

**City of Alameda
Planning and Building Department**

Draft

**General Plan
Housing Element
2007-2014**

TABLE OF CONTENTS

Chapter I - Introduction

A. The Housing Element Requirement	I-1
B. Organization of the Housing Element	I-1
C. Public Participation	I-1

Chapter II – Housing Goals, Policies, Objectives, and Implementation Plan

A. Housing Policy Plan	II-1
1. Housing Goals	II-1
2. Housing Policies	II-1
B. Implementation Programs, Program Objectives, and Quantified Objectives	II-4
1. Rehabilitation and Neighborhood Preservation	II-5
2. Rental and Home Ownership Assistance	II-5
3. New Housing Development	II-6
4. Government Process and Role	II-7

Chapter III – Review of the 2001-2006 Housing Element

A. Housing Production	III-1
B. Housing Rehabilitation	III-1

Chapter IV – Housing Needs Assessment

A. Introduction	IV-1
B. Regional Housing Needs Determination (RHND)	IV-1
C. Community Profile	IV-1
1. Historic Population Growth	IV-2
2. Population Projections	IV-5
3. Population Characteristics	IV-7
4. Income and Employment	IV-9
5. Affordability	IV-11
D. Housing Stock and Characteristics	IV-13
1. Setting	IV-13
2. Housing Characteristics	IV-15
3. Housing Cost, Affordability, and Overpayment	IV-19
E. Special Housing Needs	IV-28
1. Elderly Housing	IV-28
2. Households Headed by Single Women	IV-30
3. Persons with Disabilities	IV-30
4. Family Housing	IV-30
5. Families and Persons in Need of Emergency Shelter or Transitional Housing	IV-32
6. Small Families and Individuals	IV-33
7. Assisted Housing at Risk of Conversion	IV-34

F. Neighborhood Descriptions	IV-34
1. Northside (Census Tract 4272)	IV-34
2. Northern Waterfront (Census Tract 4273)	IV-34
3. Bayport/Coast Guard Housing (Census Tract 4274)	IV-35
4. Alameda Point (Census Tract 4275)	IV-35
5. Upper West End (Census Tract 4276)	IV-35
6. Lower West End (Census Tract 7277)	IV-36
7. West Central (Census Tract 4278)	IV-37
8. East Central (Census Tracts 4279, 4280, and 4284)	IV-37
9. East End (Census Tracts 4271, 4281, and 4282)	IV-37
10. South Shore (Census Tracts 4285 and 4286)	IV-37
11. Bay Farm Island (Census Tracts 4283.1 and 4283.2)	IV-37

Chapter V – Housing Resource Opportunities

A. Introduction	V-1
B. Land Inventory	V-1
C. Redevelopment Resources	V-10
D. Housing Authority	V-10
E. Additional Financial Resources	V-11
F. Residential Infill	V-11
G. Residential Uses in Non-Residential Zoning Districts	V-12
H. Surplus Land Opportunities	V-12
I. Availability of Services	V-15
J. Opportunities for Energy Conservation	V-15
K. Maintaining Consistency with Other General Plan Elements and Community Goals	V-16

Chapter VI – Non-Governmental and Governmental Constraints to Affordable Housing

A. Non-governmental Constraints	VI-1
1. Availability of Land	VI-1
2. Historic and Architecturally-Significant Nature of Alameda’s Housing Stock	VI-1
3. Land Costs	VI-2
4. Construction Costs	VI-2
5. Financing Costs	VI-3
6. Bay Area Housing Costs	VI-4
B. Governmental Constraints	VI-4
1. General Plan	VI-4
2. Zoning	VI-6
3. Alameda Point	VI-12
4. City Charter Article XXVI	VI-16
5. Measure A Exception	VI-20

6. Development Processing Procedures, Standards, and Fees

VI-20

APPENDICES

Appendix 1. Measure A Workshop

Appendix 2. Homeless Needs Assessment

LIST OF TABLES, CHARTS, AND FIGURESList of Tables

Table II-1, Housing Implementation Framework 2007-2014	II-9
Table II-2, Summary of Quantified Objectives	II-13
Table III-1, Completed Projects	III-2
Table III-2, Evaluation of 2001-2006 Housing Policies	III-3
Table IV-1, RHND Allocation – New Housing Units	IV-1
Table IV-2, Historic Population Growth of the City of Alameda and Alameda County 1970-2008	IV-2
Table IV-3, Population Change, City of Alameda: 1990-2000, and 1995-2000`	IV-4
Table IV-4, Population Projections, City of Alameda and Alameda County: 1994-2020	IV-5
Table IV-5, Population Age Distribution 1980-2000 in the City of Alameda	IV-7
Table IV-6, Household Composition in the City of Alameda, 2000	IV-8
Table IV-7, Median Income for 4-Person Households Oakland PMSA, 3/2007	IV-9
Table IV-8, Historic and Projected Employment, City of Alameda and Alameda County: 1990-2020	IV-10
Table IV-9, Total Jobs/Employed Residents, City of Alameda: 1990-2020	IV-11
Table IV-10, Housing Affordability in Alameda County	IV-13
Table IV-11, Population Density, Cities in Alameda County	IV-14
Table IV-12, Age of Housing Stock, City of Alameda	IV-15
Table IV-13, Number and Type of Housing Units, City of Alameda: 1980-2000	IV-17
Table IV-14, Number and Type of Housing Units, Cities in Alameda County	IV-18
Table IV-15, Vacancy Rates Local Jurisdictions: January 2008	IV-19
Table IV-16, Overpayment of Housing, Households Paying More than 35% of Income	IV-21
Table IV-17, 2008 Income Limits for Various Size Households, Oakland PMSA	IV-22
Table IV-18, Median Home Prices for Selected Cities in Alameda County: 1999/2000 and 2007/2008	IV-23
Table IV-19, Average Rents, Alameda, 1989, 2001, 2008	IV-23
Table IV-20, Ownership Affordability, Oakland PMSA 2008	IV-24
Table IV-21, Rental Affordability, Oakland PMSA 2008	IV-25
Table IV, Harbor Island Apartment Complaints	IV-28

Table V-1, Land Availability and Supply Table	V-3
Table VI-1, City of Alameda Residential Zoning Summary	VI-9
Table VI-2, Parking Standards	VI-11
Table VI-3, Rental Unit Required Subsidy	VI-21
Table VI-4, Ownership Unit Required Subsidy	VI-21
Table VI-5, City of Alameda Permit Fees	VI-25
Table VI-6, Alameda Citywide Development Fees by District and Land Uses	VI-26
Table VI-7, City of Alameda Affordable Housing Unit Fees	VI-27
 <u>List of Charts and Figures</u>	
Chart IV-A, Alameda Population Growth in 1990 and 2000	IV-3
Chart IV-B, Historic and Projected Population in the City of Alameda	IV-5
Chart IV-C, Historic and Projected Population in Alameda County	IV-6
Chart IV-D, Ethnic Diversity	IV-8
Chart IV-E, Housing Affordability in the City of Alameda	IV-12
Figure V-A, Land Availability Map	V-4

CHAPTER I INTRODUCTION

A. The Housing Element Requirement

Every jurisdiction in California must have a General Plan and every General Plan must contain a Housing Element. It is one of seven mandated elements in the General Plan: land use, housing, circulation, open space, noise, conservation, and safety. State law requires that:

“The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, financial resources, quantified objectives, financial resources, and scheduled programs for the preservation, improvement and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and shall make adequate provision for the existing and projected needs of all economic segments of the community.”

The Housing Element is the City’s blueprint for meeting its housing needs, including housing affordable to low and moderate income families. It also includes an implementation plan for attaining the City’s housing goals. This housing element covers the period July 2007 through June 2014.

B. Organization of the Housing Element

Chapter I provides an overview and summary of State requirements, the Housing Element preparation and public participation process, and a summary of the contents of the document. Chapter II contains Alameda housing policy, including goals and quantified objectives. Chapter III is a review of the 2003 Element and the extent to which the City has met its housing goals, and an evaluation of projects and programs. Chapter IV reviews key characteristics of Alameda’s population, housing stock, and housing needs. Chapter V addresses opportunities for increasing the housing stock including affordable housing. Chapter VI identifies a variety of constraints to meeting housing goals.

C. Public Participation

Public involvement in the preparation of this Housing Element includes a daylong workshop on Measure A in January 2008 (Attachment 1 to the Housing Element) and workshops with the Planning Board and the Housing Commission. Additionally, the Homeless Study conducted by the Development Services Department (Attachment 2 to the Housing Element) underwent its own public process.

It is anticipated that, once comments are received from HCD, that additional workshops will be scheduled with the Economic Development Commission and the Social Services and Human Relations Board.

CHAPTER II HOUSING GOALS, POLICIES, OBJECTIVES, AND IMPLEMENTATION PLAN

This chapter presents Alameda's goals, policies and implementation programs for the planning period 2007- 2014 and reflects the City's fundamental approach to providing housing for its residents through the preservation, improvement, and development of housing. It contains information on the City's housing goals and policies, and an implementation plan for achieving those goals and objectives. The policies in the Housing Element serve as a guide for all the City's future housing decisions, including housing programs, strategies, and expenditures.

As part of the process of updating the Housing Element, staff reviewed all current housing policies stated in the General Plan (1991), the 2001-2006 Housing Element, the Northern Waterfront planning effort (2003-2006), the Alameda Point Preliminary Redevelopment Concept (2005), the Economic Development Strategic Plan (2007), the Measure A Housing Forum (2008), and the Local Action Plan for Climate Change (2008).

A. Housing Policy Plan

There are four categories of housing policies: a) Rehabilitation and Neighborhood Preservation; b) Rental and Home Ownership Assistance; c) New Housing Development; and d) Government Process and Role. Housing policies from other City plans, as well as proposed new policies, are incorporated into the Housing Element structure by placing them under relevant Housing Element categories. The following constitutes the City of Alameda Housing Policy Plan.

1. Housing Goals

- a. *Provide Housing to Meet the City's Needs:* Within the limits of available resources, seek to meet the City's fair share housing needs, increase affordable housing opportunities, and provide for groups with special needs.
- b. *Maintain and Enhance the Quality of Life of the City:* Provide for housing development that is consistent with the goals and policies of the City's General Plan without jeopardizing the qualities that make Alameda a desirable place to live.

2. Housing Policies

a. *Rehabilitation and Neighborhood Preservation*

- i. Promote the conservation and rehabilitation of the City's existing housing stock.
- ii. Preserve and expand the City's supply of affordable rental and ownership housing for extremely low, very low, low and moderate income households.

- iii. To the extent feasible, conserve housing located in areas that have been zoned for commercial or industrial use.
 - iv. Promote the elimination of overcrowded, unsafe, and unsanitary housing conditions.
 - v. Maintain the integrity of existing residential neighborhoods by protecting and enhancing the historic architecture and ensuring that new development respects the density, physical, and aesthetic character of the neighborhood and surrounding areas.
 - vi. Ensure that new neighborhoods seamlessly integrate with older residential neighborhoods by designing new housing developments that complement the historic, architectural, aesthetic, and physical qualities of existing neighborhoods.
 - vii. Encourage work/live opportunities as a way to reduce the traffic impacts of housing, to provide affordable housing opportunities, and to stimulate business incubators.
- b. *Rental and Home Ownership Assistance*
- i. Support efforts to increase the homeownership rate in Alameda to 60 percent by promoting homeownership opportunities for Alameda residents and employees of all income groups, including lower income renters and newly formed households.
 - ii. Create and maintain educational and financial assistance programs to assist people, especially extremely low, very low, low and moderate-income households, in purchasing their first home.
 - iii. Create rental and homeownership opportunities for people of all incomes, ethnic origins, cultures, gender, family structures, and special needs populations such as the elderly and physically and mentally challenged persons.
 - iv. Promote condominium conversion as a cost-effective way of providing homeownership opportunities, provided that comparable rental housing is secured for displaced tenants.
- c. *New Housing Development*
- i. Designate an adequate amount of land for residential use to encourage housing development that will meet the needs of all income groups.

- ii. Support public programs and encourage private efforts that provide affordable housing opportunities throughout the city for current and future employees who want to live in Alameda.
 - iii. Encourage development that offers residents easy access to goods, services, jobs, transportation, education and recreation.
 - iv. Require developers to construct housing units for very low, low and moderate income households within their projects.
 - v. Encourage residential development that provides variety in the housing product in response to variations in income levels, the changing live-work patterns of residents, and the needs of a diverse population.
 - vi. Encourage development of homeownership units priced to meet the needs of families with incomes between 80 percent and 120 percent of area median income.
 - vii. Facilitate the development of affordable housing by public and private housing development organizations.
 - viii. Encourage mixed-use residential development in existing commercial areas.
 - ix. Consider and evaluate the viability of providing housing on non-residential, publicly owned property that becomes available or is deemed surplus.
 - x. Encourage mixed use and residential development in the Northern Waterfront area.
 - xi. Ensure that new residential development utilizes green building, environmentally sensitive building technologies, and site planning strategies to minimize greenhouse gas emissions.
 - xii. Encourage residential development above ground floor commercial uses on Park Street, Webster Street and in former “station” neighborhood commercial areas.
- d. Special Needs Housing*
- i. Promote the development of a full range of housing (shelters, transitional and permanent housing), coupled with services, to meet the special needs of homeless individuals and people at risk of becoming homeless.
 - ii. Promote the development of a full range of housing (rental, homeownership and service-enriched) to meet the needs of special populations, including people with physical and/or developmental disabilities, single-parent

households, young adults and seniors.

e. Government Process and Role

- i. Encourage public participation of all segments of the community, including low and moderate income residents, the business sector, renters and homeowners, in the formulation and review of City housing policy.
- ii. Ensure equal housing opportunities by taking appropriate actions, when necessary, to prevent housing discrimination in the local market.
- iii. Promote residential opportunities in the City's redevelopment areas and expand the supply of low and moderate income housing in those areas.
- iv. For the developer selection process in redevelopment project areas, provide incentives to exceed affordable housing requirements.
- v. Ensure that the entitlement process, parking requirements, and infrastructure levies do not unnecessarily burden the development of affordable housing units.
- vi. Actively pursue federal and state housing program funds to provide housing assistance to low income households and to support the development of low and moderate income housing.

B. Implementation Programs, Program Objectives, and Quantified Objectives

This section contains housing implementation programs that the City is committed to pursuing during the 2007-20014 time frame of the Housing Element. These programs are designed to respond to local needs and priorities, within the limits of economic feasibility and resource availability.

Like the Housing Element policies, the implementation programs are grouped into four categories, focusing on: rehabilitation and neighborhood preservation; assistance for potential home purchasers and low income renters; facilitating the development of new residential development; and improvement of the government's role in supporting the provision and maintenance of housing. These programs are described below. Following the description of the implementation programs, Table II-1 provides additional information on specific program objectives, target income and need groups, time frames, and responsible agencies.

While this Housing Element identifies adequate sites for the provision of housing, it also recognizes that affordable housing for very low and low income households will rely, to a large degree, on government funding to create below-market-rate units due to the high land and construction costs in the Bay Area and Alameda. The City is committed to pursuing all appropriate available funding for below-market rate units.

A finding of consistency with this Element may be made with respect to a master planned project notwithstanding the relocation of housing units within the area subject to the Master Plan but between project Sites listed here provided that: (i) the other requirements of this General Plan are met with respect to that Master Plan, (ii) the affordability mix and unit count described here are attained, and (iii) the relocation of the housing units does not have a material adverse environmental impact as determined in the environmental evaluation prepared with respect to the Master Plan.

1. Rehabilitation and Neighborhood Preservation

- a. *Rehabilitation Programs*: Continue to implement the City's rehabilitation programs for owner-occupied and rental housing units.
- b. *State and Federal Rehabilitation Financing Programs*: Continue to review all available state and federal programs for residential rehabilitation and apply for appropriate programs, as funding is available. Possible funding sources include the Community Development Block Grant program, and various programs administered by the State HCD (e.g., Code Enforcement Incentive Programs).
- c. *Self-help in Rehabilitation*: Promote self-help techniques to reduce rehabilitation costs by providing technical assistance to owners participating directly in rehabilitation efforts. City assistance will include areas such as permit processing, preparation of financing applications, and owner management of rehabilitation work.
- d. *Minor Home Repair*: Continue to implement the City's Minor Home Repair program.
- e. *Accessibility Modification Program*: Continue to assist eligible persons with disabilities in making modifications to their residences.
- f. *Housing in Industrially Zoned Areas*: Study industrial areas, in particular where there is existing housing, and redesignate/rezone these areas for residential use as appropriate.
- g. *Amnesty Program*: Continue the City's amnesty program, which provides a process to legalize occupied, undocumented dwelling units.
- h. *Work/Live Ordinance*: Review the work/live ordinance requirements to determine why only one work/live project has been developed and make recommendations to encourage more work/live projects in Alameda.

2. Rental and Home Ownership Assistance

- a. *Housing Choice Voucher Program (Section 8)*: Continue issuing vouchers and encouraging property owners to participate in this rental assistance program.

- b. *First Time Homebuyer Programs*: Continue the Down-payment Assistance Program. Study and implement recommendations regarding program income and funding criteria in order to make more homes qualify for the programs.
 - c. *Conservation of At-Risk Units*: In 2008, the Housing Authority took over two affordable housing projects from the Filipino American Community Services Agency. The Housing Authority should continue to monitor units at-risk.
 - d. *Conserve Existing Affordable Housing*: Fund, acquire and rehabilitate existing multifamily housing for rental and ownership housing. Provide for all economic tiers of affordability.
 - e. *Alameda County Mortgage Credit Certificate Program*: Continue to participate in the program, which assists first time homebuyers to qualify for mortgage loans.
 - f. *Condominium Conversions*: Continue to implement the City's condominium conversion ordinance to provide affordable homeownership opportunities and ensure the provision of tenant relocation assistance.
 - g. *Rent Review Advisory Committee (RRAC)*: Continue to staff the committee and provide the community support through the process.
3. New Housing Development
- a. *Redevelopment Inclusionary Housing*: Review the 25% inclusionary requirement in redevelopment areas to consider whether it is an impediment to development.
 - b. *Alameda Point Collaborative Substantial Rehabilitation*: Monitor the legally binding Agreements (LBAs) between the Alameda Redevelopment and Reuse Authority (ARRA) and Operation Dignity and the Alameda Point Collaborative for 200 units of transitional and permanent housing for formerly homeless families.
 - c. *Infill Development New Construction/Acquisition/Substantial Rehabilitation Program*: Continue to fund family housing projects on a case-by-case basis from Redevelopment 20 percent set aside, Affordable Housing Unit Fee (AHUF), and Housing Authority funds. Continue to fund infill development projects using available funding.
 - d. *School Employee Housing*: Develop affordable housing using 20 percent set aside of BWIP Low and Moderate Income Housing funds. Utilize a lottery system that provides a bonus point for Alameda Unified School District employees for the homebuyer selection process. Work with Alameda Unified School District to identify appropriate sites.

- e. *Substantial Rehabilitation Program*: Continue to implement the City's Substantial Rehabilitation Program, which creates new rental units in existing vacant or underutilized structures.
 - f. *Affordable Housing Unit/Fee (AHUF) Ordinance*: Continue to administer the AHUF to support the development of new and rehabilitated housing, and periodically adjust the housing impact fee to keep pace with inflation.
 - g. *Inventory of Vacant Land*: Develop and maintain an inventory of vacant land for public information purposes.
 - h. *Homeless Shelter Funding*: Continue to provide funding assistance for Midway Shelter, a 24-bed enriched shelter for women and children.
 - i. *Area Special Studies*: As non-residential sites such as existing school sites, or other public or utility sites become surplus, or if major commercial or industrial sites become available, evaluate these sites for their potential to provide housing.
 - j. *Public Housing Conversion*: Complete voluntary conversion of public units to Section 8 program.
4. Government Process and Role
- a. *Coordinated Staff Review of Projects*: Continue to coordinate inter-department review of projects in a timely and efficient manner using the Development Review Team.
 - b. *Fair Housing and Tenant-Landlord Mediation*: Continue the City of Alameda's commitment to affirmatively furthering fair housing. ECHO Housing is contracted by the City to counsel tenants and landlords on their rights and responsibilities, mediate landlord/tenant disputes, and investigate complaints of housing discrimination. The City will continue to contract with ECHO Housing or a similar agency to provide fair housing and tenant-landlord mediation services. City staff is also available to respond to questions from the public and to make appropriate referrals to the program. The program is publicized through brochures and the City website. In addition to mediation, referrals are made to the local branch of the Alameda Free Library for a copy of *California Tenants: A Guide to Residential Tenants' and Landlords' Rights and Responsibilities* as well as other website resources.
 - c. *Conformance Rezoning*: Rezone housing opportunity sites on the Vacant Land Inventory Plan to conform to the General Plan Housing Element.
 - d. *Density Bonus Ordinance*: Adopt an ordinance to encourage and increase inclusion of additional housing units in new development projects.

- e. Emergency Shelter:* Within one year of adoption of the Housing Element, the City will identify a zone and create development standards therein that will permit for emergency shelters without a discretionary permit to meet the City's identified homeless population needs.

The following Table II-1, Housing Implementation Framework 2007-2014, and Table II-2, Summary of Quantified Objectives, summarize the above-mentioned implementation program and objectives.

TABLE II-1 Housing Implementation Framework 2007-2014

A. Rehabilitation and Neighborhood Preservation					
Action Plan	Target Objective¹	Action Needed	Department	Program Funding	Time Frame
a. Rehabilitation Programs	Rehabilitation of 2 owner-occupied and 2 renter-occupied units per year (VL, L, E)	Continue programs	Development Services Department	CDBG	Ongoing
b. State and Federal Rehabilitation Financing Program	Obtain funding	Continue applying for funding, as available	Development Services Department	CDBG, HCD	Ongoing
c. Self-help in Rehabilitation	Technical assistance (VL, L, M, E)	Continue program	Development Services Department	CDBG	Ongoing
d. Minor Home Repair	Technical and financial assistance (VL, L, M, E)	Continue program	Development Services Department	CDBG	Ongoing
e. Alameda Accessibility Modification Program	Accessibility modifications to 2 owner occupied and 1 renter occupied units per year (VL, L, E)	Continue program	Development Services Department	CDBG	Ongoing
f. Housing in Industrially-Zoned Areas	Identify areas and rezone as appropriate (A)	Study and make recommendations	Planning and Building Department	Community Planning Fee	Ongoing
g. Amnesty program	Legalization of up to 10 undocumented units per year (M)	Continue program	Planning and Building Department	Application fees	Ongoing
h. Work/Live Ordinance	Amend ordinance to facilitate work/live development (A)	Revise ordinance	Planning and Building Department	Community Planning Fee	2010

¹A (all groups), EL (extremely low), VL (very low income), L (low income), M (moderate income), E (elderly), FH (female head of household), LF (large family), H (homeless)

B. Rental and Home Ownership Assistance					
Action Plan	Target Objective	Action Needed	Department	Program Funding	Time Frame
a. Housing Choice Voucher Program (Section 8)	Increase utilization to 100% of allocation (A)	Continue issuing vouchers and encouraging property owner participation in the program	Housing Authority	HUD	Ongoing
	Increase number of rental property owners accepting vouchers (A)	Continue program for property owner outreach strategies and incentives	Housing Authority/ Development Services Department	HA Funds	Ongoing
	Use up to 25% of Voucher allocation for Project-based Voucher Program (A)	Add units at sites approved by HUD as they become vacant or tenants become eligible for the program	Housing Authority	HUD	Completed 2008
b. First Time Home Buyer Programs	Assist 5 first time homebuyers per year (VL, L, M, FH, LF)	Continue program	Development Services Department	Dedicated Housing Funds	Ongoing
	Educate 200 workshop participants per year (VL, L, M, FH, LF)	Continue Home Buyer Assistance Workshops	Development Services Department	Dedicated Housing Funds	Ongoing
c. Conservation of At-Risk Units	Acquire at-risk units (EL, VL, L, M, E)	Continue to monitor at-risk units	Housing Authority	Housing Authority Funds	Ongoing
d. Conserve Existing Affordable Units	Acquire and rehabilitate properties (A)	Identify available and financially feasible properties	Development Services Department	Dedicated Housing Funds	Ongoing
e. Alameda County Mortgage Credit Certification Program	Continue program (M, FH, LF)	Continue program	Development Services Department	General Fund	Ongoing
f. Condominium Conversions	Ensure no undue hardship for tenants (VL, L, M, E)	Continue to enforce ordinance	Planning and Building Department	Planning & Building Fund	Ongoing
g. Foreclosure Prevention and Assistance	Fund Refinance Mortgage recovery loans (VL, L, M, E)	Start Pilot Project	Development Services Department	Dedicated Housing Funds	Ongoing
h. Rent Review Advisory Committee (RRAC)	Seek concessions in all appropriate cases. (A)	Staff committee and monitor for effectiveness	Development Services Department	CDBG/Dedicated Housing Funds ²	Ongoing

² Dedicated Housing Funds refers to either or a combination of the Affordable Housing Unit/Fee Fund & Redevelopment 20% Set-Aside Low and Mod Income Housing Funds from the three project areas (APIP/BWIP/WECIP), Developer In-Lieu Payments

C. New Housing Development					
Action Plan	Target Objective	Action Needed	Department	Program Funding	Time Frame
a. Redevelopment Inclusionary Housing (APIP, BWIP, WECIP)	Increase housing development in redevelopment areas.	Review requirement to ensure it is not an impediment	Development Services Department	Private financing/ tax increments/ federal and state programs	Ongoing
b. Alameda Point Collaborative Substantial Rehabilitation	Maintain agreement to provide long-term leases (VL, L, FH)	Continue program	Development Services Department	ARRA	Ongoing
c. Infill Development - New Construction/Acquisition/ Substantial Rehab	Develop approximately 70 units in new and existing projects (VL, L, M) (VL, L, M, FH, LF)	Initiate new projects and complete construction	Housing Authority/ Development Services Department	Dedicated Housing Funds	Ongoing
d. School Employee Housing	Develop affordable units (VL, H, FH)	Initiate programs with school district (AUSD)	Development Services Department/AUSD	Dedicated Housing Funds	2010
e. Substantial Rehabilitation Programs	Create 175 affordable dwelling units during planning period (VL, L, M)	Continue to implement program	Development Services Department	CDBG	Ongoing
f. Affordable Housing Unit/Fee (AHUF) Ordinance	Fund new projects and periodically adjust rate for inflation (VL, L, FH, LF)	Collect fees, monitor program, and fund projects	Development Services Department	AHUF funds	Ongoing
g. Inventory of vacant land	Annual update (A)	Field survey	Planning and Building Department	Planning & Building Fund	Ongoing
h. Homeless shelter funding	8,000 bednights at Midway Shelter per year (VL, H)	Fund and monitor program	Development Services Department	State and Federal Programs	Ongoing
i. Area special studies	Provide additional housing in appropriate re-use areas (A)	Study housing potential of non-residential sites	Planning and Building Department	Planning & Building Fund	As sites become available
j. Public Housing Conversion	Complete voluntary conversion of public units to Section 8 program (VL, L, FH LF, E)	Requires HUD approval	Housing Authority	HUD	2008-2009

D. Government Process and Role					
Action Plan	Target Objective	Action Needed	Department	Program Funding	Time Frame
a. Coordinated staff review of projects	Efficient review resulting in cost reductions (A)	Staff coordination through Permit Center and Development Review Team	Planning and Building Department	Planning & Building Fund	On-going
b. Fair housing and Tenant-Landlord Mediation	Minimize housing discrimination (A)	Continue contract	Development Services Department	CDBG	Ongoing
c. Conformance Rezoning	Rezone Alameda Mini Storage	Initiate project	Planning and Building Department	Community Planning Fee	2009
d. Density Bonus Ordinance	Encourage a large percentage of affordable housing units in housing development projects	Adopt Ordinance	Planning and Building Department	Community Planning Fee	2009
e. Emergency Shelter	Analysis of emergency shelter needs to determine annual and seasonal needs	Create and adopt development standards	Planning and Building Department	Community Planning Fee	2010

Table II-2
Summary of Quantified Objectives
Units to be built with some form of government assistance
in accordance with Housing Element programs

CATEGORY	INCOME GROUPS				Total
	Very Low	Low	Moderate	Above Moderate	
ABAG Regional Housing Needs Determination for the time period 1/1/2007 to 6/30/2014	482	329	392	843	2,046
<u>NEW CONSTRUCTION</u>					
Units Provided Through Housing Programs					
626 Buena Vista	2	4	2	0	8
Islander Lodge Motel	20	42	0	0	62
North housing	60	59	0	316	435
Shinsei Gardens	38	0	1	0	39
Substantial Rehabilitation ²	10	0	0	0	10
Amnesty Units	0	0	70	0	70
Housing for City/School Employees	8	8	0	0	16
<i>Total New Construction</i>	<i>138</i>	<i>113</i>	<i>73</i>	<i>316</i>	<i>640</i>
<u>CONSERVATION</u>					
Existing Housing Choice Vouchers (Households)	1,675	0	0	0	1,675
FASCA Units	9	2	0	2	13
<i>Total Conservation</i>	<i>1,684</i>	<i>2</i>	<i>0</i>	<i>2</i>	<i>1,688</i>
<u>REHABILITATION</u>					
Rehabilitation Programs (Dwelling Units)	5	43	43	0	91
Minor Home Repair (Dwelling Units)	2	10	30	0	42
Accessibility Modification Program	0	21	21	0	42
<i>Total Rehabilitation</i>	<i>7</i>	<i>74</i>	<i>94</i>	<i>0</i>	<i>175</i>

¹ Assumes 2 units per year will be rehabilitated

CHAPTER III REVIEW OF THE 2001-2006 HOUSING ELEMENT

This chapter provides an evaluation of the City's housing policies and program objectives, illustrating how the City has succeeded in meeting its housing goals and where refinements or adjustments to housing strategies should be made.

A. Housing Production

During the five-year period for 2001 through 2006, 1,321 units were added to the City's housing stock. Of those units, 552 units, or 41 percent, were affordable housing units. Table III-1, Completed Projects, details the City's housing accomplishments in new construction, rehabilitation and preservation. Overall Alameda was able to construct 61 percent of its Association of Bay Area Governments (ABAG) Regional Housing Need. Alameda Point, the largest proposed housing and job-generating locations in Alameda, did not develop during the planning time frame, although rehabilitation and repopulation of existing housing at Alameda Point did occur, primarily low income units created by the Alameda Point Collaborative. Bayport Development site also moved forward with 365 above-moderate and 48 moderate units. The 62-unit Breakers at Bayport development includes 18 units for very low-income households, 34 units for low income, and 10 units for moderate-income households. Alameda was able to satisfy 67 percent of the very low-income need. Eighteen percent of the need for low-income households and 34 percent of the need was met for moderate income households. Targeting housing production for very low and low income categories should be a priority of this Housing Element. Revising the inclusionary housing requirements to favor additional low and moderate-income housing development or adding more programs targeted to these income levels should be considered.

