of development proposals, shall consider exceptions or revisions to City ordinances relating to zoning, density, services or other

incentives based on the merits of the project to provide or improve living conditions of its residents, as feasible.

5. The City shall pursue appropriate local, State, and Federal housing and economic development programs.
6. The City shall not permit discrimination in housing based on race, color, religion, sex, family size, marital status, national origin, ancestry, or other arbitrary factors. Safeguards will be instituted to ensure fair housing opportunities.
7. The City shall give the housing needs of the elderly and the handicapped high priority of consideration in future land use decisions.
8. The City shall encourage provisions for access for the handicapped in new or rehabilitated residential and commercial developments.
9. The City shall continue to allow manufactured housing to be permitted on sites where single family dwellings would otherwise be allowed.
10. The City shall encourage the use of private initiated and/or public-funded programs to provide housing for low-and moderate-income families.
11. The City shall encourage the County to allow a variety of housing types in the residential areas surrounding the City during the development of the current General Plan Update.
12. The City of Trinidad encourages the use of multi-family developments in Planned Development designations provided designations provided that the density does not exceed the physical limitations of the land.
13. The City shall encourage the use of energy conservation measures and materials for all new residential development and rehabilitation.
14. The City shall promote conservation and improvement of the existing housing stock, with emphasis on older structures. Specific areas of concern include electrical wiring, foundation stability, potential for water damage, and septic tank failure.

2. Effectiveness

The goals, policies, and implementation in the 1997 Housing Element were more specific and addressed the inadequacies of the Housing policies from the 1976 General Plan. The Housing section of the 1976 General Plan made no mention of any effort to minimize governmental constraints to maintenance, improvement, and development of housing. However, the 1976 General Plan background report, Community Infrastructure, addresses several related issues.

First, the report states that many existing housing units which fail to conform to current building codes are protected under the “grandfather clause”. This means that they were legally developed prior to the adoption of current codes and therefore do not need to be brought into conformance until a structure remodel or expansion is proposed. This protection of non-conforming housing units minimizes housing costs for many City residents. The report also stresses the importance of careful judgment on the part of the City and County when imposing expensive code requirements on older buildings. It is noted that these older buildings are the primary source of affordable housing for limited income households within the City.

The previous Housing Element (1997) provides an overview of Trinidad’s unique housing situation and the make up of its population as well as defining the City’s general plan policies regarding the assurance of affordable housing to all income groups and special needs populations. The 1997 Housing Element does not, however, specifically address all issues currently required for analysis by the Department of Housing & Community Development (HCD) or State Housing Law. It is important to note that due to several factors, the ability of the City of Trinidad to provide for the variety of housing types requested by the State is limited. These factors include:

- 1) The small size and population of the City of Trinidad (367 residents in 2010), and one of the smallest City’s in the State of CA at approximately 1 sq. mile in size; much of that area includes sensitive environments, cultural sites, unstable bluffs and open space owned by the State as part of the Park system.
- 2) The lack of a municipal sewer system
- 3) High property values in the City due to the unique location, scenic beauty, and inherent recreational opportunities

As stated in the Housing section of the 1976 General Plan:

“The role the city can play in providing for a variety of housing types in the regional housing market is limited. The city is essentially a small neighborhood of owner occupied single family dwellings that will probably be built out within the next ten years. Because it has no mobile homes, mobile home parks, condominiums, and only a few apartment units it has a singular residential identity that is greatly value by property owners. Older, small houses on septic tanks are a supply of moderate cost housing. This is the only low to moderate cost housing available in the City. High density low cost rental units require sewers. Eureka and Arcata have the main role in ensuring that adequate housing for all incomes and age groups is available in Humboldt County.”

As noted throughout the 1997 Housing Element, a major housing conservation measure taken by the City of Trinidad is the attempt to limit housing costs for residents in older, moderate-cost dwellings. Preservation of the rural character of the City, allowance for

existing non-conforming structures and mobile homes, and avoidance of expensive code requirements on older buildings (for new homeowners) all work toward this end.

