StrengthenCR focuses on strengthening Cedar Rapids' neighborhoods. This element covers topics related to land use, housing, mobility, services and infrastructure, and other topics important to neighborhoods. This element identifies specific strategies and initiatives to ensure Cedar Rapids is a city of strong and vibrant neighborhoods, and also outlines an approach to planning for its diverse communities.

AN APPROACH TO FUTURE PLANNING EFFORTS

EnvisionCR provides the foundation for all future planning efforts. Recognizing that planning is continually happening, StrengthenCR outlines an approach to planning that provides a mechanism for neighborhoods, residents, and other stakeholders to work with the city to develop plans that respond to their diverse needs and contexts. Specifically, StrengthenCR outlines four types of planning initiatives:

1. **Neighborhood Action Plans.** Neighborhood Actions Plans are reserved for neighborhood associations.

2. **Area Action Plans.** Area Action Plans cover areas of the city that are located outside of neighborhood associations.

3. **Corridor Action Plans.** Corridor Action Plans focus on important transportation corridors. Corridor action plans may be integrated into a neighborhood or area action plan, or may be stand-alone.

4. **Study Areas.** Certain areas of the city may require more in-depth study and technical analyses prior to any formal planning process. These areas will be studied further prior to initiating one of the aforementioned action plans.

All action plans will be tailored toward the unique geographic, demographic, and social diversity of each area. They will involve stakeholders, including but not limited to residents, businesses, property owners, city departments, regional agencies, and adjacent jurisdictions. At a minimum plans will be developed using the following guidelines also shown in Figure 1:

- Assess existing conditions, including a “Visual Preference Survey” and a “Character Analysis”.
- Review and evaluate land use policy issues.
- Review and evaluate the transportation network and identify improvements that meet the needs of all users and ensure multi-modal connectivity.
- Review and evaluate service and utility needs and identify issues and solutions.
- Explore opportunities for infill and redevelopment of vacant and underutilized parcels.
- Identify specific goals and outline policy initiatives and action steps to achieve those goals.

StrengthenCR GOALS

1. Support existing and new neighborhood associations through the development of Neighborhood Action Plans.

2. Improve the quality and identity of neighborhoods and key corridors.

3. Adopt policies that create choices in housing types and prices throughout the city.

4. Create a city that is affordable and accessible to all members of the community.
Visual Preference Survey
A visual preference survey, or an equivalent, will aid in determining those aspects of development character deemed to be positive and negative. This technique asks stakeholders to score images that illustrate various elements of development character.

Character Analysis of the Built Environment
Based on the feedback from the visual preference survey on what types of development are considered positive and what types are considered negative, a character analysis will be conducted. The character analysis examines the built environment and determines the positive and negative development features and identifies the dominant development characteristics – both positive and negative.

Review Development Regulations
A review of the development regulations is an important part of any planning effort. Based on the results of the character analysis, development regulations can be reviewed to evaluate whether they support the maintenance of the positive characteristics and provide tools to correct the negative characteristics. If existing regulations are inconsistent with this analysis, recommendations for revisions of current regulations or the creation of new regulations should be incorporated into the list of identified policy initiatives and action steps.

Figure 2 is a diagram of the various planning efforts that show the relationship to EnvisionCR. Neighborhood Action Plans, Area Action Plans, and Corridor Action Plans act as components of EnvisionCR, the foundational document, and must be consistent with its goals.

An example of an approach to a Character Analysis:
1. General Character:
   - Is development suburban or urban character?
   - What is the density of development?
   - Is there residential diversity (single-family/attached/multi-family)?
   - What are the dominant building forms?
   - Is there integration or separation of land use types?

2. Street and Block Patterns:
   - Is there a grid street pattern, or irregular block shapes with cul-de-sacs?
   - Are alleys prevalent?
   - Are there sidewalks? Where are they?
   - Is there on-street parking?
   - What is the public area and private landscaping?

3. Building Placement and Location:
   - What are the dominant single-family front/side setbacks?
   - What are the dominant multi-family and commercial setbacks?
   - What is the commercial building orientation?
   - What is the location of surface parking?

4. Building Height:
   - What are the typical heights of single-family, multi-family and commercial buildings?

5. Mobility:
   - What is the neighborhood’s reliance on the automobile versus accommodation of pedestrian, bicycle and multi-modal transportation systems?
GOAL 1: Support existing and new neighborhood associations through the development of Neighborhood Action Plans.