B. Housing Rehabilitation

As is evident from Table III-2, Evaluation of 2001-2006 Housing Policies, the City has attained many housing rehabilitation objectives identified in the 2001-2006 Housing Element. The substantial rehabilitation and rental rehabilitation programs have both been very successful in creating affordable units. Unfortunately, the programs designed for moderate-income home ownership have not been as successful, a fact that is also borne in the housing production; however, the amnesty program and infill housing, which have supplied the bulk of moderate-income units, both continue to be successful. The table shows several areas where the City continues to need to refine its development regulations to be more housing-friendly. These areas include non-conforming residences in industrial/commercial areas, work/live locational restrictions and streamlining residential development in commercial areas. As a built out community, Alameda needs to focus on retention of existing units and non-traditional methods of housing production. The proposed form-based code for the area north of Lincoln Avenue on Park Street is an example of the types of regulations that will assist in creating interesting and affordable housing units.

Table III-1
Completed Projects
January 1, 1999 to June 30, 2006

	Location	General Plan Designation ¹	Zoning	Acres	Total Units	Income				Information and Current Status ²
						Very Low	Low	Mod	Above Mod	
1	460 Buena Vista	MDR	R - 4 - PD		26	8	18			Acquired by Housing Authority and Rehabilitated / Completed in 2000
2	The Gardens / Buena Vista	MDR	R - 4 - PD	8.9	83			8	75	New Construction / BWIP / 8 inclusionary units / Completed in 1999
3	1109 Buena Vista	MDR	R - 2		2		2			New Construction / Completed in 2000
4	Playa Del Alameda / Crolls Garden Court	MDR	R - 4 - PD		40	40				Section 8 Opt-Out, Refinanced and Rehabilitated with long term affordability in 2000
5	746 Eagle	MDR	R - 5		1	1				Housing Authority Rehabilitation / Completed in 2000
6	2201 Santa Clara	MDR	R - 6		3		3			Housing Authority / Land Trust Model Homeownership / New Construction / Completed in 2001
7	Marina Cove Phase I - Buena Vista and Hibbard	MDR	R - 4 - PD	20.5	83	6	2	5	70	Completed 83 of 152 approved units in first phase/ BWIP
9	CDBG Sub. Rehab.	n / a	n / a		28	28				Funded / Miscellaneous scattered sites
11	Westline / Otis Drive	LDR	R - 1 - PD		3				3	Completed / Approved Planned Development
12	43 County Road	LDR	R - 1		5				5	Completed
14	Elders Inn / 1721 Webster	CC	C - C		52				52	Completed / BWIP / 52 Assisted living units
15	Aegis / 2415 Mariner Square Drive	MU - 2	M - 2 - PD		103				103	Completed/ 103 Assisted living units
16	Bay Cove (3500 Oleander)	MDR	R - 2 - PD	2.8	28				28	Completed subdivision of 28 single family units
17	Barnhill Marina / Mariner Square	CR	M - 2		9			9		Legalization of Liveaboard units
22	Infill Housing	n / a			43			43		Citywide / approximately 10 units per year
23a	Bayport (formerly Catellus FISC/East Housing Development)	MDR	MX	70	413			48	365	Completed 413 of 485 approved units / BWIP
24a	AP-West Housing (MOU)	FF	M - 2 - G		58	58				Construction Completed in 2001 / APIP
24b	AP-West Housing (non - MOU)	FF	M - 2 - G		142	142				Substantial Rehab Completed / APIP
24c	AP-West Housing (Big Whites and Ranches)	FF	M - 2 - G		68				68	Occupied and Substantial Rehab / APIP
23c	Breakers at Bayport	MDR	MX	3	62	18	34	10		Completed / BWIP
31	Amnesty Units	n/a	n/a		84			84		Citywide / approximately 8 units per year / includes 15 low and 15 very-low units
	Total Housing Units				1,336	301	59	207	769	
	Association of Bay Area Governments (ABAG) Regional Housing Need Determination (RHND)				2,162	443	265	611	843	
	Percentage created of ABAG RHND				62%	68%	22%	34%	91%	

1. MDR (Medium Density Residential), FF (Federal Facilities), LDR (Low Density Residential), CC (Community Commercial), MU (Mixed Use), OS (Open Space), M-2-G (General Industrial/Manufacturing, Special Government, Combining District)

2. AP - Alameda Point, BWIP - Business and Waterfront Improvement Project (Redevelopment), WECIP - West End Capital Improvement Project (Redevelopment), APIP - Alameda Point Improvement Project (Redevelopment), GPA - General Plan Amendment, Inclusionary - Required by State Redevelopment Law and Community Improvement Commission

**TABLE III-2
Evaluation of 2001-2006 Housing Policies**

A. Rehabilitation and Neighborhood Preservation

<p>Policy 2.a.i. Promote the conservation and rehabilitation of the City’s existing housing stock.</p>		
<p>Action Plan: Administer rehabilitation programs to support the preservation of owner-occupied and renter-occupied housing units.</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> • <u>Housing Rehabilitation Program</u> – Administer loan program for low and moderate income homeowners whereby owner can qualify for up to a \$50,000 loan at below market interest rates. Owner also can receive technical advice and assistance. Deferred loan repayment options available. • <u>Rental Rehabilitation Program</u> – Administer loan program for property owners of low and moderate income rental units. Owners can qualify for loans of up to \$24,000 per unit at 2 percent interest rates. • <u>State and Federal Rehabilitation Financing Program</u> – Administer Rental Rehabilitation grant, California Disaster Assistance (CAL-DAP), California Housing Rehabilitation (CHRP-O) funds, HUD Lead Control Grants. • <u>Self-Help in Rehabilitation</u> – Promote self-help techniques to reduce rehabilitation costs. Provides technical assistance to owners participating directly in rehabilitation efforts concerning permit processing, preparation of financing applications, and owner management of the rehabilitation work. 	<p>Analysis & Recommendations:</p> <p>The program is effective in maintaining and improving existing housing stock but is constrained by lead-based paint abatement costs. Consider some additional funding to help finance costly lead-based remediation. Target Objective: 2 units per year. Completed 100 units as of 12/2008.</p> <p>The program is effective in maintaining and improving existing housing stock but is constrained by lead-based paint abatement costs. Consider increasing amount of loan and requiring longer affordability term. Target Objective: 8 units per year. Completed 211 units as of 12/2008 (including 54 at the Besse Coleman Center).</p> <p>Continue program but consider enhancing staff capacity in order to be more aggressive in seeking funds from state and federal affordable housing programs.</p> <p>Continue program and strengthen ties to financing agencies and private and nonprofit educational organizations (e.g., Owner Builder Center, Home Depot).</p>	<p>Responsibility: Development Services (DSD) Funding Source: CDBG</p> <p>Responsibility: DSD Funding Source: CDBG</p> <p>Responsibility: DSD Funding Source: Other Federal/State Housing Funds</p> <p>Responsibility: DSD Funding Source: CDBG</p>

<p>Policy 2.a.ii. Preserve and expand the City’s supply of affordable rental and ownership housing for low and moderate income households.</p> <p>Policy 2.b.i. Support efforts to increase the homeownership rate in Alameda to 60 percent by promoting homeownership opportunities for Alameda residents and employees of all income groups, including lower income renters and newly formed households.</p> <p>Policy 2.b.ii. Create and maintain educational and financial assistance programs to assist people, especially low and moderate income households, in purchasing their first home.</p> <p>Policy 2.b.iii Create rental and homeownership opportunities for people of all incomes, ethnic origins, cultures, gender, family structures, and special needs populations such as the elderly, physically, and/or mentally challenged persons.</p>		
<p>Action Plan: Seek creative solutions for providing homeownership opportunities to low and moderate income households.</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> • <u>Limited Equity Cooperatives/Land Trust Model</u> – Studied long-term homeownership affordability options. Land trust model was approved by Board of Commissioners of the Housing Authority as a viable approach to affordable homeownership. Eight BMR units have been completed at Buena Vista Commons by Habitat for Humanity and Alameda Development Corporation. All such homes are restricted to qualified buyers for 59 years. • <u>Downpayment Assistance Program (DPA)</u> – Administer a low-interest deferred loan program to loan low and moderate income homebuyers up to \$80,000 to assist with down payments and closing costs. No interest accrues and no payments are required for the first five years. 	<p>Analysis & Recommendations:</p> <p>The program is effective in ensuring affordability in perpetuity. Nonprofit land trust partners provide a safety net for below market rate owners. The City will continue to support these land trust opportunities, particularly in conjunction with redevelopment inclusionary obligations and look for new opportunities.</p> <p>Target Objective: No additional projects are planned in 2007-2014.</p> <p>There are very few ownership units available within the program’s eligible price range for low and moderate income households. Recently this program has been used exclusively in conjunction with other subsidized new construction projects. It is recommended that an analysis be conducted to gauge the impact of increasing the loan amount.</p> <p>Target Objective: Provide deferred loans to low-moderate homebuyers. 19 households assisted since 2004.</p>	<p>Responsibility: Housing Authority, DSD</p> <p>Funding Sources: HUD</p> <p>Responsibility: DSD</p> <p>Funding Sources: AHUF Funds, BWIP 20percent tax increment housing set-aside, BWIP in-lieu fees</p>

<ul style="list-style-type: none"> • <u>Alameda County Mortgage Credit Certificate Program</u> – Participate in federal tax credit program that helps first-time homebuyers qualify for mortgage loans. Program participants are subject to maximum household income and maximum home purchase price. 	<p>The program is very effective in assisting moderate income households in qualifying for mortgages. However, the County reports that relatively few households in Alameda are able to utilize the program due to high housing costs in the area. The program was cut back several years ago by the State of California. It is recommended that the City work with other municipalities and counties to lobby for a restoration of prior funding levels. Target Objective: 20 units for first-time home buyers.</p>	<p>Responsibility: Alameda County Housing Authority, DSD Funding Sources: State Bonds</p>
<ul style="list-style-type: none"> • <u>Habitat for Humanity</u> – Eight MBR units have been completed at Buena Vista Commons by Habitat for Humanity and Alameda Development Corporation. Affordability will be maintained for 59 years. 	<p>The program was effective but slow. It is recommended that the City support the Housing Authority and other affordable housing developers in acquiring land for affordable housing projects.</p>	<p>Responsibility: DSD Funding Sources: Home Funds</p>
<ul style="list-style-type: none"> • <u>First-Time Homebuyer Workshops</u> – Sponsored 4 first-time homebuyer workshops for Alameda residents, attracting 59 attendees. More workshops are scheduled for 2001. 	<p>The workshops are popular and provide needed information and training for inexperienced homebuyers. The program should continue.</p>	<p>Responsibility: DSD Funding Sources: Affordable Housing Unit/Fee Funds</p>
<ul style="list-style-type: none"> • Initiated the Community Assistance Shared Appreciation (CASA) Program in 1998 which provides homebuyers with a combination of public and private funds in exchange for the borrower agreeing to share the home’s appreciation value with the lending bank. 	<p>The City has been very successful in using this source of housing subsidy. It will continue to use the program, however, the program is no longer offered.</p>	<p>Responsibility: DSD Funding Sources: Affordable Housing Unit/Fee Funds</p>

<p>Policy 2.a.iii. To the extent feasible, conserve housing located in areas that have been zoned for commercial or industrial use.</p>		
<p>Action Plan: Maintain regulations that allow conservation of non-conforming housing.</p>		
<p>Accomplished: The Zoning Ordinance permits reconstruction of structures damaged less than 70%. Residential units may be altered or expanded in commercial and industrial districts subject to a nonconforming use certification.</p>	<p>Analysis & Recommendations: Review nonconforming use certification process to ensure it is not an impediment to conservation efforts.</p>	<p>Responsibility: PBD Funding Source: Special Fund</p>
<p>Action Plan: Streamline development of residential units in the commercial zones.</p>		
<p>Accomplished: In 2000 the City developed the C-C, Community Commercial Zoning District that permits dwelling units when the units are located in structures also containing nonresidential uses and are not located on the ground floor.</p>	<p>Analysis & Recommendations: Consider similar regulations in other commercial districts.</p>	<p>Responsibility: PBD Funding Source: Special Fund</p>

<p>Policy 2.a.iv. Promote the elimination of overcrowded, unsafe and unsanitary housing conditions.</p>		
<p>Action Plan: Support programs and educational and outreach efforts to encourage the improvement of substandard housing conditions.</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> • <u>Minor Home Repair Program</u> – Provide grants for up to \$1,000 and zero interest loans for up to \$5,000 to low and moderate income homeowners for health and safety rehabilitation projects such as roofing, plumbing, heating repairs, etc. • <u>Amnesty Program</u> – Administer program to legalize units that were illegally developed if the property owner brings the units up to current health and safety codes. This program generally affects low and moderate income households and has legalized 116 units. 	<p>Analysis & Recommendations: The program is meeting its target objective. The City is administering the program rather than contracting with the County. Target Objective: 6 units per year. Completed 361 units as of 12/2008.</p> <p>The program has been effective in maintaining and expanding the City’s legal and safe housing stock. Continue to reauthorize the program. Target Objective: 10 units per year.</p>	<p>Responsibility: DSD Funding Sources: CDBG</p> <p>Responsibility: Planning and Building Department (PBD) Funding Sources: Application fee</p>

<ul style="list-style-type: none"> • <u>Lead-Based Paint Hazard Reduction Grants</u> – Administer program to reduce lead hazards in housing units occupied by or available to low and moderate income families with children under 6. Grants of up to \$4,400 per unit available and lead-based paint risk assessment available. A total of 98 units have been completed. • <u>Partners in Neighborhood Pride</u> – This City-sponsored collaboration with owners and managers of rental housing promotes safe, healthy, and attractive apartment neighborhoods. A reference guide details resources for owners to cut costs, decrease vandalism, and increase resident satisfaction. • <u>Accessibility Modification Program</u> – Provide monies to modify homes to increase accessibility. • <u>Rent Review Advisory Committee</u> – Reviews and mediates complaints of substantial rent increases and advises City Council regarding rental conditions. Emphasis placed on assisting low income renters and rental property owners. 	<p>The program is effective. Seek additional funding for this costly rehab activity.</p> <p>This program is effective. Consider adding a component supporting the work of the Rent Review Advisory Committee.</p> <p>This program is effective in allowing disabled to stay in housing. Target Objective: 6 units per year. Completed 4 since 2007.</p> <p>This Council-appointed committee has had a significant increase in the number of complaints of high and multiple rent increases in 1998-2000. They are effective within the scope of their advisory charge, as a large percentage of complaints have resulted in rental increase deferrals or reductions.</p>	<p>Responsibility: DSD Funding Sources: HUD grant through the Alameda County Lead Poisoning Prevention Program</p> <p>Responsibility: DSD Funding Sources: DOJ/Community Oriented Policing - Problem Solving Partnership Grant</p> <p>Responsibility: DSD Funding Sources: CDBG</p> <p>Responsibility: DSD Funding Source: Volunteer Program</p>
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<p>Policy 2.a.v. Maintain the integrity of existing residential neighborhoods by protecting and enhancing the historic architecture and ensuring that new development respects the density, physical, and aesthetic character of the neighborhood and surrounding areas.</p>		
<p>Action Plan: Undertake programs and planning efforts to maintain integrity of exiting neighborhoods and encourage the development of future neighborhoods that exemplify the quality of life in existing neighborhoods.</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> • <u>Substantial Rehabilitation Program</u> – Administer below market rate loans to property owners to create new rental units within the existing footprint of their homes. Design services available. Owners must rent units to Section 8 voucher program tenants for 15 years. • <u>Housing in Industrially-Zoned Areas</u> – The City adopted its General Plan in 1991. Implementing Policy 2.4.i states: “Schedule hearings to consider amendments to the Zoning Map that would reclassify predominately residential areas zoned for nonresidential use to bring the Zoning Map into consistency with the General Plan Diagram.” 	<p>Analysis & Recommendations:</p> <p>Program is effective. The previous goal was too ambitious but the program is valuable. Consider incentives to extend period of affordability. Also develop an outreach effort to educate property owners and neighborhoods on the need for opportunities of participating in publicly assisted housing programs.</p> <p>Target Objective: One unit per year. Completed 50 units as of 12/2008.</p> <p>This program is effective to conserve housing stock and create housing opportunities with the General Plan Amendment for the Northern Waterfront. This program should be extended.</p> <p>Target Objective: Identify areas and rezone as appropriate. The City approved conformance rezoning for 8 parcels in 1991, 34 parcels in 1992, and 4 parcels in 1994.</p>	<p>Responsibility: DSD Funding Source: CDBG</p> <p>Responsibility: PBD and Development Services Department (DSD) Funding Source: General Fund</p>

<p>Policy 2.a.vi. Ensure that new neighborhoods seamlessly integrate with older residential neighborhoods by designing housing developments that complement the historic architectural, aesthetic, and physical qualities of existing neighborhoods.</p>		
<p>Action Plan: Develop residential design guidelines.</p>		
<p>Accomplished:</p> <p>Residential Design Guidelines – On March 15, 2005 the City Council accepted the Guide to Residential Design with development standards</p>	<p>Analysis & Recommendations:</p> <p>The Guidelines have been an effective tool to guide residential development. Continue to use the Guidelines.</p>	<p>Responsibility: PBD Funding Source: General Fund</p>

Design with development standards for additions and new construction.		
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Policy 2.a.vii. Encourage work/live opportunities as a way to reduce the traffic impacts of housing, to provide affordable housing opportunities, and to stimulate business incubators.		
Action Plan: Develop work/live units.		
Accomplished: In 2007 the first work/live project opened with 8 work/live spaces.	Analysis & Recommendations: The work/live ordinance restricts development to the Northern Waterfront area. The geographic restriction should be reviewed in order to encourage more opportunities.	Responsibility: PBD Funding Source: Private

Policy 2.a.viii. and 2.c.ix. Encourage mixed-use residential development in existing commercial areas.		
Action Plan: Create additional opportunities for Mixed Use.		
Accomplished: <ul style="list-style-type: none"> The City has adopted General Plan policies that support mixed-use at Alameda Point (2003) and the Northern Waterfront (2007). In 2008 the City completed a Strategic Plan for Park Street Commercial District north of Lincoln Avenue. 	Analysis & Recommendations: While the General Plan supports Mixed Use, only one zoning designation actively supports the policy. Additional Zoning regulations such as the form-based code provisions being studied for the north of Park Street area should be considered.	Responsibility: PBD Funding Source: Private
Action Plan: Work with business groups and associations to support policies encouraging mixed use and uses that would accommodate housing over commercial.		
Accomplished: <ul style="list-style-type: none"> <u>Business Associations</u> – The City has worked closely with both the Park Street Business Association (PSBA) and West Alameda Business Association (WABA) on commercial revitalization efforts. Both organizations have adopted policies encouraging housing in their districts. The City’s Economic Development 	Analysis & Recommendations: There has been limited residential development, other than assisted housing, in business districts since the adoption of the 2006 Element. Consider “reclaiming/amnesty” for upstairs units in commercial districts. The City will continue to actively encourage the private market to take advantage of this law to produce new housing units.	Responsibility: Business Development Division (BDD), PBD, DSD Funding Source: General Fund

<p>Strategic Plan, adopted in 1999, also encourages residential development in commercial areas.</p>		
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B. Rental and Home Ownership Assistance

Policies 2.b.i – iii (please see pages III-5)

<p>Policy 2.b.iv Promote condominium conversions as a cost effective way of providing homeownership opportunities, provided that comparable rental housing is secured for displaced tenants.</p>		
<p>Action Plan: Continue administering the City’s condominium conversion ordinance.</p>		
<p>Accomplished: A limited number of applications have been received.</p>	<p>Analysis & Recommendations: Conversion could be a valuable tool in creating stable home ownership opportunities for households that are unable to compete for housing in the current Alameda market. It is recommended that the condo conversion code be reviewed to make it an attractive tool for providing affordable housing.</p>	<p>Responsibility: PBD Funding: General Fund</p>

C. New Housing Development

<p>Policy 2.c.i Designate an adequate amount of land for residential use to encourage housing development that will meet the needs of all income groups.</p>		
<p>Policy 2.c.iii Encourage development that offers residents easy access to goods, services, jobs, transportation, education and recreation.</p>		
<p>Action Plan: Provide adequate sites for the development of housing for all income groups.</p>		
<p>Accomplished: <u>Inventory of Vacant Land</u> – Update the City’s database of potential housing development sites.</p>	<p>Analysis & Recommendations: This is an effective tool and should be maintained. Target Objective: Maintain an updated database.</p>	<p>Responsibility: PBD Funding Source: General Fund</p>

<p>Policy 2.c.ii. Support public programs and encourage private efforts that provide affordable housing opportunities throughout the city for current and future employees who want to live in Alameda.</p>		
<p>Action Plan: Study and adopt policies and programs that encourage developers to build affordable housing units.</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> Alameda Housing Authority – Manages and/or owns 578 housing units that it rents to moderate, low and very low income households. Administers Section 8 program. 	<p>Analysis & Recommendations:</p> <p>The City and Housing Authority should continue to apply for grants and loans to improve the existing housing owned and managed by the Housing Authority and to develop additional affordable units.</p>	<p>Responsibility: Housing Authority Funding Source: HUD, rent revenues, grants and loans</p>

<p>Policy 2.c.iv. Require developers to construct required housing units for low and moderate income households within their projects.</p>		
<p>Policy 2.c.vii. Establish a ten percent affordable housing inclusionary requirement on new residential developments outside redevelopment project areas.</p>		
<p>Policy 2.e.vi. Increase the affordable housing inclusionary requirement on new development in redevelopment projects to 20 percent, with the increase over the mandated 15 percent allocated to household income ranges that are the least served.</p>		
<p>Action Plan: Increase inclusionary housing requirements</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> In 2003 the CIC adopted a 25% inclusionary requirement in all redevelopment areas. In 2003 the City Council adopted an inclusionary housing ordinance requiring 15% inclusionary housing in all development over 5 dwelling units. 	<p>Analysis & Recommendations:</p> <p>Only one development, Grand Marina, has been approved since the adoption of the 25% inclusionary requirement. The affordable units will be developed on site. No development have been approved that would have triggered the citywide requirement. The inclusionary requirements should be reviewed to ensure they are not an impediment to development.</p>	<p>Responsibility: DSD and PBD Funding: Redevelopment Funds</p>

<p>Policy 2.c.v. Ensure that the General Plan and the Zoning Ordinance encourage residential development that provides variety in the housing product in response to variances in income levels, the changing live-work patterns of residents, and the needs of a diverse population.</p>		
<p>Action Plan: Review the General Plan and Zoning for housing opportunities.</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> Northern Waterfront General Plan adopted in 2007, provides additional residential 	<p>Analysis & Recommendations:</p> <p>This review is on-going and has been successful.</p>	<p>Responsibility: PBD Funding Source: Special Fund</p>

<p>opportunities as the former industrial area redevelops.</p> <ul style="list-style-type: none"> • Rezoning in the MU-5 area to permit residential development in 2007. 		
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Policy 2.c.vi. Encourage development of homeownership units priced to meet the needs of families with incomes between 80 percent and 120 percent of area median income.

Action Plan: Facilitate the development of homeownership units.

<p>Accomplished:</p> <ul style="list-style-type: none"> • <u>Downpayment Assistance Program (DPA)</u> – Administer a low-interest deferred loan program to loan low and moderate income homebuyers up to \$10,000 to assist with down payments and closing costs. No interest accrues and no payments are required for the first five years. • <u>Inclusionary Housing</u>– The Bayport development contains 48 inclusionary duet homeownership units for 90-110 percent of median income; The Breakers at Bayport has ten townhouses for median income families; 626 Buena Vista Commons, a joint venture with Habitat for Humanity has two affordable units for moderate income families; Marina Cove, completed in 2002, has 5 moderate income units. 	<p>Analysis & Recommendations:</p> <p>There are very few ownership units available within the program’s eligible price range for low and moderate income households. Recently this program has been used exclusively in conjunction with other subsidized new construction projects. It is recommended that an analysis be conducted to gauge the impact of increasing the loan amount.</p> <p>Target Objective: Provide deferred loans to low-moderate homebuyers. Six households assisted since program began in 1998.</p> <p>The City has been very successful in using this source if housing subsidy. It will continue to use the program.</p>	<p>Responsibility: DSD Funding Sources: AHUF Funds, BWIP 20 percent tax increment housing set-aside, BWIP in-lieu fees</p> <p>Responsibility: DSD Funding Sources: Redevelopment requirements</p>
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<p>Policy 2.c.viii. Facilitate the development of affordable housing by public and private housing development organizations.</p>		
<p>Action Plan: Continuation of public housing</p>		
<p>Accomplished: Alameda Housing Authority – Manages and/or owns 578 housing units that it rents to moderate, low, and very low income households. Administers Section 8 program.</p>	<p>Analysis & Recommendations: The City and Housing Authority should continue to apply for grants and loans to improve the existing housing owned and managed by the Housing Authority and to develop additional affordable units.</p>	<p>Responsibility: Housing Authority Funding: HUD, rent revenues, grants and loans</p>
<p>Action Plan: Use of private housing development organizations</p>		
<p>Accomplished: The City, with Alameda Development Corporation and Habitat for Humanity, has developed affordable housing units (626 Buena Vista –8 units) and RCD (Breakers-62 units).</p>	<p>Analysis & Recommendations: The City and Housing Authority should continue to pursue opportunities to develop affordable housing units with private housing development organizations.</p>	<p>Responsibility: Housing Authority, DSD Funding: HUD, rent revenues, grants and loans</p>
<p>Policy 2.c.x Consider and evaluate the viability of providing housing on non-residential, publicly owned property that becomes available or is deemed a surplus.</p>		
<p>Action Plan: Develop new housing opportunities on public properties.</p>		
<p>Accomplished: The City is working with Alameda Unified School District to reuse the Island High School Site.</p>	<p>Analysis & Recommendations: Continue to pursue other housing opportunities.</p>	<p>Responsibility: DSD, PBD Funding: Redevelopment Funds</p>
<p>Action Plan: Develop new housing opportunities on public properties.</p>		
<p>Accomplished: City is creating an inventory or its own public properties.</p>	<p>Analysis & Recommendations: Complete study and review for housing opportunities.</p>	<p>Responsibility: City Manager’s Office, PBD Funding: General Fund</p>

D. Special Needs Housing

<p>Policy 2.d.i. Promote the development of a full range of housing (shelters, transitional and permanent housing), coupled with services to meet the special needs of homeless individuals and people at risk of becoming homeless.</p> <p>Policy 2.d.ii. Promote the development of a full range of housing types (rental, homeownership, and service-enriched), coupled with physical and/or developmental disabilities, single-parent households, young adults and seniors.</p>		
<p>Action Plan: Support housing that meets the needs of those with special housing needs.</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> • <u>Alameda Point Collaborative</u> – The City has funded rehabilitation of 200 units of permanent and transitional housing for homeless households at Alameda Point. The City is working with Alameda Point Collaborative to support permanent housing and has assisted in the creation of the Ploughshares Nursery. • <u>Midway Shelter</u> – Funded in part by the City, this shelter provides emergency housing, job readiness and housing placement assistance, and counseling for women and children. Midway has a capacity of 7,300 bednights/year. 	<p>Analysis & Recommendations:</p> <p>The City has a good record for serving special needs housing. Need has increased significantly in the last few years. It is recommended that senior and disabled housing be developed by the City in the third and fourth years in the planning period.</p> <p>Midway Shelter is an extremely effective service provider. It is recommended that the City continue to support this program.</p>	<p>Responsibility: All housing development agencies Funding: Dedicated public housing funds</p> <p>Responsibility: DSD Funding: CDBG</p>
<p>Action Plan: Actively pursue funding sources to increase the City’s capacity to provide low income households with rental assistance..</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> • <u>ACCESS</u> – The City provides funding for this homeless prevention program operated by the Alameda Red Cross. The Alameda Continuum of Community Emergency and Social Services (ACCESS) provides services to help Alamedans manage their household budgets and remain affordably housed. Services include short-term assistance in paying utility bills, rent, emergency food and baby supplies. The program also provides counseling, access to 	<p>Analysis & Recommendations:</p> <p>ACCESS has performed very well, however, they will not be funded as of 2009. Service delivery will be through ECHO and Alameda Food Bank.</p>	<p>Responsibility: DSD Funding: CDBG</p>

<p>child care vouchers, and referrals to other social services. From FYs 1994/5-1999/2000, 5,600 households received assistance.</p> <ul style="list-style-type: none"> • <u>Family Violence Law Center</u> – Funded in part by the City, this organization places victims of domestic violence in safe houses through its emergency information and referral hotline. The center provides legal counsel and accompanies victims to court to secure restraining orders. 	<p>This program is effective. Through its legal assistance in securing restraining orders, it avoids displacement due to domestic violence, the leading cause of homelessness for women and children.</p>	<p>Responsibility: DSD Funding: CDBG</p>
<p>Action Plan: Support housing proposals and programs for seniors</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> • <u>Senior Housing Projects</u> – Both Cardinal Point and Elders Inn assisted living facilities were developed in the planning period; however, neither one provides affordable opportunities. Independence Plaza (IP) remains the last developed senior housing project with affordable units. • <u>Assisted Living Projects</u> – The City entitled Aegis and the Elders Inn, which provide a total of 155 units for seniors and disabled persons. 	<p>Analysis & Recommendations:</p> <p>IP has been very successful and has a waiting list of two years. Census 2000 data indicate that almost 23 percent of Alameda households have a person 65 years of older. The recent dramatic increase in housing costs has disproportionately affected older people who often live on fixed incomes. There is a demonstrated need for affordable senior housing in Alameda. It is recommended that the City and Housing Authority sponsor and help fund a senior housing project during the Housing Element planning period.</p> <p>There is great need for assisted living units in the City of Alameda. It is recommended that the City continue to support similar projects.</p>	<p>Responsibility: Housing Authority Funding: Bonds, redevelopment funds, Housing Authority reserves</p> <p>Responsibility: PBD Funding: Private Funds</p>

