

# General Plan Housing Element 2007-2014



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# 1 Executive Summary

## Introduction

Every jurisdiction in California must have a General Plan, and every General Plan must contain a Housing Element. This Housing Element is the City of Alameda's blueprint for meeting its housing needs, including housing affordable to low and moderate income families for the period July 2007 through June 2014. This Element was prepared in conformance with State of California requirements, which state in part:

*“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, mobile homes, and emergency shelters, and shall make adequate provision for the existing and projected needs of all economic segments of the community.”*

This Housing Element is organized as follows:

Chapter I provides an overview and summary of the major initiatives included in the Element.

Chapter 2 includes a statement of housing policy, including goals, quantified objectives, and implementation plan.

Chapter 3 is a review of the City's housing accomplishments during the period 1999-2006.

Chapter 4 provides an overview of Alameda's existing population and housing stock and projected housing needs.

Chapter 5 addresses Alameda's resources and opportunities for providing housing for the period 2007-2014.

Chapter 6 is an analysis of local and regional constraints to housing development.

Attachment 1 includes a summary of a citywide daylong workshop sponsored by the Planning Board on the effect of Alameda City Charter Article XXVI (Measure A) on housing opportunities.

Attachment 2 includes an assessment of homelessness in Alameda.

## Major Policy Themes

The major findings and initiatives included in this Element include:

**Island Setting:** Alameda is an island with little undeveloped land. All new housing will need to be provided on sites that were previously developed with other uses or on existing housing sites that can accommodate additional housing units.

**Unique Neighborhoods:** Due to its limited access to the regional transportation system, Alameda is a predominantly quiet, residential community. These unique characteristics are reflected in Alameda's neighborhoods, and new development within and adjacent to Alameda's existing neighborhoods must be carefully executed to ensure that the unique qualities of Alameda's neighborhoods are preserved.

**Respect for History:** The City's rich and diverse history is a resource that is reflected in its architecture and urban form. New development must respect and contribute to Alameda's unique pedestrian-oriented, pedestrian scaled character and form. Conservation and preservation of historic styles and neighborhoods must be a priority along with the goal of providing additional housing.

**Commitment to Housing:** Despite Alameda's constrained land area and limited access, Alameda has provided significant numbers of new housing for the full range of household incomes.

**Resources for Housing:** As described in Chapter 5, the City of Alameda has the ability to make land available for its Regional Housing Needs Determination (RHND). \

## Major Housing Initiatives for 2007-2014

This Housing Element identifies several major initiatives for 2007-2014:

- Alameda Landing. The Alameda Landing mixed use project adjacent to Alameda Point and the successful Bayport residential development represents the second phase of the eventual redevelopment and reuse of the former Naval Air Station/Fleet Industrial Supply Center.
- Northern Waterfront Redevelopment. These former industrial sites along the Oakland Alameda Estuary and the former Beltline railroad provide important opportunities to reconnect Alameda neighborhoods to the waterfront.
- Affordable Housing Development Regulations. The City of Alameda requires that all housing developments with more than nine units include "inclusionary" affordable housing. The priority for the period will be to examine the city's current affordable housing requirements and incentives to determine how best to facilitate affordable housing in private development projects.

- Smart Growth Development Regulations. In 2008, the City adopted the *Local Action Plan for Climate Protection* to reduce green house gas emissions that contribute to global warming. During this period, the City will continue to examine its policies and regulations to ensure that all new development exhibits smart growth, pedestrian-oriented, sustainable characteristics.
- Continuation of Successful Programs. Alameda has been very successful in the past and future success is anticipated in preserving existing housing stock and creating new affordable units using Community Development Block Grants, U. S. Housing and Urban Development grants, Affordable Housing Unit Fees and redevelopment funds.

### **General Plan Consistency**

State law requires that “the general plan and elements and parts thereof comprise an integrated, internally consistent, and compatible statement of policies.” The purpose of requiring internal consistency is to avoid policy conflict and provide a clear policy guide for the future maintenance, improvement, and development of housing within the city. All elements of the Alameda General Plan have been reviewed for consistency in coordination with the update to the Housing Element. The City plans to update its Land Use and Open Space Elements in 2013 and will continue to maintain General Plan consistency through ongoing review and revision where necessary.