Some areas of Cedar Rapids do not have a formal neighborhood group. Without encouragement by city officials, neighborhood groups typically only form and become active to address ongoing serious neighborhood issues or take advantage of a specific opportunity. For example, many of today’s more active neighborhood groups were re-invigorated in response to the flood of 2008. However, this often leaves many neighborhoods without a clear impetus to organize, despite the potential benefits. In order to encourage more neighborhoods to become active and organize, the city created a Neighborhood Certification Program.

Currently, Cedar Rapids has 10 registered neighborhood associations, as shown in Map 1. Neighborhood groups can be a huge benefit to a community – they can help plan and support neighborhood improvements, create a stronger sense of community, and act as a liaison with the city.

To date, the focus of Cedar Rapids' neighborhood planning efforts has been on the downtown and central city neighborhoods. These neighborhoods were most impacted by the 2008 flood, and the flood recovery process created an immediate need to plan for the future of these neighborhoods. In each of these planning processes, neighborhood residents, property owners, business people, and other stakeholders were brought together to identify neighborhood issues and develop goals and strategies to address the most serious problems.

NEIGHBORHOOD ACTION PLANS

While the planning that has occurred since the 2008 flood has been successful, many areas of the city may benefit from more specific, targeted planning efforts. These planning efforts will allow a more detailed look at the city’s diverse communities.

StrengthenCR outlines an approach to future planning efforts and establishes a process by which residents and other stakeholders may engage in a planning process that addresses the issues and identifies the opportunities unique to individual communities. Specifically, Neighborhood Action Plans, which are reserved for certified neighborhood associations, will be developed.

Neighborhoods are often defined by a combination of factors, ranging from social to economic, but the physical geography of the community typically plays a fundamental role. The series of maps in this section illustrates the physical features that in many cases help to define neighborhoods.

Over time new neighborhood groups will form, and this is encouraged through the city’s Neighborhood Certification Program. The focus of Neighborhood Action Plans is on these formally organized groups of citizens with defined neighborhood boundaries. Within these areas, the city is committed to working with neighborhood groups and other stakeholders on the development of future Neighborhood Action Plans.

FIGURE 2: EnvisionCR Planning Program

PLANS ONLINE

**ONGOING TASKS**

The City continually tracks the progress of the Neighborhood Certification Program work plan projects. Neighborhood groups should seek to be recognized by the city as a Certified Neighborhood. Receiving the designation will assist in communication between grassroots interests and projects and possible support from the city.

The City also provides the Neighborhood Service Delivery Program (NSD) to existing and newly formed neighborhood associations. NSD consists of programs and tools organized by the city to deliver to neighborhoods, with the goals of addressing issues such as safety, maintenance, infrastructure, connectivity, and city responsiveness; building relationships among neighborhoods; bringing government closer to people; and increasing visibility.

**INITIATIVES**

1. Work with existing and new neighborhood associations to develop Neighborhood Action Plans.

Neighborhood Action Plans, initiated by the city or neighborhood group, are strategic plans supported by the city.
GOAL 2: Improve the quality and identity of neighborhoods and key corridors.

The character and quality of neighborhoods and corridors help define the city. In addition, improving the quality of these areas improves perceptions, provides a strong sense of place, and helps to attract and retain a vibrant population. Making improvements and enhancing the quality of the city's diverse communities requires an approach to planning that incorporates the unique character of each area, but also considers a variety of topics that impact all communities.

NEIGHBORHOODS

Land Use and Transportation Connection

Every community is unique, but many communities' most celebrated areas have an integrated mix of land use and a multi-modal transportation system that meets the needs of all users. In planning for Cedar Rapids' communities, it is important to consider how land use patterns impact people's mobility. Promoting multiple land uses and higher intensities, as opposed to low-density sprawl, encourages biking, walking, and transit use. This also promotes a more active lifestyle and leads to healthier and more sustainable communities.

Creating Opportunities for Infill Development

Promoting infill development is a land use strategy that reduces the amount of land consumed and also reduces the cost of providing infrastructure and services. Development on vacant and underutilized sites that have access to public utilities is encouraged.