E. Government Process and Role

<p>Policy 2.e.i. Encourage public participation of all segments of the community, including low and moderate income residents, the business sector, renters and homeowners, in the formulation and review of City housing policy.</p>		
<p>Action Plan: Actively seek the input of all economic segments of the community in the formulation and review of the City housing policies.</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> Measure A Workshop – In 2008, the Planning Board sponsored a forum on Measure A, which included presentations by speakers, panel discussions, and comment by the public. 	<p>Analysis & Recommendations:</p> <p>Staff continues to facilitate the public participation process so that all economic segments of the community are heard.</p>	<p>Responsibility: PBD Funding: General Fund</p>
<p>Policy 2.e.ii Ensure equal housing opportunities by taking appropriate actions, when necessary, to prevent housing discrimination in the local market.</p>		
<p>Action Plan: Analyze the impediments to fair housing and develop strategic/annual plans to address same under the leadership of the Alameda County HOME commission.</p>		
<p>Accomplished:</p> <ul style="list-style-type: none"> <u>Fair Housing Services</u> – Sentinel Fair Housing is contracted by the City to counsel tenants/landlords on rights and responsibilities and mediate disputes, conduct multi-lingual outreach, and investigate discrimination complaints. 3000 households received direct assistance from FYs 1994-95 to 1999-2000. <u>Affirmative Marketing</u> – The City and Housing Authority employ affirmative marketing strategies for assisted units, so as to attract a broad cross section of the eligible population without regard to race, color, religion, sex, national origin, disability or familial status. Prominent use of Equal Housing Opportunity messages in advertising is used to help ensure that eligible families of similar income levels will have a like range of housing opportunities. 	<p>Analysis & Recommendations:</p> <p>This program is very effective. The City’s housing contractor, Sentinel, received a HUD Best Practices nomination for its education programs. As of August 2008 ECHO is providing the Fair Housing Services.</p> <p>This program is effective. AHA provided additional staff training in this area.</p>	<p>Responsibility: DSD Funding: CDBG</p> <p>Responsibility: DSD Funding: CDBG, General Funds</p> <p>Responsibility: DSD</p>

<ul style="list-style-type: none"> • <u>Hate-Free Alameda</u> – City has long-standing policy that harassment and discrimination on basis of race, religion, creed, color, national origin, ancestry, handicap, disability, marital status, pregnancy, sex, age, or sexual orientation will not be tolerated. The City has implemented proactive initiatives such as the Hate and Intolerance Response team. 	<p>This program is very effective as it allows community leaders and public officials to present a united response to reports of hate-motivated incidents and was successfully employed to confront a discriminatory flyer posted at a public housing complex.</p>	<p>Funding: CDBG, HOME funds, General Funds</p>
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<p>Policy 2.e.iii. Give affordable housing projects high priority in the City’s entitlement process to expedite the development process.</p>		
<p>Action Plan: Analyze the City’s development permit process and consider recommendations, including a One-Stop Permit Center.</p>		
<p>Accomplished: <u>Coordinated Staff Review of Projects</u> – The City has undertaken an extensive study to facilitate the development of a One Stop Permit Center to improve the coordination of housing project applications. The study was completed in 2001 and is being updated in 2009.</p>	<p>Analysis & Recommendations: It is recommended that the City continue to pursue the creation of the One Stop Permit Center and other development process streamlining objectives as an effective tool to reduce barriers and burdens for new residential development. Target Objective: Efficient review of projects resulting in cost reductions.</p>	<p>Responsibility: PBD Funding: General Fund, Special Fund</p>

<p>Policy 2.e.iv. Promote residential opportunities in the City’s redevelopment areas and expand the supply of low and moderate income housing in those areas.</p>		
<p>Action Plan: Study and adopt policies and programs that encourage developers to build affordable housing units.</p>		
<p>Accomplished: • <u>Affordable Housing Unit/Fee Ordinance</u> – Adopt an ordinance that imposes affordable housing requirements on new construction, expansion, and change of use of non-residential properties. Requirements can be satisfied either by the provision of housing units affordable to low and moderate income households or by paying an in-lieu fee.</p>	<p>Analysis & Recommendations: This has been a significant source of funds to subsidize housing for low and very low income families. The City Council increased the fee 15 percent in 2001 and has authorized annual adjustments based on increase of cost of construction.</p>	<p>Responsibility: PBD Funding: Affordable Housing fund</p>

<ul style="list-style-type: none"> • <u>Second Units</u> – In 2003 the City began working on a second unit ordinance to meet State law. • <u>Yard Setbacks</u> – The City adopted a Zoning Ordinance amendment to simplify the permit requirements for yard setbacks, The amendment permits the continuation of nonconforming sideyards. It also allows second story additions to observe existing nonconforming yard requirements with a ‘no detriment’ finding. • <u>Density Bonus</u> – In 2003 the City began working on a density bonus ordinance to meet State law. 	<p>It is recommended that the second unit ordinance be reviewed to make it an attractive tool for providing affordable housing Target Objective: Adopt the second housing unit ordinance in 2009.</p> <p>The City continues to administer this provision of the Zoning Ordinance. The provision has enabled many residential additions as well as allowed new infill units. It is recommended that the City continue to administer the provision.</p> <p>It is recommended that the density bonus ordinance be reviewed to make it an attractive tool for providing affordable housing Target Objective: Adopt the density bonus ordinance in 2009.</p>	<p>Responsibility: PBD Funding: General Fund</p> <p>Responsibility: PBD Funding: General Fund</p> <p>Responsibility: PBD Funding: General Fund</p>
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Policy 2.e.viii. Actively pursue federal and state housing program funds to provide housing assistance to low income households and to support the development of low and moderate income housing.

Action Plan: Pursue federal, state, and local funding to support the development of low and moderate income housing.

<p>Accomplished:</p> <ul style="list-style-type: none"> • <u>Funding</u> – The City and its constituent components (CIC, ARRA, and AHA) have applied for and received significant funding from governmental sources, such as HOME funds. • <u>Section 8 Rental Assistance</u> – Continue to administer the Section 8 voucher program and increase the number of available vouchers. 	<p>Analysis & Recommendations:</p> <p>Currently the City has an ambitious plan to develop affordable and market rate housing. It is recommended that the City develop increased capacity to apply for discretionary housing funds and financing opportunities.</p> <p>It is recommended City and Housing Authority continue marketing the Section 8 program and provide assistance to property owners who have difficulty with tenants or the</p>	<p>Responsibility: All housing agencies Funding: General Fund</p> <p>Responsibility: Housing Authority Funding: HUD Section 8 Program</p>
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<ul style="list-style-type: none"> • <u>State and Federal Rehabilitation Financing Program</u> – Administer Rental Rehabilitation grant, California Disaster Assistance (CAL-DAP), California Housing Rehabilitation (CHRP-O) funds, HUD Lead Control Grants. • <u>HOME Affordability</u> – Provide funding for the development and rehabilitation of residential units to be provided to very low and low income households. HOME funds supported the development of 52 rental units for low and very low income families at Breakers at Bayport, which was completed in Spring 2006. HOME funds were also awarded for a 39-unit project, Shinsei Gardens, for low and very low income families in October 2006. The project is underway. HOME funds also provided funding for 626 Buena Vista to support eight new homeownership units. 	<p>program. Further, it is recommended that the City and Housing Authority explore appropriate incentives for property owners to use the program. Target Objective: Seek out an additional 100 vouchers. The total number of vouchers in 2008 was 1,675.</p> <p>Continue program but consider seeking funds from state and federal affordable housing programs.</p> <p>The City has been very successful in using this source of housing subsidy. It will continue to use the program. Target Objective: Fund 2-3 new or substantially rehabilitated housing projects.</p>	<p>Responsibility: DSD Funding: Other Federal/State Housing Funds</p> <p>Responsibility: DSD Funding: HOME funds</p>
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CHAPTER IV HOUSING NEEDS ASSESSMENT

A. Introduction

The following chapter provides an overview of the housing market and areas of demand for housing not currently being met, which are described as housing “need.”

B. Regional Housing Needs Determination (RHND)

In May 2008, the Association of Bay Area Governments (ABAG) issued the Regional Housing Needs Determination (known as the RHND). The allocation takes into consideration regional and local factors such as jobs, housing, land use and transportation. The allocation is focused on achieving a jobs/housing balance with the goal of providing housing, particularly affordable housing, in proximity to the high job growth areas. The City of Alameda was assigned a Regional Housing Needs Allocation of 2,046 units. For the period 2007 through 2014, 482 of the units are to be affordable for very low income households, 329 for low income households, and 392 for moderate income households. Alameda’s allocation and housing goals for the five-year planning period ending June 30, 2014, are depicted in Table IV-1:

Table IV-1: RHND Allocation – New Housing Units

Income Limits	Very Low: (Up to \$35, 800)	Low: (Up to \$53, 850)	Moderate: (Up to \$85, 900)	Above Moderate	Total
# of Units	482	329	392	843	2,046

Source: ABAG, March 2008

C. Community Profile

This section addresses population characteristics, employment patterns and income levels. The information illustrates how Alameda has grown and changed over time and identifies patterns and trends that serve as the basis for devising the City’s housing policies and programs. Projections also are provided to show how the community is expected to change. To provide a regional context, conditions in Alameda are compared with Alameda County. The data has been collected from the 1980, 1990 and 2000 U.S. Census, the California Department of Finance, and the Association of Bay Area Governments.

1. Historic Population Growth

a. *City of Alameda*

According to the Department of Finance 2008 population estimates, Alameda's population is 75,823. Alameda has lost population since its peak in 1994 of 79,291 due to the closing of the Alameda Naval Air Station and the Fleet Industrial Supply Center. Alameda is expected to recover this population with residential growth in the former military installations as well as in the formerly industrial Northern Waterfront.

Alameda's population steadily increased between 1980 and 1994. The City's peak population of 79,291—about 7 percent higher than its population in 2000—was recorded in 1995 as shown in Table IV-2. In the mid-1990s Alameda's population began dropping due to the closure of the Alameda Naval Air Station (NAS) now called Alameda Point and the Fleet Industrial Supply Center (FISC), called Alameda Landing. Because NAS was the larger of the two facilities and the facility that provided housing, the impact of its closure on April 30, 1997 had a greater impact on Alameda's population than closure of the FISC, which occurred on September 30, 1998. The total population decline associated with these closures is approximately 6,644, the 1995 estimate of the NAS and FISC populations. This figure is based on the 1990 Census data for the two census tracts (4274 and 4275) that comprise NAS and FISC, plus the estimated occupants of the 300 Navy housing units constructed in 1991¹.

Table IV-2: Historic Population Growth of the City of Alameda and Alameda County 1970-2008

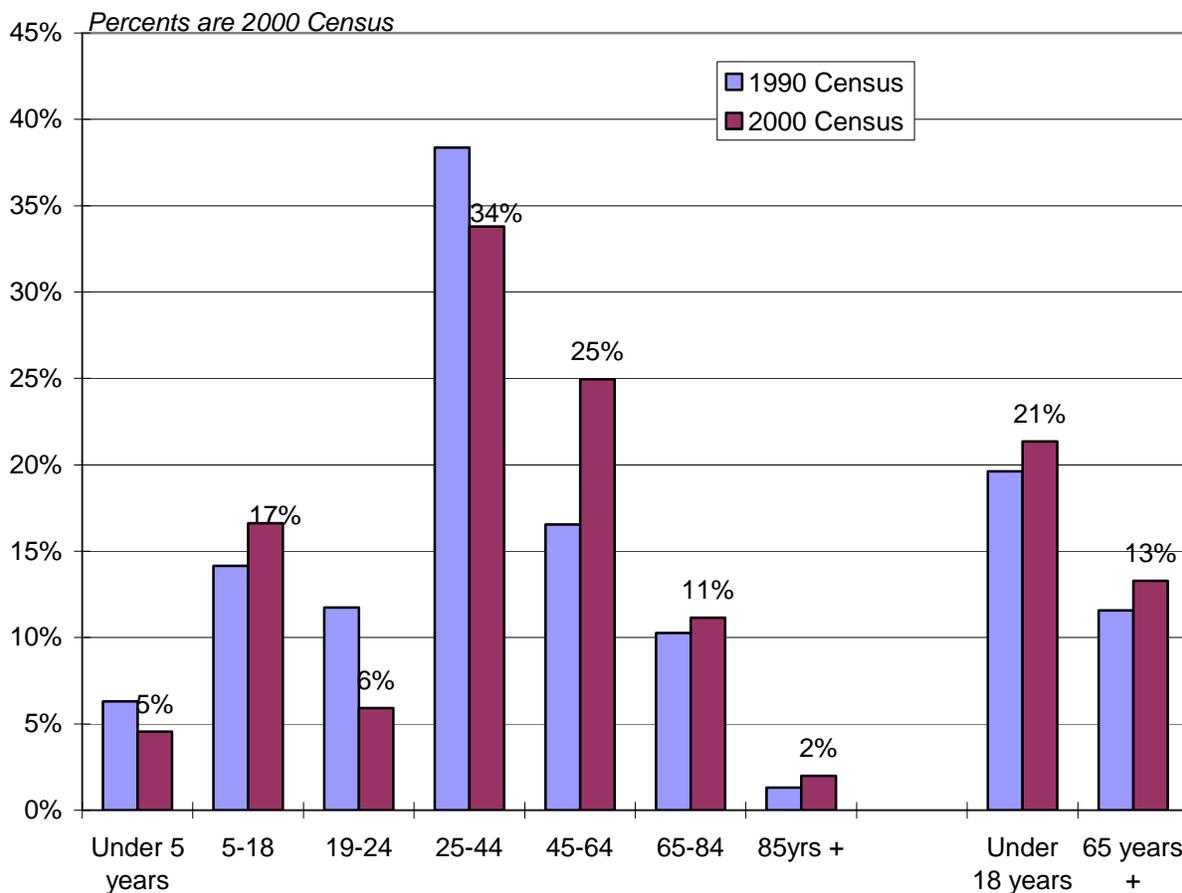
Year	ALAMEDA		ALAMEDA COUNTY	
	Total Population	Percent Change	Total Population	Percent Change
1970	70,946		1,071,104	
1980	63,852	-10.00%	1,105,379	3.20%
1990*	73,979	15.86%	1,276,702	15.50%
1995	78,080	5.54%	1,345,900	5.42%
2000	72,259	-7.46%	1,443,741	7.27%
2008	75,823	4.92	1,543,000	6.87
1970-2008		6.87%		44.05%

*It should be noted that the 1990 population count for the City of Alameda was 76,459, and the total number of households was 29,235. The 1990 Census figure subsequently was adjusted by the Census Bureau to remove from the head count Naval personnel temporarily stationed on a ship in Alameda. While the total population and number of households were adjusted, all other data from the 1990 Census still include the original head count numbers. The revised population figure for 1990 is 73,979, including 29,078 households
Sources: 1970, 1980, 1990 & 2000 Census; California Dept. of Finance City/County Population Estimates

¹ US Department of the Navy, *Final EIS for the Disposal and Reuse of NAS Alameda/FISC Alameda, and Census 2000.*

As shown in Chart IV-A, Alameda did not experience any significant change in its age distribution between 1990 and 2000². The number of children under the age of 15 remained around 17 to 18 percent while the population over 65 rose from 12 percent to about 13.2 percent. The Census indicates that about one quarter of households have one or more individuals age 65 or more.

Chart IV-A: Alameda Population Growth in 1990 and 2000



Source: U.S. Census 2000

Table IV-3 shows changes in the City’s population between 1990, 1995, and 2000. Population figures shown in the table are as of January 1 for each year. It shows a decline in population in the period between 1995 and 2000. This is primarily the result of the Alameda Naval Air Station closure and the incremental reduction in military households residing in Alameda. State Department of Finance data, which varies from US Census data, provides a more detailed picture of this change. In 1996, the City’s population was 78,321. In 1997, this figure had dropped to 76,673, and by 1998 it had fallen to 72,519. By 1999, this decline reversed and the population increased by over 500 persons to 73,086 and by 2000 it had hit approximately 73,713.

² Updated information on the age distribution of Alamedans will not be available until the 2010 Census.

**Table IV-3
Population Change, City of Alameda: 1990-2000, and 1995-2000**

<i>Population</i>	<i>1990</i>	<i>1995</i>	<i>2000</i>	<i>1990-2000</i>		<i>1995-2000</i>	
				<i>Change</i>	<i>Percent</i>	<i>Change</i>	<i>Percent</i>
Household	68,635	72,818	72,489	3,854	5.62%	-329	-0.45%
Group Quarter	5,344	5,262	1,224	-4,120	-77.10%	-4,038	-76.74%
Total	73,979	78,080	73,713	-266	-0.36%	-4,367	-5.59%

Sources: 1990 US Census; Ca. Department of Finance City/County Population Housing Estimates, 1990-2000

Table IV-3 indicates that Alameda's population living in households (as opposed to those living in group quarters) increased between 1990 and 2000. However, State Department of Finance, which again varies from US Census data, indicates a sharp decline between 1997 and 1998, from 74,565 to 71,561, before increasing in 1999 to 71,883 and then to 72,489 in 2000. More dramatic were the changes in the City's group-quarters population, which declined by 4,038—almost 77 percent—between 1995 and 2000. Some of the population loss caused by the NAS/FISC closures were offset by the arrival of Coast Guard personnel and their families, who occupied 582 housing units at the former NAS. Coast Guard personnel are not military employees.

b. Alameda County

In contrast to the 6.87 percent increase in City population between 1970 and 2008, the County population grew at the much faster rate of 44.05 percent, with a total population increase of 471,896. The County's 2008 population of 1,543,000 makes it the second most populous county in the Bay Area, behind Santa Clara County. The most populous city in the County is Oakland, with an estimated population in 2008 of 420,183 according to the California Department of Finance City and County Population and Housing Estimates.

Like most counties in the Bay Area, Alameda County experienced particularly rapid population growth during the 1980s, and the City of Alameda's population also expanded rapidly during this period. Since 1990, however, population growth has been concentrated primarily in the eastern portions of the County where large tracts of land are available for development. The urbanized western cities of the County, including Alameda, have experienced less population growth, zero growth, and even declines.

2. Population Projections

a. *City of Alameda*

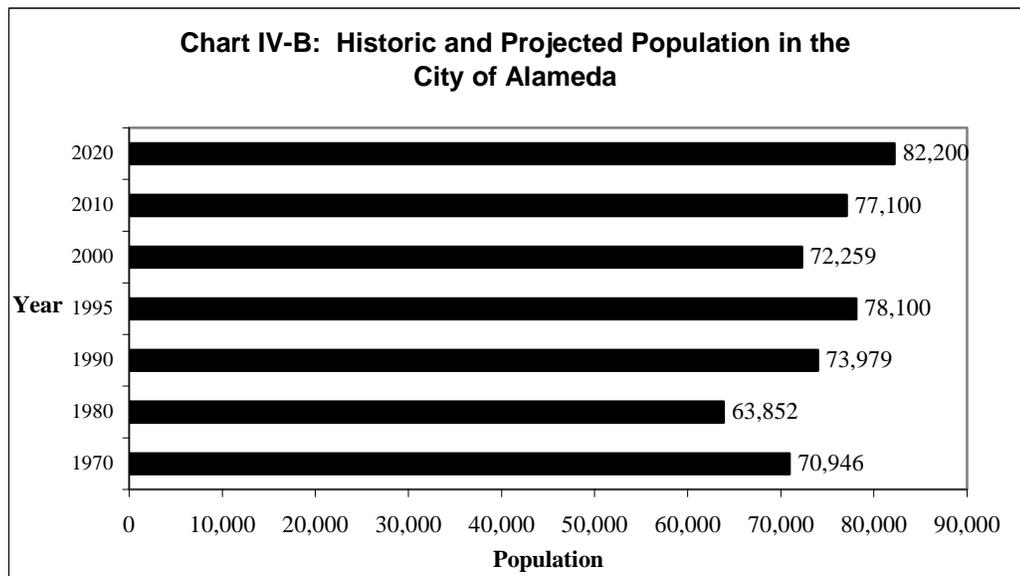
The Association of Bay Area Governments (ABAG) projects the City’s population will grow by a moderate 12.1 between 2000 and 2020. Table IV-4 shows population for the City of Alameda and Alameda County for 1994, 2000, and 2020 projections.

**Table IV-4
Population Projections, City of Alameda and Alameda County: 1994 – 2020**

Year	Alameda	Alameda County
1994 (Yr. of Peak Alameda Population)	79,297	1,338,421
2000	72,259	1,443,741
2008	75,823	1,543,000
2020 ABAG Projections	82,200	1,700,700
Change 1994-1999	-7,038	105,320
Percent Change	-8.86%	7.86%
Change 2000-2020	9,941	256,959
Percent Change	13.75%	17.79%

Sources: 2007 ABAG Projections, California Department of Finance

ABAG projects that the number of people living in households will continue to increase through 2020 as that population replaces the group quarters population that once occupied Alameda Point and the former FISC site. ABAG’s population projections for Alameda also are depicted in Chart IV-B.



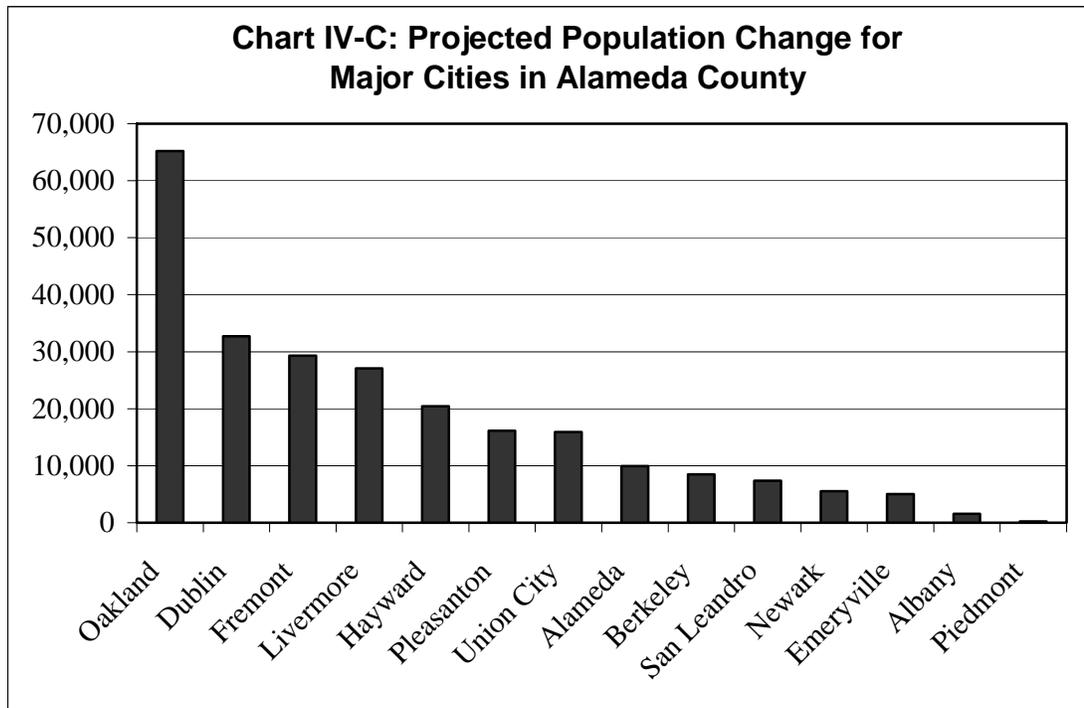
Source: Census 1970, 1980, 1980, 1990, and 2000; ABAG Projections 2007.

Alameda’s projected population increase will result largely from residential development in industrial areas and former military installations. New housing development is planned at Alameda Point and on the Northern Waterfront in redevelopment areas. The ratio of persons per household will not play a significant role in population growth because, according to ABAG projections, the ratio is not expected to change significantly over the next two decades. The 2000 Census indicated that Alameda had 2.35 persons per household. In 1980, the ratio of persons per household stood at 2.28, and in 1990 the figure was 2.36 persons per household.

b. Alameda County

Unlike the City of Alameda, Alameda County is projected to experience significant population growth through 2020. ABAG expects the County population to grow to over 1.7 million residents in 2020. In 2020, Alameda County will still be the second most populated county in the Bay Area, behind only Santa Clara County.

Projected population changes of Alameda County's major cities are shown in Chart IV-C.



Source: ABAG Projections 2007.

The East Bay hills separate the bayshore from the urbanizing Tri-Valley communities of Dublin, Pleasanton, and Livermore. Together with San Ramon and Danville in Contra Costa County, these communities comprise the fastest-growing areas in the region, and the fastest growing in the County. The cities of Oakland, Dublin,

Fremont, Livermore, and Hayward are expected to add more than 25,000 residents each during the period 2000 - 2020.

3. Population Characteristics

Census data from 1980, 1990, and 2000 indicate that many of Alameda's population characteristics, including the age structure and household composition, have not changed during the 1980s. But the 2000 Census data shows that the ethnic/racial makeup of the community changed considerably.

a. *Age Structure*

Alameda did not experience any significant change in its age structure between 1980-2000. (See Table IV-5.) The number of children under the age of 15 remains under 18 percent while the population over 65 minimally increased to 13.28 percent. Most growth can be seen in the age category 35-54 which jumped from 22 percent of the population in 1980 to 34 percent of the population in 2000. Between 1990-1999, however, the number of persons under 15 years of age had fallen 4 percentage points to 13 percent, according to a 1999 estimate by National Decision Systems. This drop in the number of young people is explained by the departure of military families from Alameda during this time period, since typically military personnel have larger families with young children. National Decision Systems data also bears out the fact that Alameda's senior population does not seem to be growing significantly. This is likely due to the fact that Alameda has few assisted senior housing developments, and thus seniors often must leave the community if they need this kind of housing service.

According to the 2000 Census data, Alameda's age breakdown is comparable to Alameda County as a whole. Alameda had a slightly lower percentage of children under 15, and a slightly higher percentage of people 65 or older.

Table IV-5: Population Age Distribution 1980-2000 in the City of Alameda

Age Group	Alameda			Alameda County
	1980	1990	2000	2000
Under 15	17.00 %	17.31%	18.04%	20.70%
15 – 19	7.70%	5.10%	5.50%	6.40%
20 – 34	30.50%	31.39%	20.38%	23.70%
35 – 54	22.00%	27.32%	34.00%	31.20%
55 – 64	10.70%	7.15%	8.80%	7.80%
65 +	12.10%	11.73%	13.28%	10.20%
Total	100%	100%	100%	100%

Sources: 1980, 1990, and 2000 Census

b. *Household Composition*

The 2000 Census enumerates that the City of Alameda has a total of approximately 30,334 households. 17,926 households are categorized as families. Approximately 8,410 of these households have children under 18 years of age. In 2000, 13,236 households in Alameda consisted of married couple families, with less than half of those households had children under 18. In other words, married couple families with

children under 18 represented approximately 19 percent of all households in Alameda. (See Table IV-6.) A female head of households is present in approximately 3,477 households, of which 1,885 households have children under the age of 18. Approximately 40 percent of households in Alameda were categorized as “non-family,” which includes single individuals and persons living with roommates.

In 2000, almost 44 percent of households in Alameda consisted of married couples, and almost half of them had children under 18. Approximately 15 percent of households in Alameda fall into the category called “other family” in which there is either a male or female head of household, with or without children present. In 2000, the average household size in Alameda was 2.63 persons.

Table IV-6: Household Composition in the City of Alameda, 2000

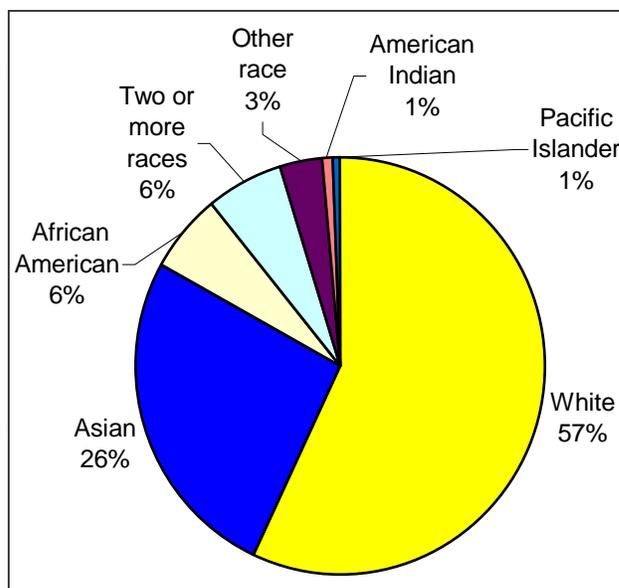
<i>Household Description</i>	<i>Number</i>	<i>Percent</i>
Family households (families)	17,926	59.09%
with own children under 18	8,410	27.72%
Married-couple Family	13,236	43.63%
with children under 18	5,994	19.76%
Female head of household, with children under 18	1,885	6.21%
Non-Family households	12,408	40.90%
Householder living alone	9,770	32.20%
Householder 65 years and older	2,839	9.35%

Source: 2000 Census

c. *Ethnicity*

Alameda has a very diverse population. In fact, the City is moving closer to becoming a minority-majority population. Data from the 2000 Census show that the Asian population grew dramatically over the past decade. Asians and Pacific Islanders increased by 31 percent in population between 1990 and 2000. The American Indian population also increased, by 18 percent. During the decade, the Black/African American and White populations decreased by 23 and 13 percent respectively. (See Chart IV-D.) In summary, Alameda became more diverse in the 1990’s and is expected to continue to become more diverse through the first part of the century.

Chart IV-D: Ethnic Diversity



Source: Census 2000

4. Income and Employment

The strong national and Bay Area economy in the late 1990's and 2000 lead to increases in income for almost all income groups and record levels of employment. However, the closure of NAS and FISC heavily impact Alameda-based employment.

a. Income

Alameda's median income has steadily increased over the years. In 1989 Alameda's median income was \$38,122. Alameda County's median income in 1989 was \$37,544, and the median income for the Bay Area was \$41,595. Estimates from National Decision Systems indicate that in 1998 Alameda's median income was \$51,625 and in 1999 the median income was \$53,880. According to *ABAG Projections 2007*, the average household income for the City of Alameda in 1995 was \$60,300, \$90,300 in 2000, and \$88,500 in 2005.

The U.S. Department of Housing and Urban Development (HUD) issues income information annually for Primary Metropolitan Statistical Areas (PMSA) to help local jurisdictions determine income eligibility for various federal subsidy programs. This information includes median income levels for various household sizes. Table IV-7 provides HUD's median income data for a family of four living in the Oakland PMSA over the past several years.