In addition, per Assembly Bill (AB) 162 (Government Code Section 65302), the City will evaluate and amend as appropriate the safety and conservation elements of the general plan to include analysis and policies regarding flood hazard and management information.

### **Public Participation**

The California Government Code requires that local governments make diligent efforts to solicit public participation from all economic segments of the community, especially low-income persons, in the development of the Housing Element. During the preparation of this Housing Element update, public input was actively encouraged. The element was posted to the City’s website and a hard copy was available for review at City Hall. The Draft and Final Housing Element were also provided to the California Department of Housing and Community Development for review and comment.

In 2008, the Planning Board sponsored a Housing Element/Measure A Forum. 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. All housing organizations and interested parties were invited to the workshop.

On December 12, 2011, the City of Alameda Planning Board held a study session to inform the public that the City is working on an updated draft Housing Element that will address HCD's comments from its 2009 letter and set forth a schedule for resubmitting to HCD for certification. The following housing providers and advocates spoke at the meeting:

- Laura Thomas, President of Renewed Hope Housing Advocates,
- Bill Smith, Vice President of Renewed Hope Housing Advocates
- Lois Pryor, member of Renewed Hope Housing Advocates
- Lynette Lee, Member of Renewed Hope and former executive director for a non-profit organization that built and managed 1,400 affordable housing units throughout the Bay Area.
- Diane Lichtenstein, Vice President of HOMES
- Helen Sause, member of HOMES
- Doug Biggs, Executive Director of Alameda Point Collaborative
- Jon Spangler, Alameda resident

On March 12, 2012 the City of Alameda Planning Board held a meeting to review the latest draft of the Housing Element that included responses to HCD comments from their June 2009 letter.

Staff provided a presentation covering the major changes in the document that responded to HCD's questions including an updated vacant land inventory and identified zones for emergency shelters.

There were several community members that spoke in support of the updated Housing Element including the non-profit groups HOMES and Renewed Hope.

After some discussion of sites and clarification on the updated definitions including transitional housing, emergency shelters, and family, the Planning Board authorized the Housing Element to be submitted to HCD for a 60-day review.

In March and April 2012, in an effort to reach all segments of the community, the City contacted the following organizations, housing advocates, housing providers and interested parties to solicit public insight and feedback on the draft Housing Element.

- Renewed Hope
- Alameda Point Collaborative
- HOMES.
- Alameda Housing Commission
- Alameda Disability Commission

- Housing Authority
- Sierra Club
- Greenbelt Alliance
- Legacy Development
- Catellus Development
- Encinal, LLC
- Tim Lewis Communities.

Renewed Hope, a local housing advocacy group, has played a leadership role for the housing advocacy community in the evaluation of the City's current housing policies, standards, and requirements. Renewed Hope has also provided City staff with important recommendations and suggestions as to how the City could improve conditions for housing development, and affordable housing in particular. City staff has held several meetings with Renewed Hope and its associates over the last six months to discuss potential changes to city housing policies, zoning regulations, and city housing programs. Renewed Hopes assistance and advice has been an invaluable resource to the Housing Element update process.

In addition to meeting with housing advocates, City staff has presented the proposed Housing Element amendments and zoning amendments to the City of Alameda Housing Commission and the City of Alameda Commission on Disability as noticed public hearings. Both bodies provided important advise and recommendations for improvements to housing programs, policies and requirements.

Lastly, city staff is also in constant communication with the housing development community. These discussions have provided important insight into the factors, regulations and standards that can be implemented to facilitate good housing projects and avoid unnecessary constraints on housing development in Alameda.