Brownfield sites, which are environmentally contaminated or potentially contaminated sites, also provide opportunities for infill development. There are challenges to developing these sites, as costs for remediation are often expensive. In many cases, financing, incentives, or other programs are necessary in order to promote redevelopment on brownfields. The Iowa Department of Natural Resources maintains an inventory of contaminated sites, which provides useful information for planning purposes.

Restoring the historic fabric in neighborhoods is a tool for economic development. For example, adapting the Water Tower Place introduced housing in NewBo, which ultimately became a catalyst for additional neighborhood investment. These examples, along with hundreds of projects completed throughout Iowa, are examples of how historic preservation can stimulate new investment in existing neighborhoods.

Neighborhood Design

In addition to a mix of land uses and a variety of transportation options, design, including sustainable design, as well as arts and cultural and historic preservation can improve the overall health of a community.

Cedar Rapids has a rich history that stretches over more than a century. This history is partially reflected in the city's older buildings and important sites, most notably in and surrounding downtown but also in some residential and mixed use areas outside of the central district, such as the Czech Village. In addition, features that older adults consider relatively "new" now qualify for historic designations. For example, buildings constructed in the mid 1950s now meet the 50-year old guideline used by the National Register of Historic Places. These buildings and sites are important assets for the city, provide the possibility of significant economic return, and help tell the city's story.

Much of the design for older neighborhoods focused on having sidewalks that connected people to schools, parks, neighborhood commercial; porches that engaged the neighborhood; trees and landscaping that framed the street; and garages were subordinate to the home and tucked behind the main facade. These distinctive characteristics of Cedar Rapids' pre-WWII neighborhoods are positive neighborhood attributes that need to be preserved and emulated.

Infill development should respect the established urban character of the neighborhood and reinforce design that promotes walkability, convenience, and engagement with neighbors. Incentive programs could be designed to support private initiatives that encourage walkable characteristics.

Green Building Practices

The city should create a “Green” Building Program that facilitates projects that incorporate green building and low-impact development features. For example, the city supports replacing windows, HVAC, or toilets with more efficient systems that reduce demand on energy and water.

Placemaking

The presence of cultural facilities can enhance specific districts (neighborhoods/areas/ etc.) and the community as a whole. These can include museums, performance spaces, galleries, civic buildings, public art and other public and private institutions. Existing cultural resources are an important part of the community and should be incorporated into future plans. Community planning efforts should identify opportunities to enhance districts with public art, gateway features and the thoughtful placement of potential future cultural facilities.
Connection to Schools

Neighborhood schools are the core of a neighborhood. Map 2 shows the school locations of the school districts that serve Cedar Rapids. The identity of many Cedar Rapids’ neighborhoods is wrapped up in their schools – they are the focal point of the neighborhood, they create a gathering place for nearby residents, and often provide an attractive amenity by offering playgrounds and green space that are open to the public. Neighborhood schools are an important part of what attracts people to live in a neighborhood, and they play a role in creating the emotional connection that keeps residents there over time. This emotional component has a tangible effect on whether residents continue to invest in their properties and neighborhoods, and is thus a critical part of preventing neighborhood deterioration.
Map 3 identifies a 15-minute walk time around individual schools. These areas are priority areas for maintaining and improving connectivity in neighborhoods. Overcoming barriers to walkability will increase the number of people on sidewalks. These include:

- **Physical Barriers.** Natural and built features can limit walkability and convenience. These features include rivers, steep slopes, busy streets, poor connection among streets, and lack of sidewalks.

- **Psychological Barriers.** Aside from the physical barriers, walkers are influenced by their sense of security - their level of anxiety while traveling to their destination. Poor lighting and distressed housing/property can influence a person’s decision to walk to school, visit a friend by bike, run an errand, exercise and other routine activities.
Historic Resources

Historic resources are an important part of Cedar Rapids’ identity. They enhance quality of life, economic vitality, and environmental sustainability, which can lead to a community’s overall space well being. Investment in these assets is a priority of the City of Cedar Rapids, and therefore, future planning efforts should carefully consider the role of historic preservation.

Map 4 outlines the city’s nine national historic districts.