At the time of the adoption of the 1997 Housing Element, no concerted effort was put forth by the City to improve the condition of deteriorating housing units, as very few of these units were reported to exist at that time. With the absence of a current housing conditions survey, it is not known by the City how many units are in need of rehabilitation or demolition. Due to limited budget and staff, the City has not had the ability to spearhead such an effort since adoption of the previous Housing Element. However, City Staff does not anticipate there is a great need for the rehabilitation of deteriorating housing units. The vast majority of development permits issued by the City since the last Housing Element have been for remodels of and additions to existing residences.

Within the past 15 years there has been no evidence of any restrictions on housing choices to special needs groups in Trinidad, except in cases where property values exceed those affordable to limited-income households. No concentrations or groupings of minority or poor-quality housing exist within the City. Furthermore, no fair housing or housing discrimination complaints have been received by the City since the adoption of the General Plan (Discuss with City Clerk). The U.S. Department of Housing and Urban Renewal (HUD) provide rent subsidy assistance to low-income households in certified existing housing units in Trinidad. Locally, this assistance is administered through the Humboldt County Housing Authority (Discuss with City Clerk).

Table 18 below shows the number of housing units allocated to the City for the two previous Housing Element planning cycles which were 1994-2001 and 2001-2008. A total of 20 units were allocated to the City of Trinidad from 1994-2008.

Table 18 – RHNA by Income Group 1994-2001 & 2001-2008

Income Group	# of Units	
	1994-2001	2001-2008
Very Low	1	0
Other Low	2	2
Moderate	2	2
Above Moderate	6	5
Total	11	9

According to the 1990, 2000, and 2010 Census approximately 52 units were added to the City from 1990-2010. This is approximately 32 more housing units than was allocated to the City during this time period. However, based on City building permit records a more accurate number is [redacted] housing units developed over this time period (Need # from permit records). Many of these units were in the above moderate income group which is the majority of what was allocated to the City during the two previous planning cycles.

The above data indicates that existing City policies are relatively effective in limiting the barriers to the development of adequate housing. The greatest constraints on future housing development are a lack of adequate sites within City limits, the density limitations imposed by septic systems, and the capacity of the water system.

This Housing Element update is being done to update the demographic statistics in the document, discuss what changes have occurred with the City's housing stock over the last fifteen years, and plan for the housing needs of the City which have changed since the 1997 Housing Element.

I. ENERGY CONSERVATION

Energy costs are often immense household expenses, second only to rent or mortgage payments. Combined with energy costs, home insurance premiums and mortgage/rent payments can easily exceed 50% of a household's income. Although Trinidad's proximity to the Pacific Ocean ensures fairly stable year-round temperatures, conditions are such that artificial heating systems are necessary in all residences.

According to the 2007-2011 American Community Survey (ACS) 5-Year Estimates, the primary modes of space heating for housing units in Trinidad were propane, electricity, and wood stoves / fireplaces. Use of wood stoves / fireplaces has decreased over the past decade in Trinidad, as it has in other parts of the County. Traditionally, local sources of firewood were relatively plentiful. The booming lumber industry assured the availability of cut mill ends, many of which were donated to local residents for free. Also in large supply were trees subject to individual harvest for firewood. Cutbacks in the timber industry and the enactment of strict regulations on timber harvest in recent decades have now caused the once-abundant supply of firewood to diminish. It is expected that the cost of locating and purchasing acceptable firewood will continue to increase in the future. Even in light of the problems surrounding firewood availability, many households may find wood-burning economically beneficial due to its otherwise low energy costs.

All new construction in Trinidad meets California Title 24 Building Energy Standards. The rigorous and conservative Title 24 guidelines mandate housing that requires only a fraction of the energy needed to heat older homes. The City of Trinidad recognizes that careful design and construction are integral components of any successful energy-conservation program.