# 2 HOUSING GOALS, POLICIES, OBJECTIVES, AND IMPLEMENTATION PLAN

This chapter presents Alameda’s goals, polices 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 and where appropriate, conserve existing 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 2007-2014 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 2-1 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, existing 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.
  - i. *Comply with Senate Bill 520*: Consistent with Fair Housing Law, the City will amend the Zoning Ordinance to include the definition of “family” as “One or more persons living together in a dwelling unit, with common access to, and common use of all living, kitchen, and eating areas within the dwelling unit”.
  - j. *Reasonable Accommodation*. Develop and formalize a general process that a person with disabilities will need to go through in order to make a reasonable accommodation request in order to accommodate the needs of persons with disabilities and streamline the permit review process.
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 Program*: 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 (13 affordable units) 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. *Inclusionary Housing*: Annually review the citywide 15% inclusionary requirement to ensure that the ordinance is not or does not constrain housing development, and revise as necessary within one year. The review will address impacts on housing costs, adequate incentives and flexibility of the ordinance.
- 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, 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.
- k. *Rental Housing for Lower Income Households*: Assist in the development of rental housing. The City will work with public or private sponsors to identify candidate sites for new construction of rental housing for lower income households. In addition, the City will also assist with site acquisition, fee waivers (as feasible), priority processing, and funding or supporting applications for funding.
- l. *Extremely Low Income Households*: The City will encourage the development of housing for extremely low- income households through a variety of activities such as outreaching to housing developers on an annual basis, providing financial assistance (when feasible) or in-kind technical assistance or land write downs, providing expedited processing, identifying grant and funding opportunities, applying for or supporting applications for funding on an on-going basis, reviewing and prioritizing local funding at least twice in the

planning period and/or offering additional incentives beyond the density bonus. In addition, the City will allow single-room occupancy units (SROs) to be permitted in the General Residential (R-5) District with a conditional use permit.

- m. *Funding for Pipeline Projects:* The City/Housing Authority will seek any available funding from State and Federal sources for which the projects identified in the Pipeline Report are eligible, and for future eligible projects for rental housing affordable to very low and low income households.

#### 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. The City will continue the outreach of quarterly public service announcements to 30 English and Spanish-speaking radio/television stations; monthly distribution of multilingual literature at the Alameda Police Department, the Alameda Food Bank; the Alameda faith community, schools; and other community based organizations such as Mastick Senior Center, the Alameda Girls' Club, and Alameda Family services; and presentations at community-based organizations.
- c. *Rezoning to Allow for the Development of Housing:* In an effort to meet the regional housing need, the City will rezone sites 1, 3, 4, 6, 8, 9, 11, 12, 16, 17, 18, 19, 20, 21, 22, and 24 to include the new multifamily zoning overlay. The City is relying on sites 1, 3, 4, 8, 16, 17, 18, 19, 21, and 22 to meet its lower income RHNA and therefore these sites will require a minimum of 16 units per site with a minimum density of 20 units per acre and will allow for a maximum of 30 units per acre. Sites 6, 9, 11, 12, 20, and 24 are included to meet the City's moderate and above moderate income RHNA and therefore will not have a minimum density but will allow for a maximum of 30 units per

acre. In addition the City will rezone site two, to allow for additional housing capacity.

All rezoned sites will permit owner-occupied and rental multi-family developments by right and will not require a conditional use permit, a planned unit development permit, or any other discretionary review. The City will ensure that at least 50 percent of the sites rezoned to meet the City's lower income shortfall will allow for residential development only.

- d. *Density Bonus Ordinance*: Continue to evaluate the City of Alameda Density Bonus Ordinance (AMC Section 30-17) to encourage and increase inclusion of additional housing units in new development projects.
- e. *Emergency Shelter*: The City will amend the Zoning Ordinance to define emergency shelters and allow them as a permitted use (by right) in the Intermediate Industrial (M-1) and General Industrial (M-2) districts without a conditional use permit or other discretionary review. The M-1 and M-2 zones are close to transit corridors and services. The City will ensure development standards will encourage and facilitate the use and only subject shelters to the same development and management standards that apply to other allowed uses within the identified zone.

In addition, the City will evaluate adopting development and managerial standards that will be consistent with Government Code Section 65583(a)(4) that include the following:

- The maximum number of beds or persons permitted to be served nightly by the facility.
- Off-street parking based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone.
- The size and location of exterior and interior onsite waiting and client intake areas.
- The provision of onsite management.
- The proximity to other emergency shelters, provided that emergency shelters are not required to be more than 300 feet apart.
- The length of stay.
- Lighting.
- Security during hours that the emergency shelter is in operation.