**Table IV-7: Median Income for 4-Person Households
Oakland PMSA, March 2007**

4-Person Household	Median Income
1995	\$ 55 400
1996	\$ 58,400
1997	\$ 60,100
1998	\$ 63,300
1999	\$ 65,700
2000	\$ 67,600
2007	\$ 83,000

Source: Department of Housing and Urban Development, March 2007

Shortly after the completion of the 2000 Census, the Alameda Point Collaborative (APC), a homeless housing provider, rented 200 transitional and permanent units located in CT 4275 to formerly homeless families and individuals. To ensure proper City services were afforded to the residents, the City coordinated with Department of Housing and Urban Development (HUD) to designate CT 4275 as a low-income Census Tract. A comprehensive review of the households, revealed that 74.5% of the units were either occupied by or restricted to very low-income households. Demographics revealed that the Census Tract also contains a minority concentration of African American (58.4%) and Native American (17.1%) residents.

Based upon the 2000 HUD median income of \$67,600 and 2000 Census data for income, Alameda generally calculated that 40% of the population was deemed to be of very low income, of which half of it would be classified as extremely low income, 17% was low income, 32% was moderate income and 11% were above moderate income. It is assumed that these percentages have not changed dramatically.

b. Existing and Historical Employment

Just as with population growth, employment history has been turbulent in Alameda over the past decades. Table IV-8 shows current and projected jobs for Alameda and Alameda County. Jobs decreased in the 1990's as the result of the NAS and FISC closures. The closure of NAS and FISC resulted in the net loss of an estimated 14,000 jobs between 1990-1998 out of a total of 38,730 jobs in Alameda. This represents a 36 percent reduction in the total jobs in Alameda. In the nine county ABAG region, no other jurisdiction has experienced such a severe job loss.

**Table IV-8
Historic and Projected Employment, City of Alameda &
Alameda County: 1990-2020**

Year	ALAMEDA		ALAMEDA COUNTY	
	Total Employment	Percent Change	Total Employment	Percent Change
1990	38,730		644,100	
1995	33,090	-14.56%	645,130	0.16%
2000	27,380	-17.26%	750,160	16.28%
2005	27,400	0.07%	730,270	-2.65%
2010	29,870	9.01%	781,520	7.02%
2015	34,330	14.93%	840,660	7.57%
2020	38,230	11.36%	902,180	7.32%

Source: ABAG Projections 2007

The slow increase in jobs citywide is gradually being supported by national and regional economic growth, which is attracting more jobs in the high-tech, software, and business service industries. ABAG projects approximately 38,230 jobs for Alameda in 2020. These projections take into account the closure of NAS and FISC and expected employment from redevelopment of Alameda Point, none of which has actually happened to date.

Alameda County will continue to experience a healthy level of job growth over the next decade. Job growth is expected to continue through 2020, albeit at slower rates as 2020 approaches.

c. *Employed Residents*

Alameda experienced a decrease in employed residents between 1990 and 2000, primarily as a result of the NAS and FISC closures. Table IV-9 summarizes the historical and projected numbers for total employed residents (regardless of what city they work in) as well as the number of overall jobs in the City of Alameda. ABAG projects that the number of employed residents will reach 38,230 by 2020, which is roughly 500 less than the 1990 figure. In summary, Alameda will not recover from the job losses from the base closures until beyond 2020.

Table IV-9
Total Jobs/Employed Residents, City of Alameda: 1990-2020

<i>Year</i>	<i>Jobs</i>	<i>Employed Residents</i>
1990	38,730	44,553
1995	33,090	35,600
2000	27,380	38,948
2005	27,400	38,190
2010	29,870	40,380
2015	34,330	43,570
2020	38,230	46,810

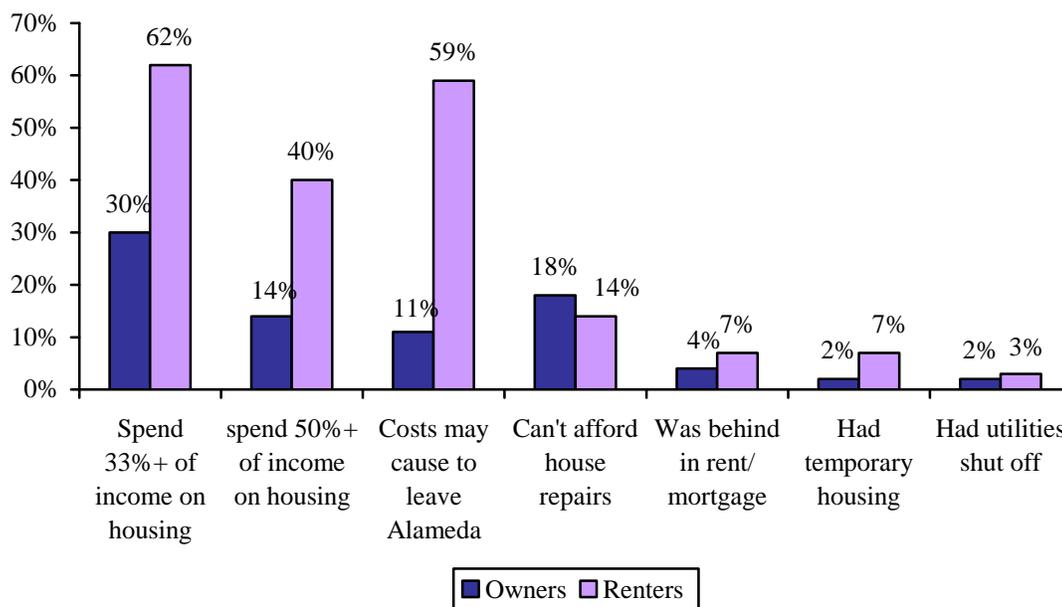
Sources: ABAG Projections 2007

5. Affordability

In most housing markets, lenders as well as the federal government traditionally have considered 30 percent of income spent on housing to be “affordable.” That is, low and moderate income households paying more than 30 percent of their gross income for housing are likely to have to defer or cutback on purchases of other important necessities such as medical care and clothing. In 2000, 20.6 percent of owner households paid more than 35 percent of income on housing. Almost 28.7 percent of renter households paid more than 35 percent of their income for rent.

Affordability of housing creates problems for both renters and homeowners. The 2001 housing survey identified a small but significant minority of homeowners who have had a variety of housing problems. Some cannot afford house repairs (18 percent), others pay more than half of their income on house payments (14 percent), some have been behind in their mortgage payments in the past year (4 percent), or have had utilities shut off for lack of payment (2 percent). The housing survey chart below highlights some of the significant financial differences between homeowners and renters in Alameda:

Chart IV-E: Housing Affordability in the City of Alameda



Source: Alameda Housing Survey, February 2000

Among renters, these numbers are somewhat higher. Some cannot afford repairs (14 percent), others have been behind in their rent in the past year (7 percent), or have had utilities shut off for lack of payment (3 percent). A very significant difference between renters and homeowners is that 40 percent of renters spend more than half of their income on housing costs, compared to 14 percent of homeowners.

Table IV-10 provides another perspective to the affordability problem. In many cases, jobs that employ Alameda residents do not pay enough for the workers to afford to live in Alameda. The housing survey indicated 72 percent of renter respondents said they would move within the next few years and 85 percent of the possible movers said cost was a priority.

There also is anecdotal evidence that many families who have members working in certain professions, such as teachers or other education support personnel, are leaving Alameda for less expensive housing. If true, the practical impact of this situation is that it will become increasingly difficult to recruit teachers who are willing to commute from outlying suburbs. The consequence is that non-resident teaching staff may not be equally committed and involved in the Alameda community. There are many other relatively low paying jobs that are important to the community, whose employees are similarly affected by the lack of affordable housing.

The following table illustrates this point emphatically. Lower income families, even with two wage earners, are unable to participate in the housing market. Even households with more moderate incomes must pay more than they can afford for housing in order to live in the East Bay.

**Table IV-10
Housing Affordability in Alameda County**

Alameda County	Estimated Household Income (monthly) 2008	Affordable Payment: 30% of Monthly Household Income	2008 Average \$ Two Bedroom Rent	2008 Existing Median Home Price	Monthly Mortgage Payment (at 7% Interest)	Monthly Rent Deficit	Monthly Mortgage Deficit
Retired Couple	\$1,761	\$528	\$ 1,575	\$572,860	\$3,811	\$(1,047)	\$(3,283)
Min Wage Couple, Both FT	\$2,773	\$832	\$ 1,575	\$572,860	\$3,811	\$(743)	\$(2,979)
Preschool Teacher	\$2,326*	\$698	\$ 1,575	\$572,860	\$3,811	\$(877)	\$(3,113)
High School Teacher	\$4,970*	\$1,491	\$ 1,575	\$572,860	\$3,811	\$(84)	\$(1,558)
Computer Programmer & System Analyst	\$7,509**	\$2,253	\$ 1,575	\$572,860	\$3,811	\$678	\$2,253

Source: National Low Income Housing Coalition, 2008; Social Security Administration, 2008;

*Housing California, County Fact Sheet 2006, ** Bureau of Labor Statistics (California) 2008

D. Housing Stock and Characteristics

This section describes and analyzes Alameda's housing supply and the local housing market. Analysis of market conditions helps the City determine housing needs and priorities. Characteristics such as age of the housing stock and size of units help illustrate local housing conditions and crowding, while vacancy rates and rents provide information on housing availability and affordability. To provide a broader context, conditions in Alameda are compared with Alameda County. The data has been collected from the 1980, 1990, and 2000 U.S. Census³, the California Department of Finance, the Association of Bay Area Governments, National Decision Systems, and a housing needs survey conducted for the City of Alameda in January 2001.

1. Setting

The City of Alameda is an island located in northern Alameda County in the geographic center of the San Francisco Bay Area. It is located 12 miles east of San Francisco and separated from the City of Oakland by an estuary. The community is well known for its quiet residential neighborhoods, tree-lined streets, and graceful Victorian architecture.

³ It should be noted that the 1990 Census population count for the City of Alameda was 76,459, and the total number of households was 29,235. The 1990 Census figure subsequently was adjusted by the Census Bureau to remove from the head count personnel from a ship that was temporarily stationed at the former Naval base. While the total population and number of households were adjusted, all other data from the 1990 Census still include the original head count numbers. The revised population figure for 1990 is 73,979, which includes 29,078 households. As a result, many of the tables in this section that come from the 1990 Census reflect the original population count of 76,459.

Alameda's proximity to San Francisco and Oakland, its location on the water, and the attractiveness of its housing stock and neighborhoods make it a desirable place to live.

Alameda contains 12.4 square miles of land area. Approximately 10.1 square miles of the City are very dense and largely developed, although there are some opportunities for redevelopment in the older industrial areas along the Northern Waterfront. Alameda has the fourth highest residential population density in Alameda County, behind only Oakland, Albany, and Berkeley. (See Table IV-11.)

Approximately 2.3 square miles of the island is occupied by former federal installations. The Naval Air Station Alameda (NAS) and the Fleet Industrial Supply Center (FISC) were closed in 1997 and 1998 respectively. Ownership of the FISC has been transferred to the Community Improvement Commission (CIC) that has entered into an agreement with Catellus Development Corporation to develop the site with housing, retail, offices, a school, a park and other open space. The development of the FISC site has been slowed by current economic conditions. The NAS, now called Alameda Point, is still owned by the Navy. The Alameda Reuse and Redevelopment Authority (ARRA) and developer SunCal are currently negotiating with the Navy on terms and conditions for property conveyance.

Table IV-11
Population Density, Cities in Alameda County: 2000

<i>City</i>	<i>Land Area (sq. miles)</i>	<i>Population in 2000</i>	<i>Population per sq. mile</i>	<i>Ordinal rank</i>
Alameda	10.80	72,259	6,691	4
Albany	1.70	16,444	9,673	2
Berkeley	10.46	102,743	9,822	1
Dublin	12.59	29,973	2,381	14
Emeryville	1.22	6,882	5,641	7
Fremont	76.69	203,413	2,652	13
Hayward	44.33	140,030	3,159	9
Livermore	23.92	73,345	3,066	10
Newark	13.97	42,471	3,040	11
Oakland	56.06	399,484	7,126	3
Piedmont	1.69	10,952	6,480	5
Pleasanton	21.67	63,654	2,937	12
San Leandro	13.13	79,452	6,051	6
Union City	19.25	66,869	3,474	8

Source: 2000 U.S. Census

With the closure of the NAS and the FISC, the City of Alameda has a unique opportunity to create new neighborhoods and increase its housing supply. The redevelopment of Alameda Point will have a significant impact on the future of the island community.

2. Housing Characteristics

a. *Number of Housing Units*

According to the 2008 Department of Finance, City & County Housing Estimates, Alameda has a total of 32,527 housing units. Alameda's housing stock is relatively old. The 2000 Census reveals that more than one-third of the housing stock was built before 1940, and three-quarters of the stock was built before 1970. The large supply of Victorian homes greatly contributes to the city's attractiveness, but it also may mean that many property owners are faced with higher-than-average maintenance bills.

Table IV-12
Age of Housing Stock, City of Alameda

<i>Year Built</i>	<i>Number of Units</i>	<i>Percent of Total</i>
<i>1939 or earlier</i>	10,589	33.35%
<i>1940-1949</i>	5,776	18.19%
<i>1950-1959</i>	5,514	17.36%
<i>1960-1969</i>	4,431	13.95%
<i>1970-1979</i>	3,642	11.47%
<i>1980-1988</i>	955	3.01%
<i>1989-2000</i>	848	2.67%
<i>Total Units</i>	<i>31,755</i>	<i>100.00%</i>

Sources: 2000 Census (SF2)

b. *Tenure*

Of Alameda's 30,226 occupied units, 47 percent (14,513 units) were owner-occupied and 52 percent (15,821) were rentals in the year 2000. This is an increase in ownership over the 1990 Census, which showed Alameda to have a homeownership rate of 44 percent. In 1996 the Alameda City Council established a policy to increase the homeownership rate in Alameda to 60 percent to more closely reflect the national homeownership rate of 65 percent. According to the 1980 Census, the homeownership rate in Alameda was 41 percent. The 1990 Census shows that rate had increased to 44 percent. Census 2000 indicates that 48 percent of households are owner-occupied and 52 percent renter-occupied.

c. *Overcrowding*

A crowded housing unit is defined as a unit in which there is more than one person per room, excluding the kitchen and bathrooms. A severely crowded housing unit is one in which there are 1.5 persons per room. According to the 2000 Census 30,335 housing units are occupied. Of these units, 1,199 units, or 3.9 percent, had up to 1.5 occupants per room, and 1,564, or 5.1 percent, had more than 1.5 occupants per room.

d. Housing Stock Age and Condition

According to the 2008 Department of Finance, Alameda has a total of 32,527 housing units. Between 1989-2000 approximately 848 structures were added to the housing stock, or an average of 77 structures per year. (See Table IV-12.) Alameda's housing stock is relatively old but well maintained. However, almost all neighborhoods contain structures that show some degree of deterioration or disrepair.

The City's Planning and Building Department keeps track of local housing conditions by maintaining a database for recording code enforcement complaints and issues. From January 2001 through October 2008, the City recorded 3,908 cases. Reported conditions ranged from sewage seepage and no heat to collapsing chimneys and leaking roofs. While Planning and Building Department staff also acknowledge that the reported cases do not capture all the substandard housing conditions in the City, they estimate that less than one percent of Alameda's housing stock requires some form of rehabilitation to make it safe and sanitary (habitable), with a negligible amount needing major repairs to halt deterioration. No current data indicates housing units in Alameda deteriorated to the point that replacement is necessary.

Over the past 10 years the City of Alameda has implemented several programs to assist property owners in maintaining and improving their homes. These programs, which include the Substantial Rehabilitation Program, the Rehabilitation Program, and the Minor Home Repair Program (see Chapter II for more details on these programs), have contributed to the improvement of housing units since 1988.

e. Lead-Based Paint Hazards

Approximately 24,000 (76 percent) of Alameda's residential units were constructed prior to 1978, when the use of lead-based paint became illegal. Many residential structures and adjacent open space areas still contain lead-based paint, which can cause physical and developmental problems in children six years and younger.

Removing or controlling lead-based paint hazards can be costly, technically demanding and disruptive. There is a need for increased funding to help homeowners and rental property owners remove lead paint from residential units and other areas frequented by young children, such as garden and playground areas. There is a shortage of trained and certified contractors to perform the work in a safe and efficient manner. The extent of the work can also necessitate temporary relocation, adding to the cost and complexity of any lead-paint control project.

f. Housing Stock Composition

Alameda has a relatively large percentage of multi-family units. Slightly less than half of Alameda's housing stock, or 47 percent of all units, are in structures with 2 or more units (see Table IV-13.) A total of 15.7 percent are in structures with 2-4 and 30.5 percent are in structures with 5 or more units.

**Table IV-13
Number and Type of Housing Units, City of Alameda: 1980-2000**

	<i>Single family</i>	<i># of units in structures with 2-4 units</i>	<i># of units in structures with 5 or more units</i>	<i>Mobile homes</i>	<i>Total units</i>
1980	12,156	5,063	10,527	56	29,782
1990	14,960	5,429	10,102	29	30,520
2000	16,778	4,990	9,685	32	31,485

Sources: 1980, 1990, and 2000 U.S. Census

Single family units currently represent more than 52 percent of the total housing stock in Alameda, whereas in 1989 single family units accounted for 48 percent of all housing units. Another distinguishing characteristic of Alameda's housing stock is that the City has several marinas with liveaboard boats that are considered living units. Up to 10 percent of berths at commercial marinas are permitted to have liveaboards, pursuant to both Bay Conservation and Development Commission (BCDC) regulations and the City of Alameda Zoning Ordinance. Barnhill Marina harbors 41 houseboats, Grand Avenue Marina has 37 liveaboard permits, Fortman Basin Yacht Harbor (formerly Alameda Yacht Harbor) has 49 liveaboard permits, Mariner Square has two liveaboards, and Marina Village has 67.

Table IV-14 shows a comparison of the City of Alameda's housing stock in 2000 with other Alameda County cities. In 2000, only the Alameda County cities Berkeley (57.29 percent), Emeryville (78.36 percent) and Oakland (52.61 percent) have a higher percentage of multi-family units.

**Table IV-14
Number and Type of Housing Units, Cities in Alameda County: 2000**

	Total units	Single family		# units in structures with 2-4 units		# units in structures with 5 or more units	
		Number	Percent	Number	Percent	Number	Percent
Alameda	31,644	16,716	53%	4,984	16%	10,300	33%
Albany	7,248	3,958	55%	812	11%	2,731	38%
Berkeley	46,875	21,854	47%	9,298	20%	16,956	36%
Dublin	9,872	7,112	72%	412	4%	2,921	30%
Emeryville	4,274	542	13%	484	11%	2,951	69%
Fremont	69,452	48,703	70%	2,968	4%	18,240	26%
Hayward	45,922	26,174	57%	3,352	7%	14,281	31%
Livermore	26,610	21,454	81%	1,144	4%	4,017	15%
Newark	13,150	10,183	77%	762	6%	2,104	16%
Oakland	157,508	78,069	50%	28,972	18%	52,637	33%
Piedmont	3,859	3,782	98%	35	1%	44	1%
Pleasanton	23,968	18,347	77%	1,139	5%	3,970	17%
San Leandro	31,334	20,912	67%	2,244	7%	7,879	25%
Union City	18,877	14,312	76%	1,105	6%	2,753	15%

Source: Census 2000 (Summary File 3)

g. Housing Unit Size

Between 1980-1990 the average size of Alameda's housing units increased. In 1980, 32.2 percent of the housing stock consisted of units with three or more bedrooms. In 1990 that number had increased to almost 37 percent. In the meantime, the number of studio and one-bedroom units dropped from 30 percent of the housing stock to 26.4 percent of the stock. This indicates that in recent years developers have chosen to build larger units. Since studios and one-bedroom units are more common in rental housing, this information reveals that less rental housing is being built.

h. Vacancy Rate

The housing unit vacancy rate provides a useful indicator of the balance between housing supply and demand. As a rule of thumb, a 4.5 percent vacancy rate represents a healthy balance between supply and demand in a housing market. When there is a high vacancy rate, people searching for housing have more housing options and may be able to obtain lower rents. With a low vacancy rate, people selling or renting housing are able to raise prices and/or selectively choose their tenants. A low vacancy rate can lead to overcrowding and unsafe and unsanitary living conditions because lower income households have fewer options and are unable to find suitable and affordable living arrangements. Low income households, including people on a fixed income, large families with children, and households with special housing needs are most likely to be negatively impacted by low vacancy rates. In addition, when

there is high consumer demand for a limited housing supply, discrimination is more likely to occur.

Data shows that housing vacancy rates in Alameda increased in the 1990s as a result of the NAS and FISC closures. However, both anecdotal evidence and experience indicate that Alameda's vacancy rate in the late 1990s dropped dramatically as a result of the booming Bay Area economy and the higher demand for housing.

California Department of Finance figures indicate that in 1990, Alameda's vacancy rate was 4.7 percent. In 1996, the housing vacancy rate reached slightly more than 5 percent and by 2005 the City's vacancy rate was 4.24 percent. In 2008 the City's vacancy rate is 2.84 percent, illustrated in Table IV-15, which shows that almost all of the cities in Alameda County are experiencing very low vacancy rates.

CITY	Total Population in 2008	Percent Vacant
Alameda	75,823	2.84
Albany	16,877	3.28
Berkeley	106,697	4.21
Dublin	46,934	3.53
Emeryville	9,727	6.98
Fremont	213,512	1.75
Hayward	149,205	2.43
Livermore	83,604	1.83
Newark	43,872	1.20
Oakland	420,183	4.27
Piedmont	11,100	1.42
Pleasanton	69,388	2.71
San Leandro	81,851	2.21
Union City	73,402	1.25

Source: State of California, Department of Finance, E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2008, with 2000 Benchmark. Sacramento, CA, May 2008.

3. Housing Cost, Affordability and Overpayment

The City of Alameda is situated in the heart of the San Francisco Bay Area, a region well known for its very high cost housing market. Affordable housing is in short supply throughout Alameda County and the need for affordable housing is great. In the past three years this situation has been exacerbated by the healthy Bay Area economy. The need for affordable housing is especially acute among extremely low income renters.

a. Burden

In most housing markets lenders as well as the federal government traditionally have considered 30 percent of income spent on housing to be “affordable.” In the Bay Area’s inflated housing market, 35 percent of income spent on housing is the acceptable threshold for affordability. In 1990, 26 percent of the City’s households paid more than 35 percent of their income on housing. Almost one out of every three renter households paid more than 35 percent of their income on housing and one out of five owners paid more than 35 percent on housing. This also holds true in 2000, where close to 30 percent of renters paid more than 35 percent of their income on rent.

As revealed in Table IV-17, low and very low income households suffer from burden the most. In 1990, a total of 64 percent of households earning less than \$20,000 in 1989 paid more than 35 percent of their income on housing. This number is similar in 2000. However, there is a significant jump in households earning between \$21, 000 and \$49, 999 who spend more than 35 percent of their income on housing. Given that prices in the housing market have increased significantly in the past years, it is likely that the number of households paying more than 35 percent of their income for housing has also increased. When households must spend more than 35 percent of their income on housing, it often comes at the expense of other necessities.

Table IV-16
Overpayment for Housing, Households Paying More than 35% of Income:
City of Alameda, 1990 and 2000

Income	1990		2000		1990	
	Renters		Renters		Owners *	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
<\$10,000						
Total households	1,627		1,390		569	
Paying 35%+	1,123	69%	956	69%	285	50%
\$10,000-\$19,999						
Total households	2,697		1,822		818	
Paying 35%+	2,083	77%	1,469	81%	171	21%
\$20,000-\$34,999						
Total households	4,967		3,104		1,571	
Paying 35%+	1,322	27%	1,571	51%	412	26%
\$35,000-\$49,999						
Total households	3,500		2,694		1,777	
Paying 35%+	188	5%	374	14%	526	30%
\$50,000 or more						
Total households	2,835		6,725		6,237	
Paying 35%+	4	0%	157	2%	828	13%
TOTAL HOUSEHOLDS	15,626		15,735		10,972	
PAYING 35%+	4,720	30%	4,527	29%	2,222	20%

Source: 1990, 2000 Census (Summary File 3)

*Note: 2000 data not available for owner households.

b. HUD Income Limits

The U.S. Department of Housing and Urban Development (HUD) sets income limits for various size households to determine eligibility for the Section 8 Rental Assistance Program. Table IV-18 shows the income guidelines used by the Alameda Housing Authority to qualify households for the rent voucher program. To qualify for Section 8 rental assistance, households must be either very low income (50 percent of median income) or extremely low income (30 percent of median income). In 2000, there were 5,364 families on the waiting list for Housing Authority programs. In 2008, 200 households remained on the housing program waiting list, that was closed in 2008. 1,457 households received Section 8 vouchers in 2000, 1,675 households received vouchers in 2008. However, there are another 1,000 families remaining on the voucher waiting list.

The City of Alameda Housing Authority owns or manages 575 units of public housing for low income households, many of which are rented to households that receive Section 8 assistance. Approximately 9.8 percent of all households in Alameda received some form of public support for housing in 2008.

**Table IV-17
2008 Income Limits for Various Size Households, Oakland PMSA**

<i>Household Size</i>	<i>Poverty Level</i>	<i>Extremely Low 30% of median</i>	<i>Very-Low 50% of median</i>	<i>Low 80% of median</i>	<i>Median</i>	<i>Moderate 120% of median</i>
1	10400	\$18,100	\$30,150	\$46,350	\$58,100	\$69,720
2	14000	\$20,700	\$34,450	\$53,000	\$66,400	\$79,680
3	17600	\$23,250	\$38,750	\$59,600	\$74,700	\$89,640
4	21200	\$25,850	\$43,050	\$66,250	\$83,000	\$99,600
5	24800	\$27,900	\$46,500	\$71,550	\$89,600	\$107,520
6	28400	\$30,000	\$49,950	\$76,850	\$96,300	\$115,560
7	32000	\$32,050	\$53,400	\$82,150	\$102,900	\$123,480
8	35600	\$34,100	\$56,850	\$87,450	\$109,600	\$131,520

Sources: *Poverty levels from the Dept. of Health and Human Services, listed in the Federal Register, 1/23/2008*
Very Low and low levels provided by the U.S. Dept. of Housing and Urban Development, 2/13/2008

c. Home Prices and Rent

In 1989 the median home value in Alameda was \$269,300. In 1999 National Decision Systems estimated Alameda's median home value to be \$364,421. In 2008 the California Association of Realtors estimated that the average home value was \$570,000. This represents an increase of more than 25 percent each decade. The trend of rapidly increasing housing prices can be seen throughout Alameda County and the Bay Area. Table IV-19 lists median home values for various jurisdictions in the region during the third quarter of 1999/2000, and the first quarter of 2007/2008 all of which show large increases in values. However, it can be anticipated that the current economic downturn will reduce the average home price in the Bay Area for the next few years.

**Table IV-18
Median Home Prices for Selected Cities in
Alameda County: 1999/2000 and 2007/2008**

Jurisdiction	Median Home Price			
	<i>July-Sept. 1999</i>	<i>July-Sept. 2000</i>	<i>January 2007</i>	<i>January 2008</i>
Alameda	\$328,750	\$383,500	\$575,000	\$570,000
Dublin	\$295,500	\$351,250	\$620,000	\$597,500
Fremont	\$310,000	\$416,000	\$615,500	\$615,500
Hayward	\$220,000	\$270,000	\$566,500	\$566,500
Livermore	\$269,000	\$329,000	\$615,000	\$615,000
Oakland	\$200,000	\$241,000	\$495,000	\$495,000
Pleasanton	\$395,000	\$482,250	\$714,500	\$714,500
San Leandro	\$215,500	\$269,000	\$550,000	\$550,000
Union City	\$275,000	\$361,000	\$615,000	\$615,000

Source: California Association of Realtors

Rents also have risen over the past decade. Table IV-20 shows average rents for various size units based on the 1990 Census, and research from local newspaper rental listings in October 2008. For comparison, the table also shows “fair market rents” (FMRs) which are set by HUD to establish rental subsidy limits for Section 8 housing voucher recipients. (The FMRs are supposed to reflect rents for similar housing units in the uncontrolled rental market. Under the Section 8 program, Section 8 recipients may rent units that cost more than the FMR, but the subsidy will only cover up to the amount of the FMR.)

Table IV-19: Average Rent, City of Alameda: 1990 and 2008

<i>Unit Type</i>	<i>1989 Rents</i> (1990 US Census)	<i>2008 Rents</i> (newspaper survey)	<i>Fair Market Rents</i> (HUD)
Studio	\$530	\$800	\$866
One bedroom	\$590	\$1,079	\$1,046
Two bedroom	\$728	\$1,575	\$1,239
Three bedroom	\$839-\$967	\$2,079	\$1,680

Source: 1990 U.S. Census, Alameda Journal (Oct. 2008), HUD 2008

A comparison of rents between 1990 and 2008 shows a large increase in rents over a twenty year span. Rent increases are especially large for two or more bedroom units. Finally, it should be noted that the fair market rent for Section 8 recipients is much lower than the rent for recently vacated units. Many Section 8 voucher recipients have trouble finding adequate housing because market rents are much higher than the voucher subsidy.

Increasing rent burden is the most important issue for many households. In the past four years there also has been a significant increase in the number of rent review cases put before the City’s Rent Review Advisory Committee (RRAC). The RRAC is comprised of citizen members appointed by the City Council to mediate rent

disputes between tenants and landlords. In the early to mid-1990s, the RRAC saw very few cases regarding tenant/landlord rent disputes, due to the relatively stable and even depressed rental market. However, the number of cases began to increase, and by 1997 the RRAC's caseload had increased substantially. In 1998 the RRAC handled 25 cases (cases equal one building, not necessarily one unit), in 1999 it reviewed 26 cases, in 2000 it handled 46 cases, and in 2008 it handled 26 cases. While the cases themselves may not be representative of the entire rental market, because presumably they are the worst occurring in the area, the trend of annual increases in the number of cases requiring RRAC mediation points to a tightening of the rental market.

d. Home Ownership Affordability

As housing prices rise in the Bay Area, home ownership becomes more elusive for many households, even those earning above moderate incomes. Table IV-21 illustrates various scenarios to show how much a household could afford to pay for a home given certain income levels. A general rule of thumb is that a household can afford to buy a home valued at approximately three times its annual total household income. As noted earlier, a household that has to pay more than 35 percent of its income toward housing is considered "burdened" with excessive housing costs. Paying more than one-third of household income for housing usually means that a household is cutting back on other necessities such as health care or utilities. The calculations on Table IV-21 assume that the household can afford a 10 percent down payment.