The Pacific Gas and Electric Company (PG&E), the local utility gas supplier, commonly offers financing programs to assist households with the implementation of residential energy conservation measures. Qualifying property-owners are eligible to receive cash rebates or no-interest loans for weatherization improvements to their homes. Such improvements might include weather-stripping, use of water heater insulation blankets, caulking, or installation of storm windows, low-flow showerheads, or automatic setback thermostats.

It is important to note that low-income households may have difficulty meeting the criteria for these programs. Common criteria include a mandatory high credit rating and the “up-front” purchase of weatherization materials with only partial, subsequent reimbursement. The Redwood Coast Energy Authority (RCEA) offers energy audits for residences through funding from PG&E. Through this process RCEA conducts site visits, offers specific recommendations for conserving energy, and provides information about incentive programs to lower the cost for improvements to homeowners free of charge in many cases. (Contact RCEA for additional info on energy conservation measures and current incentive programs)

Energy, conservation and climate change are discussed in further detail in Section G of the Circulation Element.

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CULTURAL & HISTORIC RESOURCES ELEMENT

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A. PURPOSE

This is the Cultural & Historic Resources Element of the Trinidad General Plan. This Element discusses the purpose and function of preserving archeological and historical resources, describes methods for protecting these resources and provides local policies to guide the implementation of cultural resource preservation, beyond the projections afforded by applicable federal, state and local laws. The Cultural & Historic Resources Element identifies important local cultural, archaeological, and historic resources and establishes goals, policies, and actions for the protection and preservation of those resources. Though this is considered an 'optional' element, outside the seven elements required by state planning law, these are important issues that would need to be addressed within another element if they were not included in their own element.

B. BACKGROUND

Cultural resources are elements of cultural heritage. From a land use perspective, important cultural resources include archaeological sites, historic architecture, industrial relics, artifacts, cultural landscapes, spiritual places, and historic districts. These elements provide traces of Trinidad's rich history and add to the unique character and identity of the county.

1. Legal Background

Federal

The primary federal statute that addresses historic preservation is the National Historic Preservation Act (NHPA) 16 U.S.C. § 470 et seq. The NHPA sets forth a comprehensive program to carry out the national policy of protecting America's historic and cultural resources. It provides the authority for a number of activities that implement the federal historic preservation program, including (1) the National Register of Historic Places, (2) the matching grants-in-aid program, encouraging preservation activities at the state and local levels, (3) the Advisory Council on Historic Preservation, providing information on historic properties, and (4) the "section 106" review process.

State

California Environmental Quality Act

The California Environmental Quality Act (CEQA) requires an analysis and full disclosure of the environmental impacts of a project before it may be approved. If a project includes the demolition or alteration of any resource listed, or eligible for listing, in the National or California Register of Historical Resources, CEQA requires consideration of whether the project will significantly impact the resource's historic significance.

California Native American Traditional Tribal Cultural Places (SB 18)

Senate Bill (SB) 18 provides California Native American tribes an opportunity to participate in local land use decisions at an early planning stage for the purpose of protecting or mitigating impacts to cultural places. SB 18 requires local governments to consult with tribes prior to making certain planning decisions, including the adoption and amendment of general plans.

California Native American Graves Protection and Repatriation Act

The California Native American Graves Protection and Repatriation Act of 2001 was enacted to ensure that all California Indian human remains and cultural items are treated with dignity and respect. Other provisions of California law address the discovery of human remains outside a dedicated cemetery and require consultation with appropriate Native American individuals for disposition of the remains. The Public Resources Code establishes the Native American Heritage Commission and the State's Sacred Places List.

Comprehensive Statewide Historic Preservation Plan for California

The Comprehensive Statewide Historic Preservation Plan for California provides guidance to the Office of Historic Preservation and the preservation community for the identification, registration, protection, and preservation of important historic resources. It encourages both the consideration of historic preservation during planning activities at the local level and public and professional support for historic preservation.

State Historic Building Code

Since current building codes often do not consider historic construction techniques and materials, the State Historic Building Code provides alternative building code regulations

for the preservation, restoration, rehabilitation, relocation or reconstruction of buildings or structures designated as qualified historic buildings or properties. The City of Chico adopted the State Historic Building Code in 2007.