- f. *Transitional and Supportive Housing:* The City will amend the Zoning Ordinance to explicitly allow both supportive and transitional housing types in zones allowing residential uses. . The City will include definitions of transitional and supportive housing as defined in Health and Safety Code Sections 50675.2 and 50675.14, and permit both transitional and supportive housing types as a residential use subject only to the same restrictions on residential uses contained in the same type of structure.
- g. *Large Site Development:* To facilitate the development of affordable housing on smaller parcels (50 to 150 units in size), the City will routinely coordinate with property owners and give high priority to processing subdivision maps that include affordable housing units.
- h. *Universal Design:* To provide housing that is universally accessible, the City of Alameda will consider amendments to the Zoning Ordinance to require universal design elements in all new housing projects of 5 or more units.
- i. *Parking Standards:* The City will annually review parking standards to ensure they do not constrain housing development and will continue to reduce and/or waive parking requirements for affordable projects.
- j. *Measure A:* The City will continue to monitor Measure A to ensure it is not a constraint and will update as appropriate.

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



TABLE 2-1 Housing Implementation Framework 2007-2014

Action Plan	Target Objective <sup>1</sup>	Action Needed	Department	Program Funding	Time Frame
<b>1. Rehabilitation and Neighborhood Preservation</b>					
a. Rehabilitation Programs	Rehabilitation of 2 owner-occupied and 2 renter-occupied units per year (VL, L, E)	Continue programs	Community Development Department	CDBG	Ongoing
b. State and Federal Rehabilitation Financing Program	Obtain funding	Continue applying for funding, as available	Community Development Department	CDBG, HCD	Ongoing
c. Self-help in Rehabilitation	Technical assistance (VL, L, M, E)	Continue program	Community Development Department	CDBG	Ongoing
d. Minor Home Repair	Technical and financial assistance (VL, L, M, E)	Continue program	Community Development Department	CDBG	Ongoing
e. Retrofitting Homes for Accessibility (Accessibility Modification Program)	Accessibility modifications to 2 owner occupied and 1 renter occupied units per year (VL, L, E)	Continue program	Community Development 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

<b>Action Plan</b>	<b>Target Objective<sup>1</sup></b>	<b>Action Needed</b>	<b>Department</b>	<b>Program Funding</b>	<b>Time Frame</b>
i Comply with Senate Bill 520.	Ensure consistently with Fair Housing Law.	Amend the Zoning Ordinance to include the definition of “family”	Planning and Building Department	Community Planning Fee	Amend the Zoning Ordinance by January 1, 2013
j. Reasonable Accommodation Procedure	Develop and formalize a general process that a person with disabilities will need to go through in order to make a reasonable accommodation request in order to accommodate the needs of persons with disabilities and streamline the permit review process.	The City will provide information to individuals with disabilities regarding reasonable accommodation policies, practices, and procedures based on the guidelines from HCD. This information will be available through postings and pamphlets at the City and on the City’s website.	Planning and Building Department	Community Planning Fee	Amend the Zoning Ordinance by January 1, 2013
<b>2. Rental and Home Ownership Assistance</b>					
<b>Action Plan</b>	<b>Target Objective</b>	<b>Action Needed</b>	<b>Department</b>	<b>Program Funding</b>	<b>Time Frame</b>
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

<b>Action Plan</b>	<b>Target Objective<sup>1</sup></b>	<b>Action Needed</b>	<b>Department</b>	<b>Program Funding</b>	<b>Time Frame</b>
	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	Community Development Department	Dedicated Housing Funds	Ongoing
	Educate 200 workshop participants per year (VL, L, M, FH, LF)	Continue Home Buyer Assistance Workshops	Community Development 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	Community Development Department	Dedicated Housing Funds	Ongoing
e. Alameda County Mortgage Credit Certification Program	Continue program (M, FH, LF)	Continue program	Community Development Department	General Fund	Ongoing
f. Condominium Conversions	Ensure no undue hardship for tenants (VL, L, M, E)	Continue to enforce ordinance	Community Development Department	Planning & Building Fund	Ongoing
g. Foreclosure Prevention and Assistance	Fund Refinance Mortgage recovery loans (VL, L, M, E)	Start Pilot Project	Community Development Department	Dedicated Housing Funds	Ongoing
h. Rent Review Advisory Committee (RRAC)	Seek concessions in all appropriate cases. (A)	Staff committee and monitor for effectiveness	Community Development Department	CDBG/ Dedicated Housing Funds <sup>2</sup>	Ongoing