Table IV-20
Ownership Affordability, Oakland PMSA: 2008

<i>Household</i>	<i>Income</i>	<i>Price @ 3 x Income</i>	<i>Down Payment</i>	<i>Mortgage</i>
Two People				
50% Median	\$34,450	\$103,350	\$10,335	\$93,015
80% Median	\$53,000	\$159,000	\$15,900	\$143,100
100% Median	\$66,400	\$199,200	\$19,920	\$179,280
120% Median	\$79,680	\$239,040	\$23,904	\$215,136
Four People				
50% Median	\$43,050	\$129,150	\$12,915	\$116,235
80% Median	\$66,250	\$198,750	\$19,875	\$178,875
100% Median	\$83,000	\$249,000	\$24,900	\$224,100
120% Median	\$99,600	\$298,800	\$29,880	\$268,920
Median price of a home in Alameda for the month of January 2008 was \$570,000.				
<i>Source: Derived from income limits set by HUD for Section 8 rental assistance program.</i>				

As shown in the Table IV-21, a 4-person household earning \$99,600 annually (120 percent of area median income) could afford to purchase a home valued at \$268,920. However, as noted above, the average house value in Alameda in 2008 was \$570,000. Homeownership is becoming increasingly difficult for all but the wealthiest of households.

e. Rental Affordability

With the recent increase in rents in the Bay Area, affordable housing has become much harder for lower and moderate income households to find. If 1990 rents are compared to rents of recently vacated units as advertised in the newspaper, rent for a studio has increased 33 percent, rent for a one-bedroom unit has increased 45 percent, rent for a two-bedroom unit has increased 53 percent, and rent for a three-bedroom unit has increased by at least 59 percent. A 4-person household must earn approximately \$70,000 annually to afford a recently vacated three-bedroom unit. (Calculation assumes a household should pay no more than 35 percent of total income for rent.)

**Table IV-21
Rental Affordability, Oakland PMSA: 2008**

<i>Household</i>	<i>Income</i>	<i>Monthly rent at 35% income</i>	<i>Unit type</i>
Two Persons			
50% Median	\$34,450	\$1,005	1-2BR
80% Median	\$53,000	\$1,546	1-2BR
100% Median	\$66,400	\$1,937	1-2BR
120% Median	\$79,680	\$2,324	1-2BR
Four Persons			
50% Median	\$46,500	\$1,356	2-3BR
80% Median	\$71,550	\$2,087	2-3BR
100% Median	\$89,600	\$2,613	2-3BR
120% Median	\$107,520	\$3,136	2-3BR

Source: Derived from income limits set by HUD for Section 8 rental assistance program.

Table IV-21 shows rental affordability. The table illustrates various scenarios to show how much a household could afford to pay for rent given certain income levels. Housing costs should not exceed 35 percent of total household income.

f. Condominium Conversions

Condominium conversions in Alameda peaked in 1979; and few structures have been converted into condominiums since 1983. The City's Condominium Conversion Ordinance sets a rental/ownership ratio which limits conversions if the percentage of rental units drops below 40 percent of the total available housing stock. Developers have shied away from condominium conversions in recent years due to liability

issues, difficulty in finding comparable accommodations for displaced tenants, and anticipated difficulty in navigating the City's condominium conversion process.

g. Fair Housing and Fair Lending Practices

The City is committed to affirmatively furthering fair housing, and has a long-standing policy against harassment and discrimination on the basis of race, religious creed, color, national origin, ancestry, handicap, disability, marital status, pregnancy, sex, age, or sexual orientation. To this end, the City, including the Community Improvement Commission, Alameda Reuse and Redevelopment Authority and Alameda Housing Authority, has employed affirmative fair housing and anti-discrimination strategies throughout the years in support of its commitment to fair housing.

The City last completed its Analysis of Fair Housing Impediments (Analysis) in 2002, under the leadership of the Alameda County HOME Consortium in partnership with the other HOME Consortium members, and is scheduled to complete a new Analysis in 2009. The Analysis is produced at the Consortium level because constraints to fair housing choice occur at both the local and regional level, by both private and public sector policies and actions.

The City believes that addressing fair housing takes a collaborative process, and therefore maintains partnerships with many organizations and groups in its efforts to affirm fair housing. In addition to its participation in the Alameda County HOME Consortium, the City partners with local housing service providers, and solicits citizen input through local policy boards and commissions, such as the Social Services Human Relations Board, Housing Commission, and Rent Review Advisory Committee.

Approximately 10% of households in Alameda receive some form of housing assistance. The City employs Affirmative Fair Marketing strategies for assisted units so that eligible families of similar income levels will have a like range of housing opportunities. These marketing efforts are intended to attract a broad cross section of the eligible population without regard to race, color, religion, sex, national origin, disability or familial status. The City works with the Housing Authority and other entities to provide fair housing information to local landlords and tenants, and promotes fair housing practices through high visibility placement of the fair housing logo on the City's housing website and numerous program documents.

In addition to the City's Affirmative Marketing efforts, the City is committed to increasing housing choice for all Alamedans and works to decrease minority concentration patterns within the City. Programs that increase housing choice throughout Alameda include:

Downpayment Assistance: The City provides downpayment assistance loans to first-time homebuyers for the purchase of a single-family residence anywhere in Alameda. The City also sponsors free first-time homebuyer workshops to help low- and moderate-income households navigate the homebuyer process.

Inclusionary Housing: The City increased inclusionary requirements from 15% to 25% in all redevelopment areas and established an inclusionary requirement of 15% outside the redevelopment areas.

Section 8 Housing Choice Vouchers: The Housing Authority administers 1,675 vouchers, providing rental assistance to very-low and low-income households and are dispersed throughout the City.

Substantial Rehabilitation: CDBG funds help finance private development of new units in existing vacant or underutilized residential properties throughout the City. Units are rented for at least 15 years to Section 8 Voucher holders earning 50% of less of median income.

h. Tenant Displacement Assistance:

In July 2004, the Fifteen Group, owners of Harbor Isle Apartments (HIA), now called Summer House Apartments, issued termination notices to all tenants for the purpose of property renovations. In response to the Fifteen Group's action, the City filed a request for injunctive relief in federal court to forestall the precipitous vacancy of the property and to encourage a phased renovation of the project. The federal court rejected the City's complaint, with the result that approximately 370 families were forced to find housing outside of HIA.

The effect upon the community following the HIA evictions was great. The City, Housing Authority and local service organizations, including the local chapter of the Red Cross and Sentinel Fair Housing, assisted the HIA families with their transition. The Housing Authority assisted all Section 8 Voucher recipients to find new housing. Many were able to continue residing in Alameda, but many others ported their Vouchers to outside the area. The Red Cross provided case management services and rental assistance funding.

As a part of its standard contract with the City to provide fair housing services, Sentinel Fair Housing responded to the crisis, and counseled individual clients regarding fair housing rights and responsibilities disseminated education and information materials, including translation of outreach material into five languages. Sentinel also provided interpretation sessions for households speaking Spanish, Cambodian, Mandarin, Vietnamese, and Farsi. Households received intensive counseling and legal and/or agency referral for cases involving discrimination against families, racial minorities, and individuals with disabilities.

As demonstrated by table below, in FY 2004, Sentinel saw a significant increase in complaints, largely attributed to the problems occurring at HIA. As a result of multiple complaints received from African American tenants from HIA, Sentinel staff performed an audit of race discrimination in the City. The results of the audit identified patterns of differential treatment in the Alameda rental housing market. In response to the audit, the City Council in collaboration with Sentinel Fair Housing, implemented a series of recommendations to increase fair housing education and training. Sentinel was able to report in subsequent FY reports that the increased outreach and education was having a positive effect as the number of fair housing-related complaints have decreased.

Table IV-22: Harbor Island Apartments Complaints

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
Number of Fair Housing Complaints	26	30	27	74	44	33

Sentinel Fair Housing, the City’s long-standing fair housing provider, ceased operation in FY 2007. The City currently contracts Eden Council for Hope and Opportunity (ECHO Housing) to provide fair housing services, and will continue to implement its fair housing policies with the new provider.

E. Special Housing Needs

1. Elderly Housing

In 2000, approximately 22 percent (15,975) of Alameda’s population was over 55 years of age, approximately 13.3 percent (9,605) was over 65 years of age, and 5 percent (4,893) was over 75 years of age. More detailed data available from the 2000 Census shows that 5,878 households (or 19.4 percent of all Alameda households) were headed by a person 65 years of age or older. Of these households, 1,868 (32 percent) were renter households and 4,010 (68 percent) were homeowner households.



Housing costs since 1990, particularly since 1998, have escalated rapidly. High housing costs, particularly rents, take a high proportion of elderly household income. Senior

citizens who are long-term residents of rental units often experience substantial rent increases when their building is sold. Elderly residents in these circumstances sometimes find themselves unable to locate comparable accommodations at an affordable price in the City and may be forced to relocate to a new, unfamiliar community, which frequently can be traumatic. There are instances where rent increases have exceeded Social Security Insurance payments and forced renters to move. Tenants who feel that their rent increases are unfair may use the Rent Review Advisory Committee to encourage property owners to voluntarily reduce increases in rent.

For those retired and on fixed incomes, the costs of homeownership, particularly maintenance, generally constitute a much larger portion of monthly income than that of employed homeowners. Consequently, needed maintenance is often deferred, resulting in unpleasant or unsafe living conditions. In some instances, home maintenance costs can be overwhelming, necessitating sale and relocation after many years of attachment to friends and neighbors in the area. There is a need not only to preserve for future generations the housing stock currently occupied by senior citizens, but also to ensure that elderly residents are able to remain in safe and comfortable surroundings.

The increasing longevity of elderly people and the increasing number of elderly persons in the population will create a growing need for affordable housing and specialized housing for older residents. Specialized housing, especially for low and moderate income elderly persons such as assisted living facilities, congregate housing, life care services and group care facilities will be needed.

In addition to supporting privately funded group and health care facilities for the elderly, the City can assist this special needs group through currently operating programs such as the Section 8 Housing Choice Program, the Minor Home Repair Program, and the Accessibility Modification Program. The Minor Home Repair Program provides financial and technical assistance to low- and moderate-income homeowners to provide emergency repairs, geared to correct immediate threats to the health and safety of the client, in order to stabilize the condition of the property and reduce the need for more substantial rehabilitation. Assistance may be provided to correct substandard and/or health and safety conditions, security items, accessibility modifications, carpentry, plumbing, heating, and electrical repairs. The Minor Home Repair Program assists eligible persons with disabilities in making modifications to their residence, allowing the individual to attain greater mobility and remain safely in their home. Alameda Accessibility Modification Program focuses on the person's most immediate needs as they relate to improving safety and accessibility.

Construction of small infill units may be a viable method of providing over-extended elderly homeowners an opportunity to “trade-down” within the City to newer, less maintenance-intensive housing located close to existing commercial services. Also, the pending ordinance for Secondary Housing Units, could have a significant impact on the housing needs of displaced elderly renters. Residential care and community care facilities are permitted in all residential zoning districts in Alameda, subject to certain limitations. The City has entitled 155 assisted living units since 2000, in response to

elderly housing needs. Finally, reverse mortgage programs can assist older persons who wish to use the equity of their homes.

2. Households Headed by Single Women

Since 1970, the number of households headed by single women has increased substantially. In the 2000 Census, the number of households classified as “Female Householder, No Husband Present” was 3,454, or 11.4 percent of all the city’s households. Significantly, single mothers headed 22 percent of all households with children. Women in the housing market, especially the elderly, low and moderate income, and single parents, face significant difficulties finding and maintaining housing.

Housing affordability is a primary issue because frequently only one income is available to support the needs of the household – and only a limited amount of funds can be allocated to housing. While some of these households may find housing assistance through the Section 8 Housing Choice Program, many others are victims of high rents or overcrowded conditions. Although there is a continuing need for affordable rental housing for small families, there is also a need for shared housing and group living alternatives where single-parent families can share not only space but childcare and other resources as well. Sentinel Fair Housing, the City’s housing counseling agency, emergency shelter providers, and the Alameda Red Cross all report large numbers of single-parent households seeking replacement housing or emergency shelter.

3. Persons with Disabilities

According to the 2000 Census, a total of 7,936 persons, or an estimated 16 percent of the working age population (16-65 years) had some form of disability. Results of the 2000 Housing Survey performed by the City of Alameda show that 6 percent of households responding had a member or members with some form of disability requiring special housing accommodations. Based on the 2000 Census figure of 30,226 households, this would equate to roughly 1,813 such households in 2000.

Special needs of individuals with disabilities vary depending upon the particular disability. For example, the needs of a blind person differ greatly from those of a person confined to a wheelchair. Special facilities such as ramps, elevators or specially designed restrooms necessary for wheelchair access are architectural features needed to make dwellings suitable for persons confined to wheelchairs. Special features needed by ambulatory persons constrained by other disabilities may not be architectural; rather, these might be simple alternatives to conventional dwelling units or furnishing and appliances which make ordinary tasks of housekeeping and home life less trying and more enjoyable. In families the needs of persons with disabilities, in terms of special features, are fewer than those of a single person. Nevertheless, a person with a disability in a family would still have special needs. Special architectural features or contrivances could be valuable in giving this person greater independence, dignity, and quality of living.

The City of Alameda Development Services Department has implemented a program which assists eligible persons with disabilities in making modifications to their residence, allowing the individual to attain greater mobility and remain safely in their home. Accessibility Modification Program focuses on the person's most immediate needs as they relate to improving safety and accessibility. This program assists in the installation of bathroom grab-bars, roll-in showers or raised toilet fixtures, wheelchair ramps, walkway construction and the widening of doorways, as well as hearing assistance devices for doorbells, telephone ringers, or smoke detectors (strobe indicators).

Housing opportunities for people with disabilities can be maximized by removal of barriers in existing housing, and by the construction of new, barrier-free housing units. The City's current Substantial Rehabilitation and Rental Rehabilitation Programs provide opportunities for assistance in the removal of barriers in existing dwelling units.

In addition to the removal of architectural barriers and provision of special accessibility features, persons with physical and developmental disabilities may also need supportive services to help them maintain an independent lifestyle. Individuals with moderate to severe physical or developmental disabilities may need access to assisted living facilities.

The California Building Code requires that publicly-funded housing meet certain accessibility standards. There are a number of variables involved in determining the number of units that must be accessible or adaptable. Generally all public common areas, path of travel to the buildings and 1 in 25 units must be accessible. There are no requirements for privately funded housing.

4. Family Housing

Family housing encompasses a wide range of housing needs. These include female-headed households, married couples, and large families (with five or more persons). Family housing, especially for low and moderate income families, is an especially critical need in Alameda.

In the 2000 Census there were 17,858 family households, or 59 percent of the total 30,226 households in the City. Of these, 8,378 had children under age 18 in the household. While the average size of all households was 2.35 persons, the average size of family households was 3.04 persons. Since families with children, for the most part, require two to four-bedroom units, this has implications for the mix of housing types needed in Alameda.

In particular, large families (with five or more persons) have special housing needs. In 2000 the number of households with more than five persons was 2,430. Large families of low to moderate income can have difficulty finding appropriate housing, as units with three or more bedrooms are often single-family homes with rents exceeding Section 8 rental assistance limits. As a result, these families are often forced to rent smaller dwelling units than they need, leading to overcrowded conditions and accelerated

building deterioration. The 1980, 1990, and 2000 Census show that Alameda's stock of larger family units (three or more rooms) has increased over time. The units with three or more rooms increased from 32.2 percent in 1980, to 37 percent in 1990, to pursuant to Census 2000 data 85% of all units have three ore more rooms in 2000.

Virtually all new assisted housing in the last five years in Alameda has been housing for families with four or more persons in the household. In the next five years, planned development in Alameda, especially the City's aggressive approach to development of affordable units in redevelopment areas, should increase opportunities for family housing of all sizes and income levels.

5. Families and Persons in Need of Emergency Shelter or Transitional Housing

The Alameda Countywide Homeless Continuum of Care Plan (2005) indicates there are over 6,000 people homeless within Alameda County in any given week. Almost two-thirds (62%) of this population identifies Berkeley or Oakland as their place of residence, while the rest consider other jurisdictions within Alameda County as their primary place of residence. Less than 6% of those surveyed identified Alameda as their residence location. A Needs Assessment survey, conducted in 2007 by the City, identified that between 677 and 978 people are homeless in Alameda each year and that approximately 2,633 low-income renters are at risk for homelessness.

The survey shows that there is unmet need for both individuals and families in emergency housing, transitional shelter and permanent supportive housing. In addition to a need for all types of shelters, there is also unmet need for services for the homeless. The Alameda Countywide Homeless Continuum of Care Plan indicates an extremely high prevalence of hunger for both housed and homeless service users. It also shows high incidence of alcohol or other drug problems – 43% of the Community Homeless and 64% of chronically homeless (using HUD definition) abused alcohol or other drugs. Medical and mental health service needs are also unmet in the County.

The City participates in a comprehensive planning and coordination of services initiative for the homeless through the 45-member Alameda County-wide Homeless Continuum of Care Council, formed in 1997. Established to coordinate local efforts to address homelessness, the Continuum of Care has been integral in the development of EveryOne, The Alameda Countywide Homeless and Special Needs Housing Plan (EveryOne Home). Driven by federal requirements to develop a long-range plan to end homelessness, EveryOne Home includes a 10-year service-based plan, with a broader 15-year housing-based plan to end chronic homelessness.

The City of Alameda utilized CDBG resources to fund several programs designed to provide services for those who are currently homeless or at risk for becoming homeless. Building Futures with Women and Children (BFWC) received funding to operate the Midway Shelter, which serves homeless women and children. The Alameda Food Bank and Alameda Red Cross provided no cost food and eviction prevention services for low-income families who otherwise would be forced to make difficult choices between food

and rent, and the Family Violence Law Center supported victims of domestic violence who face complex housing security issues.

BFWC houses and feeds over 200 homeless women and children each year and provides myriad support services designed to help clients move towards stability and self-sufficiency. During the past year, 55% of the clients sheltered for 30 or more days and increased their self-sufficiency by moving on to safe housing and/or by gaining employment. 91% reduced their level of crisis in at least one of the following areas: income, housing, employment, mental health, physical health and/or substance abuse recovery. During FY 2007, the City also provided \$75,000 of funding to repair extensive dry rot damage at the Midway Shelter to ensure a habitable environment for women and children. The shelter provides residents with three meals each day, clothing, laundry facilities and personal supplies. Residents receive counseling and assistance in procuring the resources that they need in order to obtain housing and a source of income. Case Managers also assist residents with substance abuse problems, mental and/or physical health problems and domestic violence. Midway receives slightly over \$40,000 a year from the City of Alameda to support the daily operations of the facility. In addition, an all-volunteer, non-profit organization, the Alameda Homeless Network, takes responsibility for maintaining the facility, preparing food and for hosting multiple fundraising events to support Midway's operations.

Emergency shelters are considered to be community care facilities in the City's Zoning Ordinance. Community care facilities are permitted in the residential and commercial zoning districts with a use permit. Since the City through its Needs Assessment has determined that additional beds are needed, a policy and program have been created to accommodate additional shelter needs. The City is also supports the establishment of 90-units of permanent service-enriched housing for formerly homeless individuals at North Housing. These two programs will enrich the City's delivery of supportive housing.

The Alameda branch of the Red Cross operates the Alameda Continuum of Community, Emergency, and Social Services (ACCESS). The ACCESS program is designed specifically to prevent people in crisis from becoming homeless. The program serves over 1,000 Alameda residents each year. Clients receive crisis food, utility and rental assistance, assistance with transportation to access jobs and other services, funds for prescriptions and medical appointments, and referrals to childcare and employment. The program addresses the immediate needs of its clients while providing case management and counseling services to help those clients develop a long-term strategy for stabilizing their lives.

As of 2009, the Red Cross ceased program responsibility. ECHO and the Alameda Food Bank will take over these services. The Alameda Point Collaborative, Inc. has completed 200 units of transitional and permanent housing, a community center and a childcare facility at Alameda Point Headstart. Operation Dignity has also reached agreement with the City of Alameda to create 39 new units of permanent housing for families, to be developed with the City of Alameda Housing Authority, at a portion of the former Alameda Fleet Industrial Supply Center.

6. Small Families and Individuals

The designation of “small families” is not a typical category for special needs. However, in all the citizen participation hearings, including the Ad Hoc Homeownership Committee, the Housing Forum, and the Housing Element public workshops, this issue has been identified repeatedly. Long-term renters who have raised families in Alameda are looking for and need small affordable units. They face not only high housing costs but also a particular gap in the available affordable housing stock. Few, if any publicly assisted studios or one-bedroom units have been developed.

On the other end of the age spectrum, small, young adult households face a similar situation. Alameda is a desirable, close knit community whose residents have strong ties to the community. Contrary to the generally transient California experience, Alameda boasts families who have multi-generational roots. Increasingly, however, young persons wishing to remain in Alameda cannot find a place to stay outside their parents’ home because of the cost of housing. Hence, they must leave the City until their incomes grow to a point where they can afford to live in Alameda.

Also in this group are lower income, entry-level employees for new and existing businesses. In the “high tech” area, there is an emerging lifestyle in which the separation between work and home is increasingly less defined. This often is expressed in flexible work hours, “telecommuting,” and social activities integrated in the work environment. In both cases there is a need for not only small units but housing in close proximity or actually incorporated into the work place.

7. Assisted Housing at Risk of Conversion

Alameda is fortunate in that of its almost 3,000 publicly-assisted units, only two projects were at risk of conversion. The Filipino American Community Services Agency (FACSA) recently liquidated two multi-family projects to the City of Alameda Housing Authority. Six units will be preserved and remain affordable for very low (50 and 60% below median income) income families. To the City’s knowledge, there are no other known assisted housing developments that may convert to market-rate status over the next 10 years.

F. Neighborhood Descriptions

Alameda is a diverse and vibrant city. The neighborhoods throughout the City reflect both the history and the character of the island community. Alameda is made up of 11 neighborhoods, all of which have their own distinct character. The following neighborhood profiles provide a description of the various neighborhoods, with specific information provided about the housing stock, affordable housing developments and other distinguishing characteristics.

1. Northside (Census tract 4272)

The Northside is one of the oldest residential areas in the City. A great deal of the housing stock, consisting primarily of cottages and bungalows, was built before the 1940's and more than 90 percent of the stock was built before 1970. Traffic from industrial uses impacts the residential neighborhoods tremendously. Although Constitution Way was constructed in recent years to minimize the impact of large trucks on residential streets, Buena Vista Avenue and Lincoln Avenue still experience heavy traffic, which also affects the side streets. Midway Shelter is located in the Northside neighborhood. This area is fully built out, however, redevelopment opportunities exist along the waterfront if industrial uses transition to residential.

2. Northern Waterfront/Marina Village (Census tract 4273)

The Northern Waterfront is an area in transition. Sections of the neighborhood feature new housing and modern office and retail complexes. In other areas, heavy industrial uses are slowly transitioning to lighter industrial, office, work/live and new housing. Slightly more than half the housing units in the area were built before 1940. To guide future redevelopment in the area, the City has adopted a Northern Waterfront General Plan Amendment that allows this area to transition to mixed use, including residential development.

The neighborhood has experienced significant changes over the past decade. In 1999, Kaufman and Broad built California Heritage Bay on a former drive-in movie theater site. The project features 106 single-family homes. The same developer built the first phase of Marina Cove with homeownership units, of which 12 were affordable units. Additional development is expected with the redevelopment of the Del Monte building and Encinal Terminals.

3. Bayport/Coast Guard Housing (Census tract 4274)

This neighborhood contains former Navy housing and facilities. The area comprises the former Fleet Industrial Supply Center (FISC) and East Housing, and 582 units of housing that were part of Alameda Point. Now called Bayport, the property was redeveloped and integrated into the fabric of the City. Bayport includes 586 housing units homes, including 149 designated affordable units, a 5-acre neighborhood park, and a school. The subdivision includes moderate duplexes, while the other affordable units are multi-family. These are 'Shinsei Garden' with 39 units (under construction) and 'The Breakers' at Bayport, a 62-unit project. The Breakers project has ten townhomes for moderate income and 34 rental units for low income families and 18 rental units for very low income families.

The 582 units of housing formerly used by the Navy have been occupied by Coast Guard personnel. This housing consists of 282 units of the Navy's "North Housing" and 300 units of the Navy's "Marina Village Housing." North Housing units are multi-family

units while the Marina Village units are duplexes. The North Housing units have been surplused by the Navy and are undergoing screening for disposal while the Marina Village units are still occupied by the US Coast Guard.

4. Alameda Point (Census tract 4275)

The former Naval Air Station, Alameda (Alameda Point) consists of 1,500 acres of a decommissioned Navy base. Approximately 550 acres may be set aside as a wildlife refuge to protect threatened bird species. The federal government still owns the former base and will transfer ownership to the City as environmental cleanup efforts are completed.

The City plans to redevelop the former base and has created a new redevelopment area to help accomplish this task. Citizens participated in a two-year community planning process to develop a vision for Alameda Point. The Community Reuse Plan was adopted by the Alameda Reuse and Redevelopment Authority in 1996. The General Plan was amended in 2003 to include the community's vision for the redevelopment of Alameda Point. A new Master Developer was selected in 2007 and is currently creating a new plan for redevelopment. The plan calls for market rate and affordable housing, civic and institutional uses, commercial uses, an R&D/business park, water-oriented uses and activities, and recreational facilities.

The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 required the City to reasonably accommodate the needs of the homeless at Alameda Point. As a result, 200 units of permanent and transitional housing was provided to the Alameda Point Collaborative, a consortium of homeless service providers. 200 of these units have been occupied since 2001 and 39 are under construction.

5. Upper West End (Census tract 4276)

The Upper West End, located adjacent to Alameda Point, has the largest number of assisted housing units in the City and the largest concentration of minority and low and moderate income households. This concentration is partially the result of past federal housing policies that placed assisted housing projects in close proximity to each other. When those public housing projects were removed, the large swathes of land provided opportunities for other large housing developments that catered to shipyard workers and the Navy. In 1990, over 90 percent of the housing consisted of multi-family structures, although there are pockets of single-family units. Located within this densely populated neighborhood are 120 units of public housing at Esperanza; a 615-unit complex called Summerhouse, which was originally 100% subsidized, but is now market-rate; and approximately 200 units of former military housing converted to cooperatively-owned homes, known as the Woodstock cooperative.

The Gardens subdivision contains 83 single family homes, of which 8 were sold to moderate income home owners under an affordable housing program. The Gardens, which was completed in 2000, utilized the last large tract of developable land available in this neighborhood. The Elders Inn, an assisted living development, also was completed in 2000. Located on Webster Street, this project provides housing for 52 senior citizens and others in need of special care. In addition, in 2008 the Alameda Development Corporation purchased a lot and Habitat for Humanity built an eight unit affordable homeownership project at 626 Buena Vista.

The Webster Street commercial corridor serves the Upper West End neighborhood. This commercial district, which was heavily oriented toward the Navy, is in transition. There are some opportunities for mixed-use development and redevelopment along the corridor. The College of Alameda is located adjacent to this neighborhood.

6. Lower West End (Census tract 4277)

Between 1970 and 1980 the Lower West End experienced a large increase in population due to the development of Ballena Bay. Ballena Bay is a water-oriented development containing attached single-family townhomes as well as apartments. The older portions of this neighborhood are a mix of bungalows, some multi-family units and very small cottages that originally were built as summer cottages when this area hosted a waterfront amusement park in the early 20th century. The area includes an island that extends out into the San Francisco Bay. The non-residential portion of the island, created from filled tidelands, is owned by the City and leased to the developer of Ballena Bay. The lessee of the Marina at Ballena Bay is interested in pursuing residential development where originally a hotel was planned. Due to soil constraints, BCDC requirements and other factors, approximately 60 units could be developed on the 16-acre site. The development would require a Tidelands Trust Exchange, a General Amendment and a rezoning.

7. West Central (Census tract 4278)

The West Central area features very large late 19th and early 20th century homes in a variety of housing styles. Lots are large and housing prices in the area are high. In the West Central neighborhood over 60 percent of the houses were built prior to 1940 and 90 percent of the stock was developed before 1970. Almost 58 percent of the housing stock consists of two or more units. Many homes were built along Alameda's original waterfront before the fill and development of the Southshore neighborhood occurred in the 1950's. There are no opportunities for new housing development in this neighborhood.

8. East Central (Census tracts 4279, 4280 & 4284)

The East Central neighborhood consists of census tracts 4279, 4280 and 4284. These older, established neighborhoods are very dense. Approximately three-quarters of the housing units are multi-family structures. Many older single-family structures were converted to multi-family housing in the 1940's as part of the World War II war effort to

house patriotic employees working on the base. And in the 1950's and 1960's many Victorians were torn down to make room for large multi-family apartment buildings. In census tract 4279 over 65 percent of the housing was built before 1940, and much of the housing throughout the area was built before 1970. Many of the residents in the neighborhood are renters, and there is a large concentration of elderly citizens living in census tract 4284. In addition, there are several pockets where low and moderate income households make up approximately 50 percent of all households. This area of the City is completely built-out.

9. East End (Census tracts 4271, 4281 & 4282)

The East End predominately consists of detached, single-family homes, although there is a mixture of unit types. The area is home to Fernside, one of the first planned developments in the west, which was built between the late 1920's to early 1940's. The large Mediterranean style units stand out from the rest of the housing stock in the area, which is made up of smaller bungalows and cottages, with a few Victorian houses as well. There is a fairly large percentage of elderly households in the neighborhood. There has been very little construction in this area since 1970 and the neighborhood is basically built out. According to the 2000 Census, Census Tract 4271 has the second highest median income.

10. South Shore (Census tracts 4285 & 4286)

The South Shore neighborhood contains two census tracts that have somewhat different characters. The eastern section of the neighborhood (census tract 4285) was largely built up between 1950-1970 while the western section (census tract 4286) experienced a lot of housing growth in the 1970s. In general the neighborhood has a very suburban character that sharply contrasts with adjacent neighborhoods north of the lagoon. Throughout the South Shore neighborhood there are abrupt changes in density due to the mix of single-family districts and multi-family apartment and condominium areas. Condominiums and apartments line the 1.5-mile waterfront. The neighborhood also is home to Robert W. Crown Memorial State Beach, which is part of the regional park system and draws thousands of beach-goers year round. Alameda Towne Centre, a regional shopping center, features numerous large retailers.