California Register of Historical Resources

The California Register of Historical Resources was established in 1992. It serves as an authoritative guide to be used by state and local agencies, private groups, and citizens to identify the state's historical resources and to indicate what properties are to be protected from substantial adverse change. The City of Chico is proud to recognize 116 properties currently listed on the California Register.

2. Brief History

Space Holder

C. CULTURAL RESOURCES

1. General

Cultural resources include historic properties, defined in the National Historic Preservation Act, as objects, sites, buildings, structures, and districts. Cultural resources also include places significant to past and contemporary Yurok culture such as ceremonial areas, sacred sites, traditional cultural properties, and traditional trails that connect areas, sites, and properties. All of these are integral components of a larger cultural landscape that connects Yurok people, places, history, culture, and resources. Specific plant and animal resources are also considered cultural resources when they serve a vital role in Yurok cultural practices. For example, basketry is an important cultural and artistic tradition for Yurok people and as such, plants used in basketry are considered both natural and cultural resources. Furthermore, these plants are situated in landscapes that provide environmental contexts for cultural resources. The protection and preservation of Yurok cultural resources, particularly in relation to public access trails, is one of several primary goals of this Element of the General Plan.

GOAL CULT-1: To protect, preserve and enhance cultural resources, particularly those that provide significant heritage, historic, scientific, educational, social and economic values to benefit present and future generations.

Cultural Resources Policies

CULT-1.1 Identify the potential for significant impacts to cultural resources during ministerial and discretionary permit review; assess as to the significance, and if found to be significant, protect from substantial adverse change deterioration, loss, or destruction.

CULT-1.2 Consult Native American Tribes, Tribal organizations, historical

organizations, other interested parties, and applicable agencies during discretionary project review for the identification, protection and mitigation of adverse impacts to cultural resources. Consultation on ministerial permits may be initiated if the project may create a substantial adverse change in the significance of a cultural resource. At their request, afford Tribes the opportunity to review and provide comments to the City early in project review and planning (screening) about known or potential significant Native American cultural resources located in project areas within their respective tribal geographical area of concern.

CULT-1.3 Condition and design projects located in areas known to have historic or prehistoric ruins, burial grounds, or archeological sites to avoid loss or substantial degradation of these resources, including standard provisions for post-review inadvertent discoveries of archaeological or Native American remains.

Program CULT-1.3.1: The following guidelines will be utilized to condition and design projects to avoid impacts to cultural resources:

- A. Design projects involving any ground disturbance to avoid known archaeological or paleontological sites, or
- B. Provide protective cover (e.g. cap with geotextile material and/or other barrier and cover with imported fill soil using lightweight rubber tired equipment) for all or portions of known (for) sites that cannot be feasibly avoided, after the site has been adequately characterized (depth, area, constituents) and reported on using appropriate scientific excavation techniques, or
- C. Where site avoidance is infeasible, design and implement a research design guided mitigation excavation program, in consultation with culturally affiliated Tribe(s) or other descendant groups, as appropriate, under the direction of a qualified and locally experienced professional, to document significant scientific information that would otherwise be lost by project implementation.
- D. For discretionary and ministerial projects that will involve ground disturbing activities, the following measures shall be included as a standard conditions of approval or as notations to be placed on development plans:

"The project site is not located within an area where known archaeological or paleontological sites have been identified. However, as there exists the possibility that undiscovered archaeological or paleontological resources may be encountered during construction activities, the following post-review, inadvertent archaeological discovery measures are required under state and federal laws:

If archaeological or paleontological resources are encountered, all ground disturbing work at the find location plus a reasonable buffer zone must be immediately suspended and a qualified professional contacted to analyze the

significance of the find and formulate further mitigation (e.g., project relocation, excavation plan, and protective cover) in consultation with culturally affiliated tribes or other descendant groups, where applicable. Pursuant to California Health and Safety Code §7050.5, if human remains are encountered, all ground disturbing work must cease and the County Coroner contacted.