Local and National Districts

1. 2nd & 3rd Avenue Historic District
2. Redmond Park – Grande Avenue Historic District

National Districts Only

1. 3rd Avenue SW Commercial National Historic District
2. B Avenue NE National Historic District
3. Bohemian Commercial National Historic District
4. May’s Island National Historic District
5. Oak Hill Cemetery National Historic District
6. Downtown National Historic District
7. Auto Row National Historic District

Historic Preservation Plan

The City’s first Historic Preservation Plan (HPP) was adopted by the City Council on September 22, 2015. The HPP was one of eight identified measures to help mitigate the loss of historic properties from the 2008 flood as outlined in the terms of a Memorandum of Agreement in August of 2011. The HPP outlines the City’s vision for historic preservation and the components of the preservation program. The preservation program consists of five parts:

1. Administration
2. Education
3. Incentives and benefits
4. Identification
5. Management Tools

The HPP identifies 10 overarching goals focused on pres-
ervation, which have policies and initiatives within them to help achieve the community’s vision for preservation.

**Area Action Plans**

Area Action Plans allow for planning efforts to take place in areas outside of neighborhood associations. Generally, Area Action Plans will cover areas of the city and in some cases could incorporate Corridor Action Plans, which are discussed below.

**Corridor Action Plans**

Corridor Action Plans focus on corridors that provide key linkages and connections throughout the city. Corridor Action Plans may be integrated into a Neighborhood or Area Action Plan, or may be stand-alone.

Map 5 identifies strategic corridors that appear in need of revitalization or land use redirection that may be good candidates for Corridor Action Plans. In addition, Maps 6-11 identify the following potential opportunities related to some of these candidate corridors.

- **Catalyst Sites.** Market demand suggests that redevelopment of these sites may result in additional redevelopment interest along the corridor.

- **Policy Areas.** Policy areas may include design standards, parking consolidation, and organizational support.

- **Key Intersections.** The appearance and function of these intersections influences people’s perception of the area. These intersections should be improved.
Ellis Boulevard Area Plan is an example of a Corridor Action Plan. Although described as an area plan, the Ellis Boulevard Area Plan focused on the main corridor of the area - Ellis Boulevard - and explored options to create a viable business corridor.

- **Gateways**. Gateways mark the arrival to the district. Signage, landscaping, art installations, and graphics are all possible features at gateways.
- **Access Management**. Corridor requires further study for improving the safety and circulation of vehicles entering the street from adjacent properties.
- **Landscaping**. Basic landscaping enhancements that may include shrubs, flowers, maintained lawn, and other plantings.
- **Streetscaping**. Enhancements may include landscaping, sidewalk improvements, street furniture, lighting, and graphics.
- **Streetscaping Master Plan**. Public initiative and probable financing to establish a uniform approach.
- **Enhanced Greenspace**. Large open spaces along corridors should be well-maintained.

**Master Legend**

Map 6 to Map 11

- Catalyst Sites
- Policy Areas
- Greenspace
- Enhanced Greenspace
- Key Intersection
- Gateway Node
- Railroad
- Connecting Streets
- Waterway
- Streetscaping
- Access Management
STUDY AREAS

The Study Area component of the city’s approach to planning ensures that certain areas with unique issues or challenges are comprehensively analyzed prior to the commencement of any planning process. This ensures a full analysis and a complete understanding of all of the issues, which will help to inform any future planning efforts in that area.

INITIATIVES

2. Identify a master developer and create a plan for development of First & First West.

3. Modify Chapter 31 (Subdivisions) of the city’s municipal code to ensure consistency with EnvisionCR.

EnvisionCR proposes a new approach to managing future land use, which requires updating some codes to align appropriately.

4. Create a green building program.

City to provide incentives to private property owners – residents or businesses – to improve their building with features that reduce demand for water and energy consumption.

5. Develop and adopt a Public Art Master Plan to outline goals and guide decision making for City-supported art

New initiative 2019

Comprehensive update to Chapter 32 (Zoning) of the city’s municipal code to ensure consistency with EnvisionCR.

Completed 2019

Amend the requirements for urban agriculture.

Completed 2019
Goal 3: Adopt policies that create choices in housing types and prices throughout the city.

The city’s housing stock should accommodate residents of all life stages, incomes, and preferences. Providing a variety of housing choices helps to attract and retain residents and contributes to overall community vitality.