11. Bay Farm Island (Census tract 4283.1 and 4283.2)

This approximately 1,700-acre area is separated from the main island of Alameda by the San Leandro Channel and is actually a peninsula. The Oakland International Airport, which shares the peninsula, is located to the south-east and generates a large amount of air traffic noise over this section of the City. Bay Farm Island includes the Chuck Corica Golf Complex. Bay Farm Island also is home to Shoreline Park, a shopping center and a large business park.

Since 1970 there has been quite a bit of housing development on Bay Farm Island. The western part, called Harbor Bay, was mostly built in the 1970's and 1980's. Since 1990

numerous subdivisions have been completed, including Crowne Pointe, The Headlands, Freeport and Cantamar. These subdivisions consist of single-family detached units, duplexes and townhouses. There are no affordable housing units in Harbor Bay. The eastern portion of the island, called Bay Farm, is the older section of the island. The housing stock is characterized by single-family 1950's ranch-style homes. There are some opportunities for small lot construction within this area. In 2000, Bay Farm Island, Census Tract 4283.1 had the highest median income of any neighborhood in Alameda, while Census Tract 4283.2 had the third highest median income of Alameda neighborhoods. It also had the second highest percentage of children and the second lowest percentage of senior citizen residents.

CHAPTER V HOUSING RESOURCES AND OPPORTUNITIES

A. Introduction

Alameda is a relatively mature city compared to other cities on the West Coast. In the 1990 Housing Element, Alameda was considered almost completely “built-out.” At that time there were a few large, vacant sites available for new residential development on Bay Farm Island (see Chapter IV for Neighborhood Descriptions), which have now been developed. The City had few other vacant sites for residential development and no ability to expand its supply of land through annexation or bay filling. The 1990 Housing Element strategy relied on construction of additional units on already-developed residential parcels.



Since 1990, residential opportunities in Alameda have increased with the departure of industries from the Northern Waterfront and the departure of the US Navy from western Alameda. The City is redeveloping three major areas that will include additional housing: Alameda Point (formerly Naval Air Station Alameda), North Housing (the former Coast Guard Facility), and the Northern Waterfront. Much of the new housing to be built in Alameda over the 2007-2014 planning period is being developed in these three areas.

B. Land Inventory

The following table, maps and descriptions summarize the City’s inventory of land designated (or to be designated) for housing over the planning period. Some of the projects described in the inventory have been constructed as of the date of publication because they fall within the current HCD planning period for housing production (January 1, 2007 to June 30, 2014.)

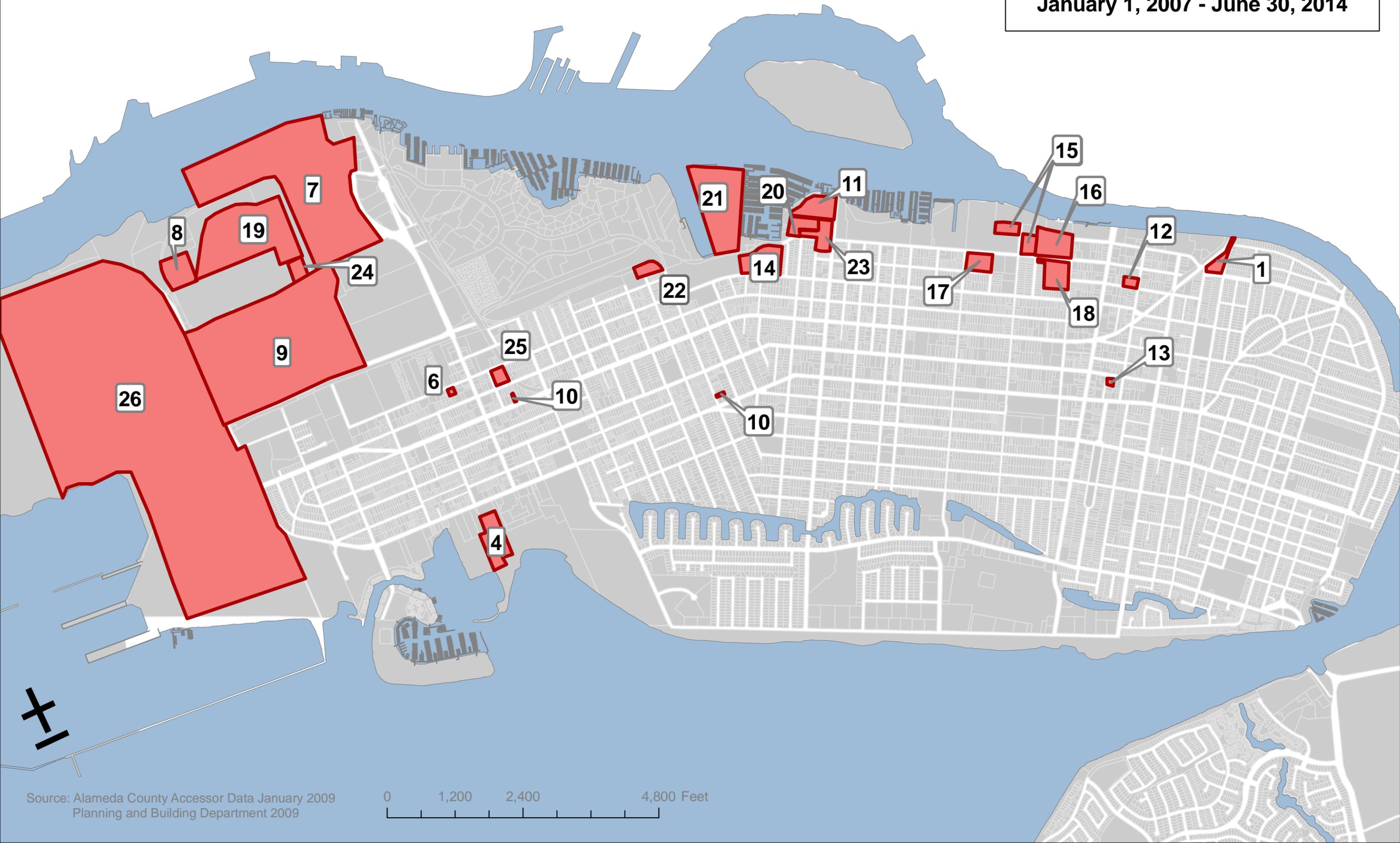
Table V-1 describes the sites suitable for housing, including General Plan designation, zoning, unit yield and status. Figure V-A illustrates the general location of parcels suitable for residential development over the planning period. The number of units that can be accommodated on each site is generally consistent with approved development plans for the site.

In the case of sites that do not have City development plans, an average of 15 units per acre is assumed, unless otherwise noted. The 15 units per acre represents the mid-point of density allowed by the Medium Density Residential General Plan designation and is consistent with recent development projects approved in the City. The assumed site capacities do not represent a maximum allowable density.

The Land Inventory Table demonstrates that 3,768 dwelling units are proposed over the 2007 - 2014 planning period. During the last Housing Element planning period, 42 percent of the units created were affordable. Assuming that Alameda will be at least as successful in creating affordable housing as in the last period, the Land Inventory demonstrates that Alameda has sufficient land to meet the Regional Housing Needs. Using the same percentage of affordable units created in the last planning period, 42 percent, for the next planning period approximately 1,557 units will be affordable.

Figure V-A: Land Availability and Supply

City of Alameda - Housing Element
January 1, 2007 - June 30, 2014



Source: Alameda County Assessor Data January 2009
Planning and Building Department 2009



Table V-1: Land Availability Table

1/1/2007 - 6/30/2014

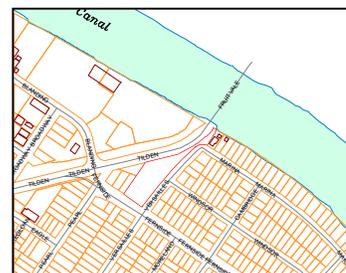
Site	Location	General Plan Designation ¹	Zoning ¹	Acres	Total Units	Information and Current Status
1	2001 Versailles	MDR	R-2 PD	1	15	Approved Planned Development
2	Amnesty Units	n / a	n / a	n / a	70	Citywide / approximately 10 units per year
3	CDBG Sub. Rehab.	n / a	n / a	n / a	14	Citywide / approximately 2 units per year
4	Federal Land on McKay	Fed	AP G	7	105	Based upon 15 dwelling units/acre
5	Infill Housing	n / a	n / a	n / a	70	Citywide / Approximately 10 units per year
6	626 Buena Vista	MDR	R - 4 - PD	n/a	8	Habitat for Humanity/Planned Development / Under construction (permit issued 4/07) /8 units
7	Alameda Landing	MU	MX	25	300	Master Plan Amendment approved in 2007
8	1 Singleton Avenue	MDR	M-2 PD	4.79	72	Rezoning initiated (Assumes 15 dwelling units/acre)
9	Bayport (Completion)	MDR	MX	70	62	Buildout during 2007-2014 planning period.
10	FASCA Units - 745 Lincoln Avenue and 1416 Sherman Street	MDR	R-5 and R-4	n/a	13	Housing Authority assumption of 2 affordable housing projects.
11	Grand Marina	MU	M-X	3.5	40	GPA / Rezoning approved January 2007. Sitework started in 2008.
12	2437 Eagle Ave	MDR	M-1	0.9	16	AUSD project to create affordable housing for teachers
13	2428 Central Ave	CC	CC	n/a	62	Conversion of existing hotel to affordable housing by Alameda Housing Authority
14	1551 Buena Vista Ave	MDR	R-4 PD	7.14	107	Privately owned
15	2201 Clement Ave and 2189 Walnut St	MU-5	M-2	5.07	76	Privately owned
16	2229, 2235, and 2241 Clement Ave	MU-5	R-2 PD	4.8	72	Privately owned; Application for 242 units on file.
17	2100 Clement Ave and 1924 Willow St	MU-5	M-1	2.78	41	Privately owned
18	1835 and 1849 Oak St	MU-5	M-2	5.42	81	Privately owned
19	North Housing	MDR	R-4	13.15	435	Allocation determined by Reuse Plan
20	1590 Alaska Packer Place and 1616 Fortmann Ave	MU	M-2	2.18	30	City owned
21	1523 Entrance Rd and 1527 Buena Vista Ave	MU	M-2	24	165	Privately owned
22	1913 Bay St	MU	M-1 PD	1.9	29	Privately owned
23	2015 and 2025 Grand St	MU	M-2	4.14	48	Privately owned
24	401 Willie Stargell Ave	MU-6	MX	2.51	39	Under construction in 2009.
25	730 Buena Vista Ave	MDR	R-5	1.57	23	Rezoned in 2003, Assumes 15 dwelling units/acre
26	Alameda Point	MU	M-2 G	n/a	1,800	Based upon Draft Master Plan

Total

Total Housing Units				3,708
(ABAG) Regional Housing Need Determination (RHND)				2046
Excess Balance				1,662

1. MDR (Medium Density Residential), FF (federal Facilities), LDR (Low Density Residential), CC (Community Commercial), MU (Mixed Use), OS (Open Space), M-2-G (General Industrial/Manufacturing, Special Government, Combining District)

Site 1 – 2001 Versailles: This site is located on the west side of Versailles Avenue just south of Tilden Way and is designated Medium Density Residential in the City’s General Plan and is zoned R-2-PD. The project has an approved Planned Development for 15 units.



Site 2 – Amnesty Units: During World War II many large single-family dwellings were illegally converted to two-family and multiple family dwellings without required permits. These units are mostly occupied by lower income households because the units are smaller and do not meet current building code requirements. The program documents these units and ensures that the units meet basic health and safety building codes. This program creates units that comply with City of Alameda regulations. Based on staff analysis, while amnesty units are not subject to affordability restrictions, such units have historically been affordable to moderate income households because they could not command the higher rents of more conventionally constructed and developed units. The City expects that these rent patterns will not change during the next five years.

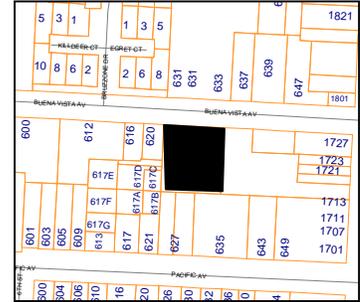
Site 3 – Community Development Block Grants Substandard Rehabilitation: This is a scattered site program using Community Development Block Grant (CDBG) funds to add new dwelling units. During the previous planning period 32 dwelling units were added. An additional three new units are projected by the end of 2014. The City will commit 15.3 percent of its annual entitlement of CDBG funds to the creation of new units through the substantial rehabilitation program.

Site 4 – Federal Land on McKay: This site is located south of Central Avenue and 6th Street and is designated Federal Facility. A portion of the site has already been put to an auction by the General Service Agency. The entire site could be redeveloped with a rezoning and include 105 units.



Site 5 – Infill Housing: Infill housing opportunities continue to exist and be developed on scattered sites throughout the City. The City expects that approximately 10 units per year will be developed over the planning period, consistent with historic development rates of these kinds of units. Infill development has several advantages over development of raw land, including cost savings due to the presence of public infrastructure and lack of the need for extensive site preparation work. Additionally, where new units are added to an existing lot, there are no additional land acquisition costs. These advantages translate into lower rents for new infill units constructed on developed properties. Recent construction activity in the City of Alameda demonstrate that these units are affordable to moderate income households.

Site 6 – 626 Buena Vista: This site is designated Medium Density Residential in the City’s General Plan and consists of eight new ownership units using the land trust model. The project is subsidized by the CIC and the HOME program and is the first project of a new housing nonprofit, the Alameda Development Corporation. The units are being constructed by Habitat for Humanity.



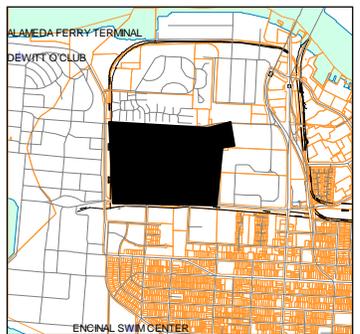
Site 7 – Alameda Landing: The Alameda Landing project has entitlements for up to 300 units.



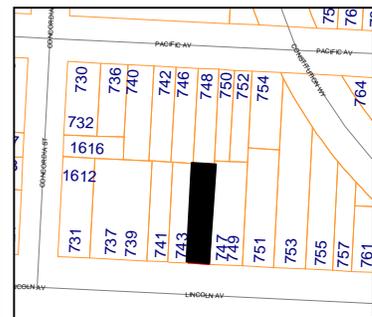
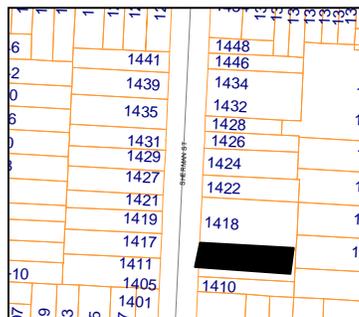
Site 8 – 1 Singleton Avenue: This site is located on Singleton Avenue just east of Main Street. It is currently designated Medium Density Residential. The project may be suitable for approximately 72 housing units.



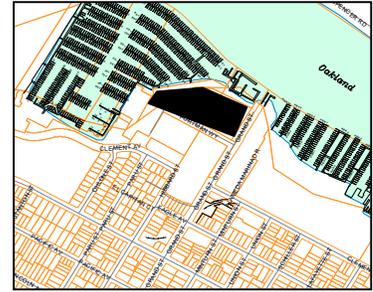
Site 9 – Bayport: The project is completing construction; 62 units will be constructed during the 2007-2014 planning period.



Site 10 - FASCA Units - 745 Lincoln Avenue and 1416 Sherman Street: These sites are designated Medium Density Residential and are zoned R-4 and R-5.



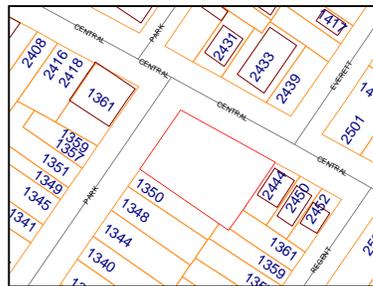
Site 11 – Grand Marina: This site is bounded by the Oakland Estuary, Grand Street, and Fortmann Way. The site is entitled for 40 units.



Site 12 – 2437 Eagle Ave: This housing project is sponsored by the Alameda Unified School District (AUSD) and funded from the AUSD pass-through portion of BWIP set-aside funds. The AUSD set-aside fund will accrue up to \$4.5 million by 2014.



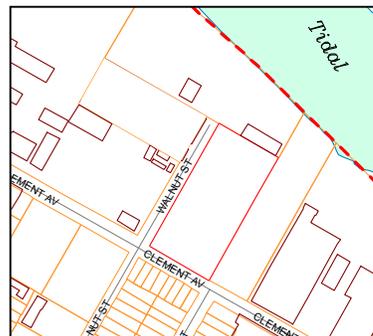
Site 13 – 2428 Central Ave: This site is bounded by Park Avenue and Central Avenue and is designated Community Commercial on the General Plan. The existing motel may be modified to include 62 units.



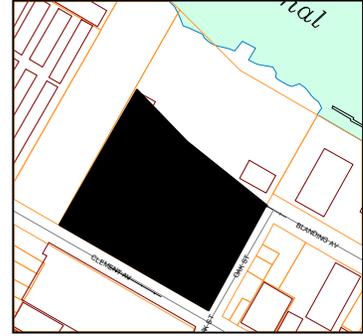
Site 14 – 1551 Buena Vista: This site is located on 7.14 acres on the north side of Buena Vista Avenue between Arbor and Ohlone Streets and is designated Medium Density Residential in the City’s General Plan. The site could accommodate 107 dwelling units.



Site 15 – 2201 Clement Avenue and 2189 Walnut Street: These sites are located north of Clement Avenue and Walnut Street and are designated as Mixed-Use in the General Plan. The redevelopment of the 5 acre site could accommodate 75 units.



Site 16 – 2229, 2235, and 2241 Clement Avenue: The site is located north of Clement Avenue and between Oak and Willow Street. The 4.8 acres site may be suitable for 72 units at 15 units per acre.



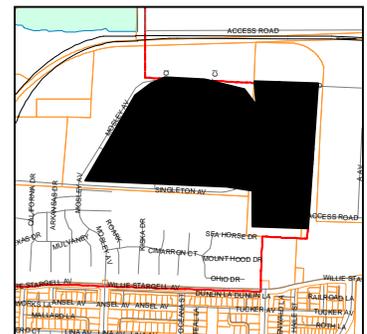
Project 17 – Clement/Willow: This site consists of a number of parcels located south of Clement Avenue between Willow Street and Oak Street. This project area could accommodate 41 units. The site is designated as Mixed Use in the General Plan.



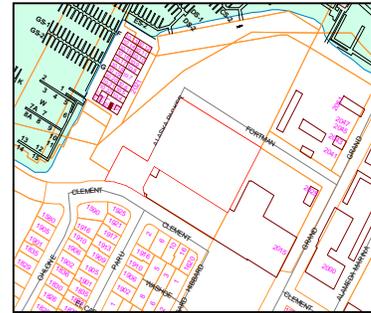
Project 18 – 1835-1849 Oak Street: The project site, comprised of two parcels, is located south of Clement Avenue along Oak Street. The 5.42 acre site could accommodate 81 units. The site is designated as Mixed Use.



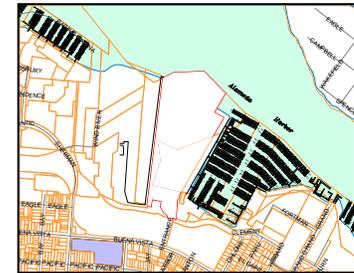
Project 19 – North Housing: The site has been used by the U.S. Coast Guard and is being made available for private use. The site is designated as Medium Density Residential in the General Plan and is zoned R-4.



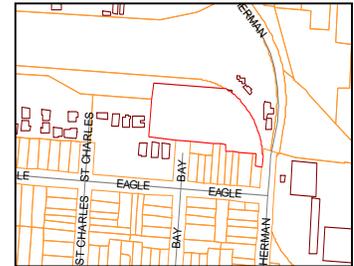
Project 20 – 1590 Alaska Packer Place and 1527 Buena Vista Avenue: The two acre project site is designated Mixed Use in the General Plan. The site could be redeveloped with 30 units.



Project 21 – 1523 Entrance Road and 1527 Buena Vista Avenue: The project site is located north of Buena Vista Avenue and borders the Estuary. The site is approximately 16 acres and could be redeveloped with approximately 200 units. The parcel is designated as Mixed Use in the General Plan.



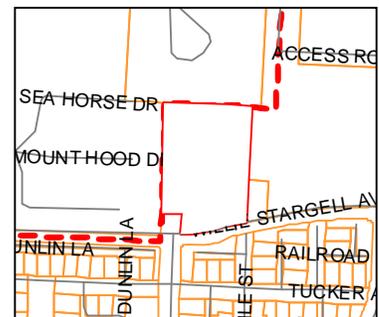
Project 22 – 1913 Bay Street: The project site is located north of Eagle Avenue and west of Sherman Street. The two-acre site could be developed with 29 units. The site is designated as Mixed Use.



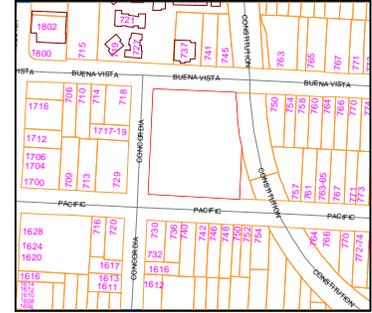
Project 23 – 2015 and 2025 Grand Street: The project site is located along Grand Street and Clement Avenue. As part of the Grand Marina area in the Northern Waterfront General Plan Amendment area the four-acre site can accommodate 48 units with the extension of Clement Street through the site. The site is designated as Mixed Use in the General Plan.



Project 24 – 401 Willie Stargell Avenue: Within the Alameda Point/Bayport project, 39 multi-family housing units are under construction on a 2.5-acre site located north of Willie Stargell Avenue. All 39 units are for very low and low income, formerly homeless families. The Housing Authority and Resources for Community Development and a homeless housing provider, Operation Dignity, are developing the site.



Project 25 – 730 Buena Vista Avenue: The project site is bounded by Buena Vista Avenue, Constitution Way, Concordia Street and Pacific Avenue. The site is designated as Medium Density Residential in the General Plan and zoned R-5. The site can be redeveloped to include 23 units.



Project 26 – Alameda Point: The former Naval Air Station is located west of Main Street. This area is designated as Low-Density Residential, Medium Density Residential and Mixed Use. A total of 4,500 units are currently being proposed by the developer of the site. The proposal requires a voter approved ballot measure. If the initiative fails the site would accommodate approximately 1,800 units. The Housing Element only considers 1,800 units.



C. Redevelopment Resources

All of Alameda Point, Alameda Landing and much of the Northern Waterfront are located within Community Improvement Plan (CIP) redevelopment areas. Alameda has adopted a requirement that twenty-five percent (25%) of the units be affordable. In the APIP the unit distribution must contain at least six percent affordable to very low-income dwelling units, at least ten percent affordable to low income dwelling units, and up to nine percent affordable to moderate-income dwelling units. In the BWIP and WECIP districts at least six percent of dwelling units must be affordable to very low income households, at least seven percent affordable to low income households, and up to twelve percent must be affordable to moderate income households.

All non-residential projects must comply with the City's housing impact ordinance, the Affordable Housing Unit/Fee (AHUF) ordinance (Alameda Municipal Code section 27-1). The ordinance requires all new development or change of non-residential use to either provide low-income units or an in-lieu fee. For example, for every 100,000 square feet of project space, an office building developer either must provide 20 units, which are affordable to low income households for a period of 59 years, or pay an in-lieu fee of \$3.45 per square feet of the development. The AHUF funds may be used for a variety of costs associated with developing or rehabilitating affordable housing.

In addition to the AHUF, the City has access to the significant and growing redevelopment Low and Moderate Income Housing Funds (20 percent set-aside) from the City's three redevelopment areas, BWIP, WECIP and APIP. The City also participates in other federal and state housing programs.

D. Housing Authority

The Alameda Housing Authority plays an important role in the provision of affordable housing. In addition to managing properties, the Housing Authority administers the Section 8 housing voucher program. The Housing Authority continues to look for opportunities to develop housing and/or partner with other entities to create additional affordable units. For example, the Housing Authority is actively pursuing the development of affordable housing on the North Housing property presently undergoing surplus by the U.S. Navy.

E. Additional Financial Resources

The City and private developers will need to expend significant financial resources to support new residential construction, fund housing programs and leverage state or federal funds, while utilizing tax advantages. The inclusionary housing obligation is specifically the developer's responsibility as specified in the City's Inclusionary Compliance Plan for Alameda's three redevelopment project areas. Typically, it is the responsibility of the developer to financially subsidize inclusionary units although assistance may be provided to developers who exceed the 15 percent inclusionary requirement.

The City has adopted Community Improvement Plans for its redevelopment project areas, which detail the development plans consistent with Community Redevelopment Law. The funds collected that are allocated for housing purposes will be used to increase, improve, and preserve housing available to low and moderate income persons at an affordable cost. The expected uses of funding will also vary by redevelopment area. In the West End Community Improvement Project, funding has been committed to debt repayment and to the Independence Plaza senior project to pay operating and rental subsidy for very low- and low-income units. In the Business and Waterfront Improvement Project, funding is contractually committed to the AUSD and to debt repayment. Remaining funding will be used for housing development activities for very low and low-income households. In the Alameda Point Improvement Project, \$3.6 million in funding has been committed to the Alameda Point Collaborative to pay for that portion of infrastructure costs allocable to the APC affordable housing units as discussed in this Element in Chapter II. Remaining funds will be used exclusively to subsidize construction costs of the City's expanded low-income inclusionary obligations. In all redevelopment areas, the City has adopted plans, which detail the plans for redevelopment. (For additional detail please see Table II-1 for anticipated program funding) Depending on the pace of real estate development, new projects may generate as much as \$13 million over the next five years for their respective Low and Moderate Income Housing Funds (20 percent set-aside). The City also receives revenue from its housing impact fee, the Affordable Housing Unit/Fee (AHUF), which has been recently increased to adjust for inflation. Depending on future non-residential development, this fee may generate as much as \$3 to \$4 million by the end of the Housing Element planning period. In addition to these sources, the federal HOME and CDBG programs are expected to generate approximately \$3 million for housing programs.

In addition, the City will support local agency efforts to secure federal funds including those targeted to such groups as the homeless (Emergency Shelter Grants), families at risk of lead

poisoning (Lead Based Paint Hazard Reduction Program), the elderly (Section 202) and others. In the same spirit, the City will look to the State to help it meet its goals through such programs as the CHFA HELP program. The City will also continue to work with the private sector in leveraging its funds through such programs as the CASA second mortgage shared appreciation program.

F. Residential Infill

The 1990 General Plan assumed that 520 housing units would be constructed between 1990 and 2010. Over the past several years, an average of ten units per year of infill housing have been built in Alameda. Consistent with recent trends and the City's General Plan, the City is assuming that infill housing will continue to constitute about ten units per year.

G. Residential Uses in Non-Residential Zoning Districts

The City accommodates residential uses in non-residential zones. Commercial areas, particularly those in the older portions of the city, can provide opportunities for additional housing units. More than two dwelling units can be developed on commercial property, provided they meet the requirements of AMC Section 30-4.8.(c)(1), and there are not more than two dwelling units in any one building. The C-1 (Neighborhood Commercial) and C-2 (Central Business) commercial zoning in Alameda districts allow residential uses with a use permit, based on the following provisions:

Any dwelling use permitted in "R" Districts; provided that the residential use will not conflict with or inhibit attainment of General Plan land use designations or the operation of legitimate business uses within the commercial district; that new residential use shall not occupy ground floor space considered suitable for business use; and that new structures devoted solely to residential use shall not be permitted, and that there shall be not less than two thousand (2,000) square feet of lot area for each dwelling unit.. [AMC Section 30-4.8(c)(1)]

The C-C (Community Commercial) Zoning District allows dwelling units by right when the units are located in structures also containing nonresidential uses, are not located on the ground floor, and meet the parking requirements. When the units do not meet the off-street parking requirements, they are allowed in the district by Use Permit.

This provision has been implemented to prohibit residential use in ground floor storefront space, but to allow it to the rear on the ground floor in the main structure or as an addition to the rear, or on the second floor above. Industrial zoning districts allow caretaker or watchman residences directly associated with the primary use. Additionally, in 1998 the City adopted a work/live ordinance which allows residential use within work space. Residential use is limited to allow work to be the primary function, and therefore these units are not considered residential. Work/live units, however, do provide additional living opportunities in commercial and industrial zones. One work/live development of eight work/live spaces has been developed.

H. Surplus Land Opportunities

There are three properties that may become surplus during the planning period. These properties include the office complex on McKay, North Housing at Alameda Point and Island High, owned by the Alameda Unified School District. The General Service Agency has begun to surplus the federal property at McKay but the results of that auction and the intent of the property owner are not known. One development proposal was taken to public workshops in August 2008 for the Island High location. The community rejected this proposal. The City and school district will be reviewing development options in the future. The surplussing process of the North Housing site is described below:

On November 5, 2007, the Navy declared an additional 42 acres at the former Naval Air Station Alameda (Alameda Point), referred to as the North Housing Parcel, as surplus. Following closure of the base in 1996, the Coast Guard used the property as housing and supportive recreation facilities. In spring 2005, the Coast Guard vacated the North Housing Parcel. The November 2007 surplus declaration triggered a federally prescribed screening process created by the McKinney-Vento Act. This act requires the Federal government to prioritize any military surplus property to meet homeless needs for both housing and services. The Federal screening process is used to solicit, evaluate, and accommodate homeless assistance requirements and then, subsequently, public uses in planning and implementing the reuse of surplus property. The Alameda Reuse and Redevelopment Authority (ARRA), as the Local Redevelopment Authority (LRA), is responsible for conducting the screening process for the North Housing Parcel and must balance the needs of the homeless and requests for Public Benefit Conveyances (PBCs) against other community needs and interests such as economic development and provision of a range of housing for all segments of the population.