The applicant and successors in interest are ultimately responsible for ensuring compliance with this condition.”

E. Voluntary deeding of the site into a permanent conservation easement.

CULT-1.4 Cultural resources shall not be knowingly destroyed or lost through a ministerial or discretionary action unless:

- A. The site or resource has been found to be of significant value consultation by representatives of the cultural resources community and relevant experts; or
- B. There is an overriding public benefit from the project, and compensating mitigation to offset the loss is made part of the project.

CULT-1.5 Require mitigation measures for any permitted project or City action that would adversely impact significant cultural resources.

CULT-1.6 As prescribed by law, the exact location of archeological, paleontological, grave sites and sensitive Native American cultural places shall not be publicly identified in order to prevent the possibility of theft or vandalism.

2. Tsurai Village Site

The portion of Tsurai Village that was last inhabited in 1916, and its associated burial ground, is generally located in the area south of Edwards Street between Hector Street and Ocean Avenue. The 12.5-acre area, which was noted as the ‘Tsurai Study Area’ in previous plans and maps, is referenced as the Tsurai Village Site and extends beyond the last inhabited area noted above. The Tsurai Village Site is a California Registered Historic Landmark (#838) and is “perhaps the best described Native American Village in the state. (Arch. Site 4-Hum-169 (Tsurai)). The Tsurai Village was a permanent site, which was comprised of “ ten or twelve redwood slab houses, a sweat house, quality waterhole, brush-dance pit, trails, graves, boat landing and alder trees. Two pepperwood trees of spiritual significance grew beyond the boundaries, one on the east, the other on the west”. Occupation of this site by the Tsurai extends back to as early as 800 A.D.

The Tsurai Ancestral Society is made up of lineal Tsurai descendants with the goal to “protect and maintain the identity and culture of the Tsurai people”. Their purpose has been” to preserve, protect and maintain the burial grounds, the adjoining properties, the Trinidad Head, the little Head and other historical, pre-historical and archeological values pertinent to the ancestral lands, including the Tsurai Village and Trinidad area.

The ancestral lands include Patrick's Point to the north, the mountains near Redwood Valley to the east, Little River to the south and the Pacific Ocean to the west, as well as traditional hunting grounds at Wild Grass Prairie and Bald Hills". (For additional information contact the Tsurai Ancestral Society and the Trinidad Museum Society).

The Tsurai Ancestral Society has a draft management plan for this area. Elements included are: vegetation control, drainage, and erosion control; maintenance on the Village / burial grounds; construction of a protective fence around the Village / burial ground; maintenance of the traditional trail on the Village/burial grounds and: placement of a suitable monument.

The City, with the support and guidance of Axel Lindgren, a Tsurai lineal descendant, expressed interest of this land in 1987 and developed a Conceptual Ownership and Management Plan. The California Coastal Conservancy purchased the Tsurai Village Site properties and transferred ownership to the City of Trinidad in 1989. The property was granted to the City "for conservation and public access purposes subject to an easement to preserve scenic open space, protect public access to the ocean shoreline, and protect certain Native American natural and archeological resources". The State reserved an easement over the entire property "for conservation purposes including the preservation of scenic open space and of certain Native American natural and archeological resources and the right to construct and maintain public access to the shoreline over trails within the easement area. "No development, as defined by the [Coastal Act] shall occur... except for the construction and maintenance of public access trails to the shoreline". (from the Deed Description recorded April 4, 1989).

GOAL CULT-2: To protect, preserve and enhance the Tsurai Study Area

Tsurai Study Area Policies

CULT-2.1 The Tsurai Study Area shall be managed consistent w the adopted Tsurai Management Plan and any amendments, implementing ordinances or policies adopted thereafter.