Housing Affordability

Cedar Rapids should continue to integrate a variety of housing types in existing and new growth areas. Land development ordinances should provide adequate flexibility to accommodate innovative and economical designs within traditional town patterns. Some of these configurations may include:

- **Cluster Subdivisions.** Clusters are useful when infrastructure cost should be minimized or environmental features exist which should be protected.

- **Single-Family Attached Development.** Single-family units have a common wall, allowing for construction economies and more useful side yards.

- **Townhouses.** Townhouses provide construction and land use efficiencies, while continuing the sense of a single-family neighborhood.

- **Multi-Family.** Multi-family development should be integrated into the structure of new neighborhoods, rather than developed on peripheral sites. Design standards should provide a residential scale and prevent creating a “project” look.

Neighborhoods may include a mix of housing types and target multiple price points in the market, allowing for a mix of housing options and incomes.

Preservation of Existing Housing Stock

The preservation of existing neighborhoods and housing stock becomes especially important when there is a shortage of affordable units. Indeed, rehabilitation and preventive maintenance are the city’s most cost-effective ways to assure a continued supply of good housing. Neighborhood conservation strategies include:

- **Land Use Policies.** Cedar Rapids should maintain zoning and land use policies that protect the integrity of its neighborhoods.

- **Rehabilitation.** Cedar Rapids should promote SAFE-CR and other programs listed in Goal #4 to promote the rehabilitation of housing stock that is in need of significant rehabilitation.

In addition to conventional rehabilitation programs, Cedar Rapids should promote the use of programs which help to convert existing rental housing stock to owner-occupancy in targeted neighborhoods. These programs include the FHA 203(K) program, an FHA mortgage insurance program, which combines loans for purchase and rehabilitation of property into a single, unified loan.

Development and enforcement of a strong housing standards ordinance, together with upgrading the housing stock through new affordable construction, can put significant competitive pressure on these units to upgrade or leave the market.

Regulatory Policies That Affect Housing Type and Affordability

The primary regulatory tool that impacts housing type and affordability is zoning. Through the zoning code the city has the ability to shape the type of land uses it desires by location and to determine a baseline for appearance standards for those uses.

Through the adoption of local zoning standards, there is the potential that a community can develop "exclusionary" housing policies that limit the availability of housing. This often results in the community limiting housing to primarily expensive single-family homes, prohibiting smaller-lot affordable homes and severely limiting multi-family housing.

Cedar Rapids’ zoning code shows little evidence of exclusionary housing policies. Specifically, the zoning code promotes housing on smaller lots that can help to promote affordable homeownership by allowing less expensive smaller lots in new developments. In addition, a mix of land uses, especially commercial and residential mix use, are allowed and encouraged in multiple zones. The land use approach outlined in EnvisionCR will further help to promote a mix of land uses and a variety of housing types.

Many other elements of the zoning code also affect housing diversity, affordability, and accessibility. Therefore, as part of the city’s comprehensive update to the zoning code (see StrengthenCR Goal #2), the city will explore the allowance of density bonuses for affordable housing, second units, and joint live/work units in certain zoning districts.

Initiatives

7. Analyze the zoning and subdivision codes to ensure consistency with federal and state fair housing laws.

EnvisionCR proposes a new approach to managing future land use, and ultimately development regulations. The code must comply with federal and state housing laws.
GOAL 4: Create a city that is affordable and accessible to all members of the community.

Providing housing opportunities to low and moderate income housing, seniors, persons with disabilities, and the homeless is particularly important to the city since these groups often do not have the resources to participate in private sector housing.

HOUSING NEEDS

Since the 2008 flood, the city has commissioned housing market analyses periodically to monitor absorption of replacement housing. Maxfield Research, Inc. prepared a comprehensive housing needs analysis for Cedar Rapids in October 2016, as seen in Table 1. The report includes a snapshot of Cedar Rapids’ demographics, housing characteristics, rental housing market analysis, senior housing market analysis, for-sale housing market analysis, and finally housing needs analysis.

Recommendations outlined in the most recent housing study align with the goals of StrengthenCR. They include:

**Market Rate Rental**
- Continue to encourage new rentals in the Downtown Central Business District targeted to middle- to upper-income households.
- Because of construction and development costs, relative to market rate rents and housing prices, it may be difficult for a market rate apartment to be financially feasible. The city needs to participate in a public/private partnership to accomplish market rate rental projects, such as the existing downtown housing program.