Within 30 days of the Navy's surplus declaration, as required, the ARRA published a Notice of Availability of Surplus Property on November 16, 2007. An informational workshop and site tour for homeless services providers and organizations eligible for PBCs was held on December 6, 2007. Subsequently, on March 7, 2008, five interested organizations submitted Notices of Interest (NOIs) for portions of the North Housing Parcel. On October 1, 2008, the ARRA recommended that staff continue to pursue two PBCs and one homeless housing accommodation for the North Housing Parcel. Therefore, Development Services Department (DSD) staff negotiating a legally binding agreement (LBA) for the homeless accommodation described below and providing on-going support for the two PBC applications to be submitted to Federal agencies.

Proposed Homeless Accommodation

The ARRA recommended proceeding with a revised proposal for approximately 90 units of permanent, service-enriched affordable rental housing to be developed and operated by the Housing Authority of the City of Alameda, the Alameda Point Collaborative, and Building Futures with Women and Children. The permanent supportive housing units will serve individuals and families in Alameda who are homeless. The development includes a community center and property management offices. The proposed development would help meet the top priority need of "permanent supportive housing in Alameda, especially housing designed for individuals, for couples, and small families" identified in the City of Alameda Homeless Needs Assessment (February 2008). Considering the existing Neighborhood Residential zoning (R-4) and the required

25% inclusionary obligation for any future residential development at the site, the size of the development was reduced to approximately 90 housing units from the original proposal of 120 units. The ARRA also recommended evaluating alternative locations within the 42 acres, which were discussed at the November 3, 2008 Planning Board workshop. The draft Amendment to the NAS Alameda Community Reuse Plan includes a set of planning guidelines to inform location of residential development on the site.

Public Benefit Conveyances

Habitat for Humanity East Bay submitted a PBC proposal to renovate 32 homes using its self-help, or sweat-equity, model for providing affordable ownership housing. Habitat intends to sell the homes to households with incomes at 80% or less of AMI. At the ARRA's direction, DSD staff is providing on-going support for a development proposal from Habitat for Humanity East Bay to renovate 20-32 townhomes, or build 20-30 new duet-style homes, or some combination thereof, using the self-help model. It is anticipated that this project will, in part, meet low- and moderate-income inclusionary housing needs as part of any future residential development consistent with the current R-4 zoning designation. The exact location of the development will be based on future feasibility analyses and sited based on adopted planning guidelines.

The City of Alameda Recreation and Park Department (ARPD) submitted a PBC proposal to utilize approximately eight acres of existing open space at the North Housing Parcel as a public park, providing a variety of youth sports activities, including a possible agreement with the Miracle League for the renovation of the existing baseball field. At the ARRA's direction, DSD staff is providing support for ARPD's submission of a formal application to the Department of Interior to utilize approximately eight acres of open space at the North Housing Parcel. During the November 3, 2008 Planning Board Workshop, consideration was given to the overall benefit to the neighborhood of relocating the eight-acre park to another location on the 42 acres to better serve existing and future residents. Support was expressed for both active and passive parks within the redeveloped neighborhood. The commitment to active and passive open space is reflected in the draft planning guidelines.

Community Reuse Plan Amendment

The culmination of ARRA's obligation during the federally mandated surplus process is the completion of an amendment to the 1996 Naval Air Station Alameda Community Reuse Plan. "Amendment #2: Main Street Neighborhoods Update" addresses the need to plan for the reuse of the recently declared 42 surplus acres and includes an update of redevelopment efforts in this subarea of NAS Alameda.

The approximately 300-acre Main Street Neighborhoods subarea, as defined in the Reuse Plan, is home to primarily residential neighborhoods. Within the Main Street Neighborhoods, market-rate tenants and residents of the Alameda Point Collaborative occupy the majority of existing housing units west of Main Street. East of Main Street, Marina Village houses U.S. Coast Guard personnel, the Bayport community includes 586 new residential units, and 282 units on 42 acres were recently declared surplus by the Navy.

The Base Realignment and Closure Act requires community outreach and opportunities for participation in the reuse plan amendment process. Community engagement includes two public meetings on November 3, 2008 and December 8, 2008 and a public hearing at an upcoming ARRA meeting on February 4, 2009. Notices were mailed to tenants and property owners within 1,000 ft. of the North Housing Parcel, as well as community stakeholders. A meeting notice was posted at the site and an ad was placed in the local paper. The workshops are an opportunity for the community to provide feedback on the location of the recommended accommodation for the homeless as well as the public benefit conveyances, and to consider and prioritize other reuse opportunities for the land.

On November 3, 2008, the Planning Board meeting included a presentation of the surplus process to date and audiovisual presentation of several alternative neighborhood designs that could accommodate an eight-acre park as well as homeless, affordable and market rate housing alternatives that are consistent with the surplus process, as well as the land use guidelines in the 1996 NAS Alameda Community Reuse Plan.

Based on community feedback staff prepared an "Amendment #2: Main Street Neighborhoods Update" which the Planning Board approved with modifications on December 8, 2008. The final document will be presented to the ARRA Board in early 2009. An ARRA-approved amendment to the Reuse Plan and related LBA will be submitted to HUD, along with a complete summary of the surplus process conducted by the LRA. Once approved by HUD, "Amendment #2: Main Street Neighborhoods Update" will reflect the community's consensus for civilian reuse of the 42 acres, and guide the Navy's consideration of property conveyance options.

I. Availability of Services

Adequate water, sewer and other services are available to serve most of the remaining vacant and infill area development sites in the City. Alameda lies within the service area of the East Bay Municipal Utility District (EBMUD) for water, while power is provided by the City's own utility, Alameda Power (AP). While the infrastructure in many redevelopment areas is deteriorated or may otherwise require substantial investment, this does not pose a significant constraint on the development of those sites within the 5-year planning period. Significant infrastructure issues remain, however, with the redevelopment at Alameda Point and are discussed further in Chapter VI of this document.

J. Opportunities for Energy Conservation

The City of Alameda has adopted a wide range of policies and programs to facilitate energy efficiency in residential development. In 1981, the City adopted an Energy Element as part of its General Plan. The Energy Element contained numerous policies and programs for energy efficiency. In addition to producing alternative sources of energy and encouraging energy conservation in transportation, the Energy Element contained several specific proposals for conserving energy in residential development. These policies include enforcement of Title 24, establishing design standards for energy efficient homes, and including solar energy techniques in site and building layout and design.

In addition to the policies and programs in the Energy Element, Alameda Power (AP, the City-owned utility) has developed a list of residential customer energy services. These services include a weatherization cash grant program, a rebate program for compact fluorescent lights, a meter lending program, a rebate program for Energy Star refrigerators, a second refrigerator pick up program, free energy audits, and an Energy Assistance Pilot Program to help low income residents reduce their energy use. The City is pursuing an aggressive program to recycle building materials from large demolition projects such as those on former US Navy properties on Alameda Point. The City has successfully implemented these programs over the past few years and has committed to continue implementation, as called for in the Alameda Power Business Plan. Below is a summary of the City's residential energy programs:

1. Weatherization Cash Grant Program: For customers with electric heat, AP pays 80 percent of the cost of weatherization and the customer pays 20 percent.
2. Great White Light Sale: This is a rebate program to encourage residential customers to install energy efficient compact florescent lamps. Customers receive a \$2.00 coupon toward the purchase of a compact florescent lamp at a local retailer.
3. Meter Lending Program: Under this program, customers may borrow a meter to measure the electric use of any 120-volt appliance in order to check and ultimately reduce electrical consumption in homes.
4. Energy Star Refrigerator and Recycle Program: This program offers rebates of \$100 to customers who buy Energy Star refrigerators and recycle their old refrigerators properly.
5. Second Refrigerator Pick Up Program – Alameda Power's recycler will pick up customers second refrigerator at no cost and the customer receives a \$35 rebate.
6. Energy Audits: Alameda Power provides free energy audits for residential properties.
7. On Line Residential Energy Audit – Customers can do their own home energy audit using a program on Alameda Power's website. Also included in the program are libraries of energy efficiency measures and appliance calculators.
8. Energy Assistance Program: This program helps low-income residents reduce their energy use and provides financial assistance. The emphasis is on senior citizens, customers with electric heat, and customers on the waiting list for Section 8 housing assistance.

Taken as a whole, the City's policies and programs form a comprehensive approach to energy efficiency in residential development.

K. Maintaining Consistency with Other General Plan Elements and Community Goals

The City has completed two planning initiatives that will have an impact on the amount of land available for housing development. These planning efforts include the Northern Waterfront General Plan Amendment and the General Plan Amendment for Alameda Point.

1. Northern Waterfront Specific Plan (NWSP): Bounded by the Alameda Beltline property at Constitution Way, Minturn Street at Eagle Avenue, and the Oakland-Alameda Estuary, the Northern Waterfront encompasses an area of Alameda that was historically a working waterfront containing light and heavy industrial uses. Recent developments in the area have demonstrated that waterfront uses are no longer the strongest economic use of the land. Additional land for residential development at several sites within the area will assist the city in creating housing opportunities.
2. Alameda Point General Plan Amendment and Draft Master Plan: Alameda Point, the former Naval Air Station Alameda, is the subject of a recent Draft Master Plan completed by Suncal, the City's Master Developer. The City completed a GPA to change the General Plan designation of Alameda Point from Federal Facilities to other land use designations, including mixed-use and residential. The specific mixed-use designations will include allowances for residential uses.

In conclusion, the City has aggressively pursued construction of new housing, rehabilitation of existing housing and conversion of former military housing to civilian residential uses. Pursuant to State housing laws, the City has designated, or is in the process of designating, more than the minimum amount of land at sufficiently high densities to meet its regional share of housing over the seven year planning period. The City will continue to pursue additional housing opportunities for all income levels during this period. Through a combination of redevelopment monies, inclusionary housing requirements and an active role in pursuing housing opportunities by the Alameda Housing Authority, Alameda clearly will be able to meet its fair share obligations.

CHAPTER VI

NON-GOVERNMENTAL AND GOVERNMENTAL CONSTRAINTS TO AFFORDABLE HOUSING

A. Non-Governmental Constraints

The production and availability of housing is constrained in virtually every community both by government regulations and by non-governmental factors, such as the costs of construction and interest rates on home mortgages. Many non-governmental constraints on housing production and availability affect both Alameda and the Bay Area communities, while other constraints are unique to the City of Alameda.

1. Availability of Land

The availability of land for housing development in Alameda is a physical constraint over which the City of Alameda has virtually no control. Unlike most communities in California, Alameda is an island city with no potential for annexing additional land. While much of Alameda is built on bayfill, the further expansion of the City through filling is precluded by federal and state regulations, most importantly through controls administered by the Bay Conservation and Development Commission. Thus, residential development potential is limited primarily to a few vacant sites (several of which are already committed to residential use through various levels of project approval), infill in existing residential areas, and FISC/Alameda Point. The City supports the development of housing for all income levels on the former base once the Navy completes environmental remediation and transfers land ownership to the City. Two-hundred units of former military housing have already been converted to transitional and permanent housing for homeless households.

2. Historic and Architecturally-Significant Nature of Alameda's Housing Stock

Alameda is a city with a large and rich collection of historic and architecturally significant buildings. On a per capita basis, Alameda has more such structures than all but a few cities in California.

In the late 1970's, the City of Alameda undertook an extensive survey of the city's historic building stock. The survey included a review and evaluation of 10,500 of the 13,500 buildings in the city limits at that time. The evaluators ultimately identified over 3,000 structures as worthy of consideration for preservation. These structures are now included on the City's Historical Building Study List and may not be demolished without review and approval by the City's Historical Advisory Board. Currently, the list includes approximately 4,000 buildings and sites, including 29 City-designated Historical Monuments. In 2003 the Historic Preservation



Ordinance was revised to include demolition control over any pre-1942 structure. Conservatively, 90 percent of these buildings are estimated to be residential structures, many containing multiple dwelling units. Additionally, the City added the Naval Air Station Historic District to its list of monuments. This District designation controls and limits removal of many buildings at Alameda Point. The effects of this designation are discussed later in this chapter.



Many of the neighborhoods on the main island are dominated by historic and architecturally significant residential structures. According to the 1990 Census, in six of the 15 census tracts on the main island, between 50 and 67 percent of the total dwelling units were constructed before 1940. While not all pre-1942 buildings are historic or architecturally significant, many of the older buildings contribute to the integrity of neighborhoods in which the more significant structures are located.

These residential structures, in addition to providing housing for a large number of persons, are a significant cultural resource. Like archaeological sites and wetlands, they should be preserved and protected even if this may limit the total number of residential units that could otherwise be built within the city.

3. Land Costs

The majority of the City's residential development potential lies in the redevelopment of former military installations and transitioning industrial uses, and some infill on lots already developed but with zoning potential to accommodate one or more additional units. In the case of infill on lots already developed, there are no land costs associated with the development of additional units. Additionally, in these situations, the typical costs associated with development of raw land do not apply; all street improvements, including curb, gutter and sidewalk, and all infrastructure, including storm drainage and utilities, are already in place.

4. Construction Costs

Housing construction costs have risen significantly in recent years. According to the City's Planning and Building Department, the typical cost to build a wood frame one-family home in Alameda is currently \$118.36 per square foot (2007 dollars). The "hard" cost of constructing a typical 2,000 square-foot one-family home is therefore approximately \$236,720. Construction costs for a 3,000 square-foot two-family structure is approximately \$355,080. Land and "soft" costs can add another 30-50 percent to the total cost of a dwelling.

5. Financing Costs

Home ownership can be constrained by mortgage interest rates, which over the past 10 years have ranged from 6.95 percent-10.27 percent for fixed interest rates. Interest rates in the Fall of 2008 were below 7 percent for a 30-year, fixed rate loan. Interest rates for adjustable rate mortgages (ARMs) are also below 7 percent. High financing costs can also depress the construction of new rental properties, as investors may be discouraged by this increased cost. According to Zillow.com, Alameda's median home price (Fall 2008) is \$655,873 on the Main Island and \$779,000 on Bay Farm Island.

Although current interest rates are not historically high, many Alameda families would have difficulty purchasing a home. With a 20 percent down payment and an interest rate of 7 percent for 30 years at a fixed rate, the monthly payment on the Main Island would be \$3,149 per month and \$3,470 per month for a home on Bay Farm Island. Using the rule of thumb that the housing payment should not exceed approximately one-third of the household's gross income, the buyer would have to earn approximately \$125,000-150,000 per year. A significant proportion of Alameda households would not qualify, as the median annual Alameda household income is \$83,800. In addition to the sales price, there are closing costs, taxes, insurance and sometimes even monthly homeowner's association fees that must be taken into account.

Another potential constraint to homeownership is the availability of home loans. A borrower's ability to qualify for a loan is based on a number of factors related to both the borrower and the property to be financed. Like borrowers, mortgage lenders are concerned about the stability of their investment, and they look carefully at neighborhood property values and other factors that could affect that investment. For example, lenders may be reluctant or unwilling to finance properties in deteriorating neighborhoods. This practice is commonly known as "redlining" and is illegal.

According to the Alameda Board of Realtors, there is no evidence of "redlining" of any Alameda neighborhood by the financial community. Price and the borrower's ability to qualify for a loan are the only constraints to financing of available property in the city. Regarding redlining and fair housing issues, the City provides CDBG funding to Sentinel Housing to counsel individual clients regarding fair housing rights and responsibilities and to disseminate education and information materials. Households receive intensive counseling, and legal and/or agency referral for cases involving discrimination against families, racial or religious minorities, and individuals with disabilities. In the period FY 2000-2006, 226 clients received fair housing counseling from Sentinel in addition to the 3316 clients receiving more generalized tenant/landlord information and mediation. Sentinel's education and outreach efforts in the City include frequent workshops and clinics, presentations to residents, landlords, tenant associations, and to local agencies serving low income Alamedans, and public service announcements on cable TV and local radio stations. Echo Housing has taken over the duties formerly performed by Sentinel as of July 1, 2008.

6. Bay Area Housing Costs

Alameda's sale prices and rental rates reflect the overall Bay Area market. Although prices have declined recently in many California housing markets, Alameda, because of its location near employment centers like San Francisco and Oakland, have not been drastically reduced.

In conclusion, the availability of land and the historic and architecturally significant nature of Alameda's housing stock are non-governmental constraints with particular impact for the City of Alameda. Market factors, though applicable to much of the Bay Area and not unique to the City of Alameda, present very serious constraints to the production and availability of housing that is affordable to extremely low, very low, low, and moderate income households.

B. Governmental Constraints

Since governmental actions also can constrain the development and affordability of housing, State law requires that the Housing Element provide, "an analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. The analysis shall also demonstrate local efforts to remove governmental constraints that hinder the locality from meeting its share of the regional housing needs..." [Government Code Section 65583(a)(4)]

While local governments have little influence on such market factors as interest rates, their policies and regulations can affect both the amount of residential development that takes place and the affordability of housing. The City of Alameda has taken a wide variety of actions to encourage housing opportunities and housing affordability. The following section of this chapter describes the various governmental policies, regulations and procedures that impact the development of affordable housing and how the City has sought to minimize any negative impacts they may have on the affordability of housing.

1. General Plan

The City of Alameda's principal land use policy document is the Land Use Element of the General Plan, which was adopted in 1991. The 1991 General Plan provides for the following residential categories:

- a. *Low-Density Residential*: New single-family units typically will be on 5,000-square-foot or larger lots, or in planned unit developments not to exceed 8.7 units per net acre. Density ranges from 4.5 to 8.7 units per net acre. Secondary dwelling units discussed in Section 65852.2 of the Government Code of the State of California are permitted and are not limited by this density range.
- b. *Medium-Density Residential*: Two-family or one-family units. Medium-density residential development must provide at least 2,000 square feet of site area per unit. The density range for additional units is 8.8 to 21.8 units per net acre.

Projects of five or more units with 20 percent of the units affordable to lower income households earn a state-mandated density bonus permitting up to 26.1 units per net acre. Congregate housing and single room occupancy facilities are permitted and their density is regulated by the bulk standards (setbacks, height, lot coverage) in each zoning classification.

There also are several mixed-use designations that allow for residential uses:

- i. *MU-1 Island Auto Movie*: A total of 106 single-family units were developed on this site in 1998.
- ii. *MU-2 Mariner Square*: In addition to the commercial and marina uses, an assisted living facility of 103 units was developed in this mixed-use area.
- iii. *MU-4 Northern Waterfront (Grand to Willow)*: 8 work/live spaces were developed in this area. Up to 40 work/live units are permitted.
- iv. *MU-5 Northern Waterfront (Willow to Oak)*: Plans are underway to redevelop several of the waterfront properties with residential development.

The City undertook a major General Plan Amendment to incorporate Alameda Point into the City's General Plan. This amendment included the designation of several mixed-use areas, which will allow residential development.

2. Zoning

Alameda's Zoning Ordinance addresses residential zoning, planned development combining districts, mixed-use planned development, residential uses in non-residential districts, secondary dwelling units, parking requirements, open space requirements, manufactured and factory-built housing, and emergency shelters and transitional housing.

- a. *Residential Zoning*: The City's Zoning Ordinance defines various standards, including minimum lot size, maximum lot coverage, amount of land area per unit, setbacks, parking standards, and open space requirements. Alameda's development standards are very similar to other jurisdictions in Alameda County and throughout the Bay Area. For example, Alameda's Zoning Ordinance requires that the smallest new lot be 5,000 square feet [except in the Planned Development Combining District], which is comparable to the smaller lots allowed in many communities. Most new residences in the city are in fact constructed in planned developments on lots smaller than 5,000 square feet in area.

The following zoning districts include residential uses as a primary use:

R-1	One-Family Residence District
R-2	Two-Family Residence District

- R-3 Garden Residential District
- R-4 Neighborhood Residential District
- R-5 General Residential District
- R-6 Hotel – Residential District

The R-1 district allows one-family dwelling units and secondary residential units, described later in this chapter. The R-2, R-3 and R-4 districts allow one-family and two-family units. The R-5 district allows one-family and two-family units and boarding and lodging houses. The R-6 district permits all uses allowed in the R-1 through R-5 districts and motels and hotels.

Table VI-3 summarizes the development standards for each zoning district. Given the setback and parking requirements, the Planning & Building Department estimates that the highest density allowed by the Zoning Ordinance is in the range of 21 units per acre. Again, it should be noted that the maximum density may be increased by a density bonus of 26.1 units per acre.

**Table VI-1
City of Alameda Residential Zoning Summary**

<i>Zoning District</i>	<i>Minimum Lot Area Per Dwelling Unit</i>	<i>Main Building Coverage</i>	<i>Maximum Height</i>	<i>Required Open Space Per Unit</i>	<i>Main Building Separation</i>	<i>Second Unit Allowed?</i>
R-1	5,000 sq. ft.	40%	2 stories - 30 feet	N/A	20 ft.	Y
R-2	2,000 sq. ft.	45%	2 stories - 30 feet	600 sq. ft.	20 ft.	N/A
R-3	2,000 sq. ft.	40%	2 stories - 35 feet	500 sq. ft.	20 ft.	N/A
R-4	2,000 sq. ft.	50%	2 stories - 35 feet	400 sq. ft.	20 ft.	N/A
R-5	2,000 sq. ft.	50%	3 stories - 40 feet	200 sq. ft.	20 ft.	N/A
R-6	2,000 sq. ft.	60%	4 stories - 50 feet	120 sq. ft.	20 ft.	N/A

Source: City of Alameda Zoning Ordinance

- b. *Planned Development Combining District:* The Zoning Ordinance also includes a Planned Development Combining District that can be used in conjunction with any residential zoning district for an area of at least two acres in size. [The Planning Board may find that an area containing less than two acres is suitable as a planned development (PD) by virtue of its location adjacent to other PDs, its unique historical or architectural character, topography, natural landscape features, parks or water areas, or other features requiring special treatment or protection.] The purpose of the Planned Development Combining District is to provide more flexibility in the design of land uses than that provided by the underlying district. The PD regulations eliminate the normal district requirements

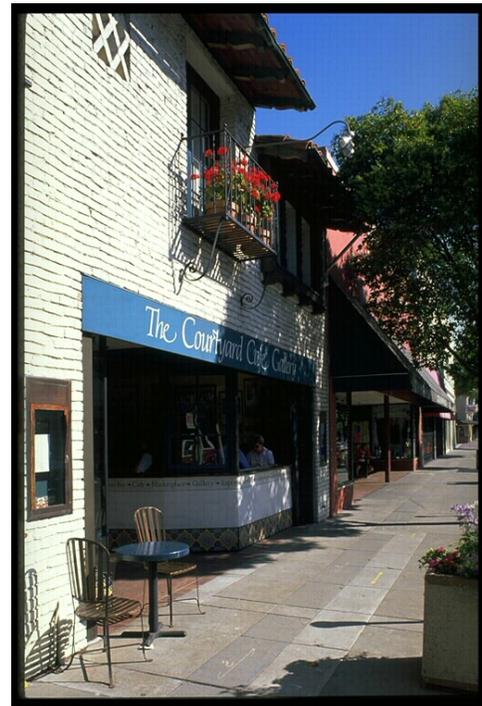
for minimum lot area and width, height, and maximum building coverage. In 1992 the City revised the Zoning Ordinance to allow single-family small lot subdivision using PD regulations to promote affordable homeownership projects.

- c. *Mixed-Use Planned Development Zoning District:* The Zoning Ordinance includes a Mixed-Use (M-X) Planned Development District, designed to encourage a “compatible mixture of land uses which may include residential, retail, offices, recreational, entertainment, research-oriented light industrial, water-oriented or other related uses.” The City has amended the Zoning Ordinance to remove the 17.5 dwelling units per acre density restriction. Density in M-X districts are restricted to no more than one dwelling unit per 2,000 square feet of lot area which would allow for approximately 21 units per acre.
- d. *Residential Uses in Non-Residential Districts:* Residential uses are allowed by use permit in the C-1 Neighborhood Business District, the C-2 Central Business District, and the C-M Commercial Manufacturing District subject to the following limitations:
 - i. The residential use will not conflict with or inhibit the attainment of General Plan land use designations or the operation of legitimate business uses within the commercial district.
 - ii. New residential uses shall not occupy ground floor space considered suitable for business use.
 - iii. New structures devoted solely to residential use shall not be permitted.

The City also amended its Zoning Ordinance in 2001 to add an additional district, the CC Community Commercial Zoning District, which allows residential uses by right without a use permit provided that the units are located in structures containing nonresidential uses, are not located on the ground floor, and comply with off-street parking requirements.

Residential uses must obtain a use permit if they do not comply with the off-street parking requirements.

Work/live studios are allowed in existing buildings that have been converted subject to the approval of a use permit in the C-M, Commercial-Manufacturing District, M-1, Intermediate Industrial District, and M-2, General Industrial District in the area bounded by: Sherman Street on the west, the Estuary on the north, Tilden Way on the east, and Buena Vista Avenue on the south. Eight work/live units have been created since 2001.



Industrial zoning districts allow only caretaker quarters directly associated with the primary use.

Secondary Dwelling Units: In 2008, the City started the process of amending the secondary unit regulations to eliminate the need for a conditional use permit and modify other standards so the ordinance will be in compliance with State requirements. The revised ordinance has been recommended for adoption by the Planning Board. Adoption by Council is anticipated during in March 2009.



Homeless Shelter: The City’s homeless transitional housing, one emergency shelter and a food bank are all located in industrial zones. These uses are often re-uses of existing housing and facilities at Alameda Point, which is still zoned M-2-G General Industrial (Manufacturing) with a Government Combining Overlay District. Upon conformance rezoning to remove the G Overlay, these uses will no longer be non-conforming. Additionally, the City will be reviewing its zoning requirements to implement this Housing Element.

e. Parking Requirements for Residential Uses

1. All residences are required to have on-site parking. The number of parking spaces required per dwelling unit is dependent upon the square footage, as follows in Table VI-2:

Table VI-2 Parking Standards

Dwelling Units with 3,000 sq. ft. or less, of conditioned space	2 spaces per unit
Dwelling Units with over 3,000 sq. ft. of conditioned space	3 spaces per unit
Senior housing	3/4 space per unit; lower requirement may be approved by the Planning Board if lower parking demand can be demonstrated
Rooming house/bed and breakfast	1 space per guest room plus 1 space for resident family.
Hotel/Motel	1 1/4 spaces per guest room plus space for resident manager.
Residential care facility	1 space per 3 beds plus 1 space for resident manager.

Below is a summary of key parking provisions from the Zoning Ordinance that apply to residential uses:

- i. Parking spaces may be uncovered or covered.
- ii. Minimum parking space size is 8 ½ feet by 18 feet.
- iii. Compact spaces (7 ½ feet by 15 feet) may constitute up to 50 percent of the parking requirement.
- iv. No parking space is permitted in any required front yard, or in any required side yard on the street side of a corner lot.
- v. Unenclosed parking in the front half of a lot must be screened from view offsite in accordance with the Zoning Ordinance requirements.
- vi. Tandem parking is only permitted to satisfy parking requirements where one dwelling unit is served by both spaces.
- vii. Access driveways are required to have a minimum width of 8 ½ feet and a maximum width of 10 feet (based on a parking area with 25 required spaces or less).
- viii. Only one access driveway is permitted per lot, unless an administrative exception is granted.
- ix. Parking areas serving five or fewer spaces may be designed to allow exit by means of backing out. All others are required to provide for forward-facing exit.
- x. Unenclosed parking next to walls of adjacent buildings, fences, buildings or property lines must be separated by a minimum of 3 feet of landscaped area. Backup areas and driveways shall have a minimum of 1 foot of landscaped separation from walls, fences, buildings or property lines.

These parking requirements could constitute a constraint on the production of infill housing in certain circumstances by reducing residential density. However, the availability of adequate parking is important to Alameda residents and visitors and is a reasonable basis for restricting residential development. In fact many residents express concern about adequate parking during development of residential projects. Citizens noted that due to high rents, many households are bringing more tenants into their units to defray housing costs, thus exacerbating on-street parking problems.

To mitigate the negative impact of these requirements, the City can grant variances to parking requirements in cases of hardship due to unique circumstances. The City also has enacted an in-lieu parking fee, which allows a reduction of on-site parking when fees are paid into a transportation systems management fund.

- f. Open Space Requirements:* The City's Zoning Ordinance requires the provision of usable open space on all residential sites, other than detached single family homes. In order to ensure a minimum amount of usable open space, the Zoning Ordinance requires each residential site to provide open space areas in addition to driveways and parking spaces, required front yards and other yard areas. Required open space areas may include private balconies, porches, decks, patios, roof decks and courts. Private open space must be provided for each unit. In addition to private open space, the Zoning Ordinance requires minimum amounts of common open space within various residential zoning districts. The common

open space requirements range from 30 square feet in the R-6 zoning district to 150 square feet in the R-2 zoning district.

To the extent that open space areas could otherwise be used for parking or residential floor area, the City's open space requirements could be considered a governmental constraint (specifically a land use control) to the production of housing. Because of the City's historic lack of public open space, the city's General Plan (Policy 6.1.d) promotes the development and retention of private open space to compensate for the shortage of public open space. The provision of private open space on residential sites is appropriate to promote a pleasant quality of life. However, the standard should be easy to administer and result in functional open space areas. To address this potential constraint, it is recommended that the City review its open space requirements.

- g. Manufactured and Factory-Built Housing:* State law limits the extent to which cities and counties can regulate the installation of manufactured homes, including mobilehomes. Government Code section 65852.3 requires that cities allow installation of certified manufactured homes on foundation systems on lots zoned for conventional single-family residences. This section and Government Code section 65852.4 generally require that manufactured homes be subject to the same land use regulations as conventional homes. Government Code section 65852.7 deems mobilehome parks to be a permitted use in all areas planned and zoned for residential use. The City of Alameda permits manufactured and factory-built housing in all residential zoning districts. Because of the high cost of land, manufactured housing is not commonly placed on private property, except perhaps as caretaker residences within industrial districts. According to the 2000 Census, within Alameda there were 19 manufactured residences. There are no mobilehome parks. Pursuant to State law any site that can be developed for site built residential development is also available for the development of factory built (manufactured) housing or for mobilehomes. There are no specific restrictions upon the development of manufactured housing or mobilehome parks within the Alameda Municipal Code or General Plan.
- h. Lot Size Provisions* The Zoning Ordinance allows a minimum lot size of 2,000 square feet of lot area per dwelling unit. The minimum lot size is a land use control that could be considered a governmental constraint. However, the minimum lot size implements City Charter Article 26 "Measure A", which was passed in 1990 in part because of residents' concern about the effect of increased density on the small-city community character of Alameda and helping to ensure that new development does not overburden the City's infrastructure. The minimum lot size represents a reasonable and justifiable approach to protecting Alameda's small-town community character. Since the regulation serves credible policy objectives, it would not be appropriate to eliminate the regulation. Because Measure A, which imposes the 2,000 square-foot-lot-requirement, is a Charter provision and subject to the vote of the electorate, there is no authority by staff or council to change the measure.