CULT-2.1 Any development within or immediately adjacent to the Tsurai Study Area shall first provide public notice to the Yurok Tribe, Tsurai Ancestral Society, State Coastal Conservancy, Trinidad Rancheria and City of Trinidad. A direct lineal descendant Member of the Tsurai Ancestral Society or other certified cultural monitor shall be given the opportunity to be present during times of excavation and grading to protect the cultural sensitivity to this area.

CULT-2.1 Include policies, regulations or other measures to adequately protect any archeological resources found during construction or other disturbance.

3. Trails

Trails are an important aspect of Trinidad's recreational resources and are needed to provide public beach, and cultural and coastal area access. Trails specific to Trinidad are part of a strategy to evolve and increase tourism. Access to scenic views from public lands is considered an important public resource. Maintenance and repair are needed on a regular basis to keep these trail resources open and safe for public use.

1. Axel Lindgren Memorial Trail

The Axel Lindgren Memorial Trail (ALMT) is the ceremonial, traditional Yurok trail to the village of Tsurai which extends from the bluff down to the beach. The TAS desires to keep the trail open with seasonal/periodic closures during the winter months, as well as the removal of the second bench and development of an additional beach access trail.

The entrance and lower portion of the ALMT trail have been diverted from the traditional path. The trail entrance has been subject to litigation because the traditional path is blocked by the fencing around the Memorial Lighthouse. The lower portion of the trail was washed away during a storm in January 2006. The TAS expressed interest in rerouting the lower portion to its traditional path, but the area is highly saturated and the bluff is failing. Rerouting would require extensive trail-surface armoring with rock and a bridge structure. Due to the estimated cost, the trail was restored with cable-tie interlocking step construction to the very steep, moderate intensity trail it is now.

2. Wagner Street Trail

The Wagner Street Trail begins at Wagner Street and provides a specific vantage for scenic public views of Trinidad Bay, Trinidad Head, and the ocean until it merges with the Parker Creek Trail. Because it runs through and borders private residences, the future of its existence is a very contentious issue, indicated by the past litigation and consequent geo-technical studies. This case has contributed to the City's poor financial status. While all parties agree the cultural resources within the TSA have not been properly managed, the conflict exists in easement, land ownership and management.

3. Parker Creek Trail

The Parker Creek Trail follows an easy grade down to Old Home Beach. Many parties are interested in developing and enhancing the Parker Creek Trail especially since portions of the trail do not fall under ownership of the City or the easement of the Conservancy, which can limit public access. There is no title documentation correcting the trail easement location to align the legal description with the actual location of the trail but public prescriptive rights may exist over those segments of the trail, established from many years of use. Therefore—if deemed necessary—there needs to be a correction of the easement to cover the actual trail location if the trail is in danger of being closed.

The natural hydrology of Parker Creek has been significantly altered and it is now considered an "urban stream". Restoring the lower portion of the Creek particularly the natural drainage system, would allow for anadromous fish to return to the stream, and could reduce the saturation of the village site, and erosion along the beach.

Goal CULT-3: Ensure that trails are managed such that they conserve cultural resources and public access and recreation.

Trail Policies

4. Signs

Goal: To inform and educate visitors and residents of the cultural and natural resources of the TSA and Trinidad.

Water Quality / Stormwater

Water quality analysis and mitigation at the Tsurai Village Site need to be performed and resolved regarding run-off and saturation issues. The issue of water quality and what problematic, contributing factors, as well as the extent of the problem and who is responsible for remediation, is a source of conflicting opinion. LACO studies (2004) indicate that the increase in hardscaped (paved) areas within the City has increased the volume of water discharged through these creeks and directed over the bluff. Surface drainage and run-off emanating from neighboring and bluff top residences is the single greatest factor affecting slope stability at the site. Uncontrolled surface run-off is easily mitigated with the emplacement of drainage collection structures, tightlines, and properly located points of discharge.

The City should also investigate the waste systems implement a septic system testing/monitoring program for existing septic systems. Currently, after receiving an Onsite Wastewater Treatment System grant from the State Water Resources Control Board, the City has begun to create an inventory, assessment, and database of all septic systems within the City because fecal coliform has been detected in surrounding creeks (Parker, Pepperwood, and Alder Creeks).