**Affordable Rental**
- Continue to partner to undertake moderate-income affordable rental projects in accordance with identified market demands.

**Senior Housing**

The housing study includes a number of specific recommendations regarding the accommodation of various types of senior housing. There is pent-up demand for additional subsidized senior rental units. City support of these efforts will range from supporting rezoning requests for project sites to potentially partnering with developers where market conditions require a public subsidy.

**Housing Programs**

The city should consider additional housing programs that address gaps and build upon the momentum of expiring disaster recovery housing programs. These programs would address identified needs in the Cedar Rapids housing market. These programs could include:

- Expand Downtown Housing Program to other targeted neighborhoods
- Infill Housing Programs (replicating the success of the “ROOTs” Programs)
- Targeted Neighborhood Rehabilitation Program (in conjunction with Neighborhood Plans)
- Historic Preservation Low-Interest Loans
- Foreclosure Home Improvement Loan Program
- Rent to Own Program

**Table 1: Housing Needs Analysis Update**

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<th>Housing Demand, 2016-2025</th>
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<td><strong>Total</strong></td>
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Source: Maxfield Research and Consulting, October 2016 (page 98)
HOUSING SUPPLY

The Maxfield Housing Study reports:

- "As of 2016, the City of Cedar Rapids is estimated to have approximately 55,361 housing units, of which about 70% are owner-occupied and 30% are renter-occupied."
- "Most of the homes in Cedar Rapids were built between 1950 and 1980 (42%). An estimated 20% of homes in Cedar Rapids were built pre-1950 and the remaining 38% were built in 1980 or later. The shifts in the overall age of housing stock indicate that the proportion of new housing is gradually increasing in Cedar Rapids."
- "While the current vacancy rate remains below 5%, conversations with leasing agents and rental property managers indicated that it seemed as though the market had softened somewhat over the past 12 months, although vacancy counts seem to have remained about the same."

Privately Held Affordable Housing

According to the Maxfield Housing Study, there are 19 age-restricted housing facilities with subsidized senior units totaling 600. As of October of 2016, the overall vacancy for senior properties was estimated to be 3%.

City’s Housing Programs

The city currently administers the federally-subsidized Section 8 Housing Choice Voucher program, providing rental housing assistance to low-income residents. In 2016, a total of 1,110 families received assistance under the program. The city opened its waiting list for vouchers for one day in 2016 and received 1,321 applications. The waiting list is closed again and is not estimated to be opened again for another two years.

The city administers a single-family replacement housing program, locally known as Rebuilding Ownership Opportunities Together (“ROOTs”) that provides incentives for replacement of owner-occupied housing, primarily on infill lots. Low and moderate income buyers receive down payment assistance of up to 25%. The program has to a large extent replaced housing lost as a result of 2008 flooding, however current funding will expire in 2017. A companion Multi-family New Construction Program has produced 547 replacement rental units, 51% of which must be affordable to low and moderate-income renters.

The city also administers two owner-occupied housing rehabilitation programs. The Emergency Rehabilitation Program assists approximately 40 homeowners annually with emergency repairs that prevent the home from becoming uninhabitable. A Comprehensive Rehabilitation Program assists low and moderate-income homeowners with more substantial repairs that bring the entire property into standard condition. The Comprehensive Rehabilitation Program assists 5-10 homeowners annually.

ONGOING TASKS

The City will continue to identify and track progress towards addressing recommendations related to for-sale housing, market rate rental, affordable rental, and senior housing from the Comprehensive Housing Needs Analysis.

The housing study will also be updated regularly, as determined by volume of housing production, to measure absorption and continued to demand. This study should be updated every 1-5 years.
6. Identify resources to create housing programs, such as infill single-family new construction program and targeted neighborhood rehabilitation, to support a range of housing types and price points.
   Complete 2019, with ongoing implementation.

7. Develop strategies to address housing needs, as identified by the Housing Needs Analysis, that leverage City resources.
   New Initiative 2019. Incorporated in the work plan of the Affordable Housing Commission.

8. Assess barriers to the development of accessible housing.
   New Initiative 2019. Incorporated in the work plan of the Affordable Housing Commission.