- i. *Inclusionary Housing Ordinance* In 2003, the City adopted a Citywide Inclusionary Housing Ordinance that requires all residential developments of five or more units to provide affordable units. Inclusionary housing provides a mechanism for the provision of affordable units in all residential developments. The affordable units must be dispersed throughout the development in an effort to include a mix of income levels within the residential development and must be built on-site.

While local authorities turn to inclusionary policies as a means to ensure affordable housing provision, opponents, argue that they may have harmful market effects. Some argue that requiring production of below-market-rate units within a project increases the prices of their market-rate units. Others have noted that costs can only be shifted to consumers if the homes would have otherwise been priced below prevailing market prices, and that the willingness and ability of renters and buyers to absorb these costs is limited. Thus, all or part of the costs will have to be borne by developers, or passed on to land sellers (through reduced land values). The presence of an inclusionary program may even dissuade developers from building at all within a particular jurisdiction, resulting in price increases in the existing stock over time.

Some inclusionary housing critics go further, arguing that the demand for lower-cost housing is generally satisfied by the older housing stock, and that price-capping new units is not the most efficient market intervention. There are numerous other affordable housing strategies, such as mortgage or rental assistance programs, that achieve affordability by supporting the consumer.

Inclusionary housing supporters counter that developer claims regarding costs are exaggerated, and that current interest in the strategy is tied, in large part, to its unique strengths as an affordable housing policy. First, by requiring the affordable housing to be developed as part of larger market-rate developments, it expands the supply of affordable housing and creates economically diverse communities. Second, inclusionary housing offers a way for communities to create affordable housing at little or no cost to local governments. Third, it addresses the challenge of creating affordable housing in communities in which very little land is deemed suitable for new housing. In that context, inclusionary housing is essential to ensuring that the price of housing available within a jurisdiction, particularly ones that are growing, matches the housing needs of local residents and provides shelter for a growing workforce. Fourth, simultaneous construction of affordable and market-rate units reduces the increased costs of producing affordable housing due to NIMBY (Not In My Back Yard) opposition and resulting lengthy challenges. These debates, though fierce, remain largely theoretical due to the lack of empirical research documenting either viewpoint.

Because the inclusionary housing ordinance guarantees the provision of affordable units, the City believes it is an appropriate mechanism. Most housing opportunity sites within Alameda are within redevelopment areas where inclusionary requirements are mandatory regardless of the City-wide ordinance.

3. Alameda Point

The City is relying on redevelopment of Alameda Point to meet a significant percentage of its regional share of housing needs. The large RHND allocation assigned to Alameda also reflects the assumption that Alameda Point would be available to accommodate that allocation. Although the City approved a plan in 2000 for redevelopment of this land for civilian housing, there are numerous constraints to construction of housing units on Alameda Point. These constraints include: 1) areas subject to tidelands restrictions; 2) Navy's installation restoration schedule for contamination remediation; 3) restrictions related to the National Register-eligible historic district; 4) US Fish and Wildlife refuge and associated land use restrictions; 5) transfer of military lands; 6) infrastructure reconstruction; and 7) traffic constraints. Following is a brief discussion of the issues related to these constraints.

- a. *Tidelands Trust Restrictions:* Approximately 955 acres at Alameda Point are located within the "Tidelands Trust." The original shoreline for the island of Alameda was altered when the Federal government established Naval Air Station (NAS) Alameda. A large area of fill extended the westerly area of NAS for military use. These lands are subject to the Public Trust for Commerce, Navigation and Fisheries, and under California state law, these lands must be devoted to Trust purposes through land uses that attract people to the waterfront, promote public recreation, protect habitat, or preserve open space. By state law, residential uses and general purpose industrial warehousing and commercial uses are not permitted uses on Tidelands Trust property. This entire area currently is not available for housing development. The City has facilitated the redesignation of Public Trust lands to accommodate housing and other uses. Senate Bill 2049, which took effect in 2000, enacts the Naval Air Station Alameda Public Trust Exchange Act ("PTEA"), the purpose of which is to facilitate the productive reuse of Public Trust lands designated for commerce, navigation and fisheries. Under this bill, exchanges of Public Trust Lands will be made within the NAS property. Released land from the Public Trust will become mixed use development under the Alameda Point General Plan. The laws regarding use of tidelands are beyond the control of the City of Alameda. Navy land within the Tidelands Trust must first be deemed free of contamination by the State Lands Commission, before they can be developed.
- b. *Remediation of Hazardous and Toxic Materials:* Within Alameda Point, there are several geographic areas which are contaminated with hazardous and toxic materials, such as petroleum hydrocarbons in soil and groundwater, polyaromatic hydrocarbons, volatile organic compounds, and radionuclides and metals. The Navy is legally responsible to assess adequately and clean up all environmental contamination on Alameda Point, but is not necessarily required to clean to a level which would permit residential development. The Navy is proposing to meet its remediation obligations by placing limitations on future use of the property so that use is consistent with the level of cleanup. Alameda is negotiating to limit the Navy's use of this approach at Alameda Point but ultimately the City must abide

by federal and regulatory agency decisions on this matter. While the City anticipates full transfer of the military lands to the City over a period of approximately five years, the schedule for transfer is subject to the Federal funds available for remediation, and is based on the extent of cleanup involved as each site undergoes remediation. The need for environmental remediation represents potential delays in sites becoming available for transfer and redevelopment and may limit future residential use of the property. The City is working with the Navy and the will work with the Master Developer of Alameda Point to expedite clean up efforts and allow for residential and other uses on Alameda Point. Further, the City will continue to work with the California federal legislative delegation to ensure that Congress appropriates adequate clean funds to the Navy. Early transfer of the Navy property to the City depends on approval from both the US Environmental Protection Agency (EPA) and the State Department of Toxic Substance Control (DTSC).

- c. *Historic District:* As part of base closure, the Navy determined, and the California State Historic Preservation Officer concurred, that the historic “core” of NAS Alameda was a significant historic resource eligible for the National Register of Historic Places. As such, it is eligible for protections under the National Historic Preservation Act. The City has designated this area as an historic district



and as a City Historic Monument. Exterior alterations to historic monuments must be reviewed for approval by the City’s Historic Advisory Board. In addition, the Historic Advisory Board must make specific findings about the economic infeasibility of rehabilitation before approving an application to demolish an historic resource. The Historic District covers a significant portion of the area to be transferred to the City. Any development within the District needs to be done in compliance with protecting the contributing historic resources on the site, or the City must prepare an Environmental Impact Report assessing the adverse environmental impacts and make findings of overriding consideration before affecting the resource. The City has an aggressive adaptive reuse program on Alameda Point that provides for the rehabilitation of historic structures consistent with the standards promulgated by the US Secretary of the Interior. The City will continue to reuse historic structures where appropriate and require that new development be sensitive to the historic district on Alameda Point. The standards for rehabilitation of historic structures promulgated by the US Secretary of the Interior are beyond the control of the City of Alameda.

- d. Wildlife Refuge:* About 565 acres of land at Alameda Point are designated as a wildlife refuge. On this site is a breeding colony of the endangered California Least Tern as well as a very large colony of Western Gulls. In addition to the land area, 413 acres of water area are included in the wildlife refuge, which offer habitat to numerous fishes and foraging areas for sea birds. The breakwater is also a haul-out for Harbor Seals and includes a California Brown Pelican roost. To avoid adverse impacts to the endangered species, the Navy was required by the Federal Endangered Species Act to enter into an agreement with the USFWS concerning predator management and development controls on properties that are transferred from the Navy to the City. The Biological Opinion was required under a Section 7 consultation for Navy transfer of property because the transfer may affect federally-listed species, in this case, the California Least Tern and California Brown Pelican. The March 1999 Biological Opinion issued by the USFWS to the Navy includes terms and conditions that restrict land use adjacent to the refuge, including prohibitions on new buildings (including housing). The Wildlife Refuge is an area not available for development, and is also restricted by Tidelands Trust restrictions.
- e. Transfer of Military Lands:* The City completed the environmental review necessary to accept the federal lands, and in June 2000, the federal government issued the Record of Decision to identify the transfers of the property. However, there are still significant issues to be resolved before the lands can be transferred. The most significant issues are related to environmental cleanup of hazardous and toxic materials and a land purchase price, as discussed above. While the reoccupation of existing military housing is feasible prior to transfer of Base property, development of new housing on the former military lands cannot occur until transfer has been completed.
- f. Infrastructure:* Alameda Point will require extensive infrastructure improvements in order to allow for redevelopment. For example, it is estimated that the redevelopment of Alameda Point will require:

Roadway System	\$ 49,823,000
Utility Improvements	\$ 71,582,000
Site Preparation	\$175,903,000
Parks & Recreation	\$ 52,000,000
Soft Costs	\$106,000,000
Total Estimated Cost	\$455,308,000

Source: Master Infrastructure Preliminary Cost Estimate – Concept Master Plan (July 2008) by Carlson, Barber & Gibson, Inc.

To a significant extent the availability of funding for the necessary infrastructure improvements is dependent upon a healthy market for residential and non-residential development.

- g. Traffic Constraints:* Traffic capacity within the Webster Street corridor represents a very real constraint on how much development may occur at Alameda Point and within the transitioning Northern Waterfront area. As part of adopting the

General Plan Amendment for the reuse of Alameda Point, the City has and may have to in the future adopt policies and regulations, which affect the timing, density and/or location of future development to match available capacity. This may impact both residential and non-residential development in Alameda. Caltrans, the City of Oakland and the Port of Oakland are three governmental agencies with regulatory control over construction of additional traffic improvements in this corridor. Funding for such improvements would rely on numerous local, regional, State and federal government agencies. The City is committed to working with these agencies to provide an expanded range of transportation alternatives, as well exploring feasibility of alternative transportation modes to connect Alameda with Oakland, and the greater Bay Area.

In summary, the City is committed to providing its share of regional housing need on Alameda Point. The City's success in constructing this housing is dependent on numerous other local, regional, state and federal agencies that share regulatory, funding and other responsibilities with the City of Alameda.

4. City Charter Article XXVI

There was concern in the early 1970's about the loss of historic Victorian structures and the impacts of increasing residential densities resulting from tearing down Victorian-era homes for development. Some felt that with additional multi-family dwellings there were impacts on traffic, City taxes, and the residential quality of the community. Alameda voters in March 1973 approved initiative Charter Amendment "A" (aka Measure A), which amended the City Charter as follows:

Section 26-1. There shall be no multiple dwelling units built in the City of Alameda.

Section 26-2. Exception being the Alameda Housing Authority replacement of existing low cost housing units and the proposed Senior Citizens low cost housing complex, pursuant to Article XXV of the Charter of the City of Alameda

As a charter amendment enacted by the voters, Measure A can only be repealed or modified by a vote of the electorate.

The City Council implemented Measure A in May 1973 by adopting Ordinance No. 1693 N.S., which added Chapter 4 to Title XI of the Alameda Municipal Code. This ordinance defined "multiple dwelling units" as follows:

A residential building whether a single structure or consisting of attached or semi-attached structures, designed, intended or used to house, or for occupancy by three or more families, or living groups, living independently of each other, located in districts or zones authorized therefore. Each such family or group is deemed to occupy one such dwelling unit.

In December 1984, the City Council adopted Ordinance No. 2219, amending Chapter 4 of Title XI of the Municipal Code to interpret Measure A as prohibiting the alteration of an existing building to increase the number of multiple dwelling units beyond a maximum of two units in any one structure.

Thus, Measure A has been interpreted to prohibit the development, through new construction or alteration of an existing structure, of more than two dwelling units in a single structure. This interpretation, however, would allow development of as many two-family structures on a single lot as is legally allowed by the regulations of the zoning districts in which such structures are authorized.

The City Council, through adoption of Ordinance No. 2278, also amended Chapter 4 of Title XI of the Municipal Code in April 1986 to allow for replacement of two-family or multi-family units destroyed by fire or other disaster as follows:

Section 30-53.3. Exception. Destroyed Building. A building permit may, notwithstanding the immediately preceding section, be issued to rebuild all dwelling units, or any parts thereof, of record at the time the building within which they are located becomes a destroyed structure, as defined in Section 30-51.1, provided that all codes and regulations other than the zoning regulation density requirements are met by the reconstruction. All zoning regulation requirements which do not require a smaller number of units (or) units smaller in area shall be met.

Section 30-51.1 defines a destroyed structure as a “residential building containing multiple dwelling units which is damaged to the extent of more than seventy (70%) percent of its value, or destroyed, by an accidental circumstance, including vis major, act of God, irresistible and insuperable cause occurring without the intervention of the owner or his agent, earthquake, lightning, storm, flood, fire caused by an outside or unavoidable means, enemy action, insurrection, riot, calamity caused by the elements, or other destruction reasonably beyond the control of the owner or his agent.”

This, in effect, made all existing multiple-family units legally conforming uses.

Since its passage in 1973, there have been two unsuccessful attempts to gain voter-approved exceptions to Measure A. In 1979, Alameda voters turned down a ballot measure that would have approved construction of 50 to 100 additional rental units on a specific site in the West End of the city. In 1984, Alameda voters rejected an exemption to Measure A to accommodate a private proposal to construct 272 residential units in a renovated industrial building.

One might expect the City’s implementation of Measure A to mean that the City has not authorized any apartment-type housing units, (that is, units in buildings with three or more housing units.) In fact, the City has constructed the 60-unit Neptune Gardens and approved the 39-unit Shinsei Gardens project. Furthermore, Alameda has a relatively

large percentage of multi-family units compared to other cities in the East Bay. More than fifty percent of all units are in structures with two or more units¹.

Because the Charter Amendment was considered a restrictive housing policy, some people voiced concerns at the time of adoption and later during the preparation of the 1990 Housing Element that:

The policy would restrict the proportion of low income households in the city.

Response: Communities in the San Francisco Bay Area have experienced a significant increase in housing costs in the last few years, which has exerted pressure on low income families to move to more affordable housing in other communities. The number of affordable units on the market in Alameda is decreasing due to regional market forces. It is unlikely that Measure A has had an impact. Multi-family units, if built, would be rented at market rate unless publicly subsidized. The proportion of publicly assisted units to market units has increased in the last few years.

The policy would restrict the proportion of minority households in the City.

Response: The City has experienced an increase in minority households to the extent that in 2000 minorities constituted approximately 43 percent of the City's total population compared to approximately 30 percent in 1990.

The City would not have an adequate supply of apartment-type housing units.

Response: Only three cities in Alameda County (Berkeley, Oakland, and Emeryville) exceed the City of Alameda in the proportion of multi-family housing to single family housing. As of January 1, 2000, 50.54 percent of Alameda's housing units were classified as multi-family, of which 10,300 units are in buildings with three or more units. Of the cities in Alameda County with more than 20,000 housing units, Alameda has the fewest number of single-family detached housing units.

While Measure A restricts the type of housing that can be built in Alameda, Measure A does not constitute a significant constraint on the production of affordable housing in Alameda in the context of other governmental and non-governmental constraints, particularly those related to the development of Alameda Point. These constraints are noted earlier in this chapter and include:

- 1) areas subject to tidelands restrictions,
- 2) the Federal Installation Restoration schedule for contamination remediation,
- 3) restrictions related to the National Register eligible historic district,
- 4) US Fish and Wildlife refuge and associated land use restrictions,
- 5) transfer of military lands,
- 6) infrastructure reconstruction, and

¹ 2000 Census

7) traffic constraints.

Furthermore, there is no indication that by removing Measure A's limitations, more affordable housing would be built. Given prevailing high land and construction costs, new development that is more dense than is permitted under Measure A is not likely to be affordable to very low or low income households.

For the 2001-2006 Housing Element, the City analyzed the impacts of Measure A with the assistance of Keyser Marston Associates, Inc. (advisors in real estate, redevelopment, affordable housing, etc.). The study estimated the amount of financial assistance that would be necessary in order to develop apartment rental units at a density of 30 units per acre that would be deed restricted to very low, low and moderate incomes and also analyzed the amount of assistance that would be required to develop low-density affordable ownership and rental units to reflect HUD's recently adjusted household incomes.

It was determined that the development of affordable housing generally requires a significant public subsidy, however the amount of subsidy needed for rental multi-family apartment units is considerably less than what would be required for meeting the same levels of affordability with low-density duplex units. As shown in Table VI-3 for rental units, it is estimated that the development of multi-family rental apartment units would require a subsidy of approximately \$81,000 for very low income units, \$59,000 for lower income units and no subsidy for moderate income units. Table VI-4 shows the amount of subsidy required for low density duplex construction is significantly more. A very low income duplex unit is estimated to require a subsidy of approximately \$147,000 per unit (compared to \$81,000 per unit for a comparable apartment unit).

As is reflected in Table IV-3 the costs for development and corresponding need for subsidy is greater for lower density projects. The primary reason for reduced costs is the per unit land costs, which are significantly less for multi-plex projects than they are for single family and duplex units. The apartment units require less assistance due to lower construction costs, which include the reduced land and site preparation costs per unit.

Table VI-3 Rental Unit Required Subsidy

Level of Affordability/ Maximum Dwelling Units/Acre	Estimated Supported Value/Per unit	Estimated Development Cost, Per Unit	Estimated Required Assistance, Per Unit
Very Low Income (Duplex)	\$124,000	\$271,000	\$147,000
Very Low Income 30 DU/Acre	\$130,000	\$211,000	\$81,000
Lower Income (Duplex)	\$146,000	\$271,000	\$125,000
Lower Income 30 DU/Acre	\$152,000	\$211,000	\$59,000
Moderate Income (Duplex)	\$224,000	\$271,000	\$47,000
Moderate Income 30 DU/Acre	\$230,000	\$211,000	\$0

Table VI-4 Ownership Unit Required Subsidy

Level of Affordability	Supported Home Price	Development Cost	Required Assistance
Very-Low Income	\$87,100	\$271,000	\$183,900
Lower Income	\$137,200	\$271,000	\$133,800
Moderate Income	\$278,300	\$271,000	\$7,300

As part of the public process for this Housing Element, the Planning Board requested and the City sponsored a Housing Element/Measure A Forum in February 2008. Speakers provided a historical context to Measure A and its legislative history. There were then two panel discussions that focused on the benefits and limitations of Measure A on the development of housing and whether Measure A affects auto use and transit options in Alameda. An open forum followed for public comment and Planning Board consideration. Appendix A contains the Summary Report for this workshop, which attracted approximately 75 people.

Having more fully evaluated the effects of Measure A on housing and transportation, the City does identify it as a constraint. This constraint is being mitigated, however, through a number of programs and measures identified in this Element including the write down of the cost of City owned property, increased inclusionary requirements and expenditure of redevelopment set-aside funds. The vast majority of property to be developed over the life of this Housing Element is or is anticipated to be owned by the City of Alameda and the cost of land can be written down to a level whereby the City can subsidize the units and ensure affordability.

5. Measure A Exception

The City Council agreed in the 1990 Settlement Agreement on the Guyton vs. City of Alameda case that Section 26-2 (i.e., Measure A) of the City Charter allows the Alameda Housing Authority to replace, with multi-family housing, 325 low cost housing units. This number represents the number of low cost units lost when the former Buena Vista Apartments were converted to the market rent Bridgeport Apartments (now called Summer Homes Apartments). The City agreed that 325 units of multi-family housing can be built at densities allowed as of January 1, 1990, even if Zoning and General Plan changes were subsequently adopted that would reduce allowable densities. This exception has been used to create Breakers at Bayport and Shinsei Gardens. The balance of the 325 units will likely be used at Alameda Point.

6. Development Processing Procedures, Standards and Fees

Government policies and ordinances regulating development affect the availability and cost of new housing. Land use controls have the greatest direct impact, but development approval procedures, permit fees, building code requirements, and the permit processing time can affect housing costs as well. This section addresses the relationship of development fees, processes, and standards to the production of housing.

a. Permit Processing Procedures

In 2000, the City of Alameda merged its Planning Department and its Building Department. The new Planning and Building Department has responsibility for short and long-range planning, code enforcement, inspections, and permitting. The consolidation of these two departments has facilitated coordination and consultation on projects. The City continues to redesign its permitting and code enforcement systems to improve internal efficiency and better serve the development community. For nearly twenty-five years, Alameda's Building Services Division of the Planning and Building Department has operated a Permits Center application intake function to process building and construction-related permits for four (now three) City service groups: Building Services, Planning, Public Works/Engineering and Fire Prevention. As early as 1993, the City of Alameda began exploring options to improve the development review process through its participation in the Red Tape Round Table of the Alameda County Economic Development Advisory Board. Close analysis of existing administrative procedures and detailed questionnaires administered to members of the development community revealed a countywide need to streamline permitting and code enforcement processes.

Throughout the 1990s, Alameda instituted a number of incremental improvements to streamline existing procedures, and in 2000 the City began to undertake a major systemwide redesign of the entire development review process. The City's Land Development Review Team, in conjunction with outside consultants, initiated an extensive review of current procedures, interviewing a wide variety of customers and staff members. The resulting report provided detailed recommendations for system redesign in five arenas: core business processes; people interactions; regulatory framework; technology; and organizational structure. Key elements of the improvement process include updating the City regulatory code, undertaking a space-planning effort for involved departments, and establishing a One-Stop concept for permitting services. In particular, the One Stop Center will help streamline and expedite the permit process by housing all permit review and approval functions in the same facility. Procedures also will be established to make it easier and faster to navigate the permit process.

Redesign of the development review system was completed in December 2002. Currently, the Planning and Building Department is developing plans to re-use the historic Carnegie Library and adjacent Foster House as a consolidated permit center.

b. On-Site Improvement Standards

The City of Alameda requires on-site improvements such as curbs, gutters, and sidewalks, similar to those required by most other jurisdictions in the Bay Area. The City's on-site improvement requirements are not considered a constraint to the production of affordable housing in the City, except at Alameda Point. This is because most of the City is fully built-out and the few vacant lots that remain are generally up to City standards. However, the infrastructure needs at Alameda Point are extensive, primarily because the Navy was not required to conform to State and local codes. The underground wet and dry utilities, including sanitary sewer systems,

are not located within the existing street system at Alameda Point. They will have to be reinstalled underground within properly dedicated right-of-way easements. In other words, it is assumed that the gas, electric, storm water, potable water, wastewater and street systems must all be replaced with systems that meet local codes and standards. However, where reuse of existing buildings is expected to occur, such as in the Historic District, adaptive reuse can occur without substantial infrastructure development.

c. Building and Housing Codes

The City of Alameda has adopted and administers the California Building Standards Code. This code includes the following codes:

- 2007 California Building Code
- 2007 California Plumbing Code
- 2007 California Mechanical Code
- 2007 California Electrical Code
- 2007 California Historic Building Code
- 1997 Uniform Code for the Abatement of Dangerous Buildings
- 2007 California Fire Code
- 2007 Uniform Administrative Code
- 1997 Uniform Housing Code

The City has modified some sections of the Uniform Administrative Code, California Building Code, California Electrical Code, California Plumbing Code, and the California Mechanical Code. Modifications include changes to the appeals process, permit expiration dates, permit fees, and other minor changes. None of the modifications to the Uniform Codes constitutes a constraint on the development of affordable housing.

Enforcement of the adopted codes focuses primarily on review of new construction proposals to ensure that they comply with minimum health and safety standards. But like many jurisdictions, Alameda's resources to mount proactive code enforcement are severely limited. Violation correction typically results in code compliance without adverse effects upon the availability or affordability of the housing units involved. Enforcement of the City's voluntary amnesty program (a process for legalizing undocumented dwelling units) actually results in a net increase of legal dwelling units available in the city.

d. Permit Fees

Fees are collected by the City to help cover the costs of permit processing, inspections, environmental review and the provision of services such as sewers and storm drainage. These fees typically are assessed on a per unit basis in residential developments. Fees charged for building permits are based on a fee study completed in 2004. The total amount collected in fees covers all associated processing and inspection costs.

Table VI-5 provides a breakdown of the fees required for construction of a typical detached single-family home and a duplex.

**Table VI-5
City of Alameda Permit Fees**

<i>New 2000 Sq. Ft. Single Family Dwelling</i>		<i>New 3000 Sq. Ft. Duplex (1500 Sq Ft Each Unit)</i>	
Building Permit Fee	1,560	Building Permit Fee	2,148
Electrical Permit Fee	312	Electrical Permit Fee	430
Plumbing / Mechanical Permits	546	Plumbing / Mechanical Permits	752
Plan Check Fee	1,560	Plan Check Fee	2,148
Permit Filing Fees	144	Permit Filing Fees	144
Concurrent Plan Check Fee*	1,560	Concurrent Plan Check Fee*	2,148
CPO - Other	12	CPO - Other	24
Sewer Connection Fee	700	Sewer Connection Fee	1,400
CDF Fee**	3,336	CDF Fee**	5,632
Records Management	100	Records Management	100
Design Review Fee	488	Design Review Fee	702
School Fee	4,100	School Fee	6,150
SMIP Fee	20	SMIP Fee	29
Police and Fire Fees	310	Police and Fire Fees	465
Improvement Tax	1,950	Improvement Tax	2,926
Dwelling Unit Tax	1,138	Dwelling Unit Tax	2,276
Total	17,836	Total	27,474

*Concurrent Plancheck fee is not a required fee. Payment of this fee will reduce the permit processing time.

**CDF Fee varies throughout the City. Figure used is the most expensive.

Source: Alameda Planning & Building Department

The City has adopted a policy to waive City-controlled fees for new affordable units developed through the City's Substantial Rehabilitation Program. The City also rebates Transient Occupancy Tax charges on motel vouchers for the homeless. These funds are then used to serve the homeless population.

The City of Alameda has adopted two impact fees: the Affordable Housing Unit/Fee (AHUF) and the citywide Development Impact Fee, both pursuant to Government Code (AB 1600). The AHUF was adopted as a result of a 1989 study by the City of Alameda, which established a connection between employment from new or expanding non-residential use and the need for housing affordable to low and moderate-income people. The AHUF imposes requirements on new construction, expansion, and change of use of non-residential properties. The requirements can be satisfied either by the provision of housing units affordable to low and moderate income households or by the payment of an in-lieu fee. This fee has been adjusted for inflation, creating substantial additional revenue for subsidizing the creation of new affordable housing.

- e. The City may require the installation of physical improvements off-site to mitigate the adverse environmental impacts of housing development within the jurisdiction. These off-site improvements can include traffic control measures or capacity enhancements, the development of park facilities, water or sewer capacity enhancements or other enhancements to impacted infrastructure. To the extent that these required improvements reduce the feasibility of affordable housing developments, the City or its redevelopment agency may subsidize the provision of the off-site improvements with various sources of housing funding.

In 2000, the City also undertook a nexus study to determine whether it should adopt a citywide Development Fee Ordinance. The study illustrated that the City had no comprehensive fee program that considered the overall impacts of new development on citywide infrastructure and service needs. The study also noted that the City imposes relatively few impact fees (i.e., AHUF, a Dwelling Unit Tax and a Police and Fire Impact fee). It further concluded that compared to many other cities in the region, Alameda imposes relatively low aggregate fees on new residential development. The study concluded that the City could impose a development fee to cover current growth projections and infrastructure requirements without compromising future development, as the imposed fees were comparable to other East Bay cities. Table VI-7 illustrates the citywide Development Fee structure.

Table VI-6
Alameda Citywide Development Fees by District and Land Uses

<i>Land Use/Category</i>	<i>CITY DISTRICT</i>			
	<i>West End</i>	<i>Northern Waterfront</i>	<i>Central/ East End</i>	<i>Bay Farm Infill</i>
CDF Fees Per Unit				
Single Family Low Density	\$3,239	\$3,018	\$3,014	\$2,052
Single Family Medium Density	\$2,832	\$2,655	\$2,652	\$1,882
Duplex	\$2,734	\$2,536	\$2,532	\$1,666
Work/Live	\$2,399	\$2,233	\$2,230	\$1,509
Multi-Family	\$2,517	\$2,320	\$2,316	\$1,450
CDF Fees Per SF of Bldg. Space				
General Industrial	\$2.77	\$2.36	\$2.36	\$0.59
Office/Commercial	\$4.03	\$3.45	\$3.44	\$0.93
Retail	\$4.20	\$3.58	\$3.57	\$0.88
Warehouse	\$1.60	\$1.37	\$1.36	\$0.35

Sources: City of Alameda; Economic & Planning Systems, Inc.

**Table VI-7
City of Alameda Affordable Housing Unit Fee**

<i>Category</i>	<i>Rate</i>	<i>Application Uses</i>
Non-Commercial/ Non-Industrial	Exempt	Publicly-owned building used for a public purpose; dwelling unit (per AMC 30-51.1); residential care facility for no more than six persons; family day care facility for no more than 12 children; bed and breakfast (no more than 10 bedrooms for rent); home occupation in residences w/home occupation permit; certain accessory uses to the above (e.g., property management office in a residential complex)
Office	\$3.45 per square foot <i>or</i> 20 units per 100,000 square feet	Office, including medical, professional, semi-professional, administrative, corporate, research and development, social service, non-profit, organization/association, church office
Retail	\$1.75 per square foot <i>or</i> nine units per 100,000 square feet	Establishment for the display and/or sale of merchandise or services (e.g., showroom, shop, customer service area, restaurant, salon, bank, travel office, dry cleaner, repair shop, service station, theater, banquet hall, for-rent conference facility, commercial marina, commercial parking garage, school museum, place of worship, funeral home); residential care facility (care for elderly, health-care center, nursing home) for more than six persons; any child care center; any family day care home for more than 12
Warehouse	\$0.60 per square foot <i>or</i> four units per 100,000 square feet	Warehouse, storage space
Manufacturing	\$0.60 per square foot <i>or</i> four units per 100,000 square feet	Factory, fabrication/production area
Hotel/Motel	\$885 per room/suite <i>or</i> five units per 100 rooms <i>or</i> suites	Any facility paying the transient occupancy tax (except bed and breakfast homes of 10 or less bedrooms for rent)

Source: Alameda Planning & Building Department

In conclusion, the City of Alameda's zoning regulations, historic preservation measures, and development procedures, standards and fees do not unduly constrain housing maintenance, improvement or development, nor have they been shown to adversely affect housing affordability. However, several of the City's regulations, such as Measure A and its parking requirements, place limits on the amount of residential development that can occur in the city. The City considers these regulations to be reasonable measures for accomplishing important public policy purposes and has adopted appropriate measures to mitigate their effects on housing supply.