Goal: To assess water quality and run-off for protection of natural and cultural resources and necessary mitigation purposes.

Natural Resources Management

The natural resources and irreplaceable cultural resources contained within the TSA lie adjacent to the marine area, designated an Area of Special Biological Significance, that houses the kelp beds of Trinidad Bay and within the belt of the Redwood Empire. No comprehensive environmental assessments of the biological plant and animal resources have been completed for the TSA though a preliminary environmental review has been performed by the Yurok Tribe.

Yurok culture is deeply connected to the environmental landscape in which it has existed for many generations. Natural resources of cultural sites require management and monitoring.

Vegetation management, particularly with regard to viewshed issues, is a point of conflict. While property owners, residents, and the City place a high value on ocean views from the bluff, the Tsurai Ancestral Society and the Yurok Tribe feel that vegetation management decisions affecting the TSA need to be based upon site protection, restoration, stabilization, and multiple points of view, including from the site looking up. Coastal Conservancy staff feels vegetation management for the TSA should focus on the restoration and re-introduction of native and culturally significant species, as well as stabilizing the bluff.

A specific management issue is the erosion of the coastline. The location of the Tsurai Village along the mid-to-lower slope of an actively retreating coastline makes it particularly prone to slope instabilities. Slope instability, exacerbated by poor land use management practices, causes erosion. Opinions regarding the causes and potential impacts of erosion to the TSA, bluff stability, village site, and cemetery differ between stakeholders. Collaboration, however, is necessary between the Coastal Conservancy, City, Tsurai Ancestral Society, and Yurok Tribe for future management of the TSA and via the Tsurai Management Team.

Goal: To manage natural resources for the preservation of Trinidad's cultural resources and surrounding environment.

Vegetation

Erosion

Cultural Resources

The City tries to do everything in its power to help facilitate the protection and preservation of the inherent value of cultural resources in the Trinidad area. The cultural landscape of the Yurok people encompasses coastal areas between Little River and Damnation Creek and the Lower Klamath River.

Goal CONS-1: To protect and preserve the cultural resources and landscape of the Tsurai & Yurok peoples.

Ownership

Cultural Resources

Management & Consultation

Management decisions and actions with the potential to impact the cultural resources contained within the TSA have been the primary point of contention between all stakeholders, particularly between the City and the TAS and Yurok Tribe. Management Team members agree that an improved Policy 69 consultation protocol should be completed in order to include applicable and appropriate parties, identify problems, prevent conflict, and identify solutions for enhanced management.

DEFINITIONS

Cultural Resources. Cultural resources include, but are not limited to, any object, building, structure, site, district, area, or place that is culturally, historically, or archeologically significant, or is significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of Humboldt County. Sites, resources, or structures listed in federal, state, or local registration programs, or formally determined eligible for listing, or that meet the criteria for listing in the California Register of Historical Resources shall also be recognized as significant cultural (historical) resources. Cultural resources also include cultural places, as defined by California Public Resources Code Sections 5097.9 and 5097.993, including any Native American sanctified cemetery, place of worship, religious or ceremonial site, or sacred shrine or any Native American historic, cultural, or sacred site that is listed or may be eligible for listing in the California Register of Historic Resources, including any historic or prehistoric ruins, any burial ground, and any archeological or historic site.

Cultural Resources Community. The cultural resources community includes:

- a) Native American Tribes, defined as federally recognized and non recognized tribes and tribal organizations that have ancestral lands in Humboldt County that are on the contact list maintained by the Native American Heritage Commission; and, the appointed Tribal Historic Preservation Officers (THPOs) of such tribes.
- b) Applicable agencies and organizations, including the Native American Heritage Commission, the California State Office of Historic Preservation, the North Coastal Information Center, the Northwest Information Center, Humboldt County Public Works Department and the Planning and Building Divisions, and local historical societies and museums.
- c) Other interested parties who have requested in writing to be notified of such matters.

Tsurai Study Area