Action Plan	Target Objective <sup>1</sup>	Action Needed	Department	Program Funding	Time Frame
<b>3. New Housing Development</b>					
a. Inclusionary Housing Ordinance (APIP, BWIP, WECIP)	Increase housing development Citywide	Review requirement to ensure it is not an impediment	Community Development Department	Private financing/ tax increments/ federal and state programs	Annually monitor, starting in December 2012
b. Alameda Point Collaborative Substantial Rehabilitation	Maintain agreement to provide long-term leases (VL, L, FH)	Continue program	Community Development 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)	Community Development 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	Community Development 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	Community Development Department	AHUF funds	Ongoing
g. Inventory of vacant land	Annual update (A)	Field survey	Planning and Building	Planning & Building	Ongoing

<b>Action Plan</b>	<b>Target Objective<sup>1</sup></b>	<b>Action Needed</b>	<b>Department</b>	<b>Program Funding</b>	<b>Time Frame</b>
			Department	Fund	
h. Homeless shelter funding	8,000 bednights at Midway Shelter per year (VL, H)	Fund and monitor program	Community Development 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
k. Rental Housing for Lower Income Households:	Work with public or private sponsors to identify candidate sites for new construction of rental housing for lower income households.	Staff coordination with public and private sponsors	Housing Authority	Community Planning Fee	At least twice within the planning period. As projects are approved through the Planning
l. Extremely low income households	Assist in the development of housing for extremely low income households	Amend the zoning ordinance to allow SROs in the R-5 district.	Community Development Department	Planning & Building Fund	Amendments adopted by January, 2013
m. Funding for Pipeline Projects	The City of Alameda/Housing Authority prepared an October 5, 2010 Report entitled Affordable Housing: Development Pipeline, FY 2010-2015. Affordable housing development is a long-term effort and requires that multiple projects be in various stages of pre-development and development to ensure on-going delivery of new affordable housing for the community. A key factor in developing affordable housing is securing sufficient funding.	The City/Housing Authority will seek any available funding from State and Federal sources for which the projects identified in the Pipeline Report are eligible, and for future eligible projects for rental housing affordable to very low and low income households.	Housing Authority of the City of Alameda.	HOME, TCAC, Affordable Housing Unit/Fee	Annually report on progress of projects identified in the Pipeline Report , and any future projects.

Action Plan	Target Objective <sup>1</sup>	Action Needed	Department	Program Funding	Time Frame
<b>4. Government Process and Role</b>					
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 to contract with ECHO or another agency to provide fair housing and tenant-landlord mediation services and continue to publicize the program through brochures and the City's website.	Housing Authority	CDBG	Ongoing
c. Rezoning to Allow for the Development of Housing	Rezone sites 1, 3, 4, 6, 8, 9, 11, 12, 16, 17, 18, 19, 20, 21, 22, and 24 to include the new multifamily zoning overlay and site 2 to allow for additional housing development.	Initiate rezone	Planning and Building Department	Community Planning Fee	Initiate in March, complete by January 2013.
d. Density Bonus Ordinance	Encourage a large percentage of affordable housing units in housing development projects	Continue to ensure compliance with State Density Bonus law.	Planning and Building Department	Community Planning Fee	Ongoing, as projects are processed through the Planning and Building Department Annually monitor, starting in December 2012
e. Emergency Shelter	Define and allow for-emergency shelters by right in the M-1 and M-2 districts.	Amend the Zoning Ordinance to define and allow for emergency shelters	Planning and Building Department	Community Planning Fee	Comply with SB2 by January 2013

Action Plan	Target Objective <sup>1</sup>	Action Needed	Department	Program Funding	Time Frame
f. Transitional and Supportive Housing	Include definitions of transitional and supportive housing as defined in Health and Safety Code Sections 50675.2 and 50675.14, and allow them as a permitted use subject to only the same restrictions on residential uses contained in the same type of structure.	Amend the Zoning Ordinance to define and allow for transitional and supportive	Planning and Building Department	Community Planning Fee	Comply with SB2 by January 2013
g. Large Sites	Facilitate the development of affordable housing on smaller parcels (50 to 150 units in size)	Routinely coordinate with property owners and give high priority to processing subdivision maps that include affordable housing units	Planning and Building Department	Community Planning Fee	Ongoing, as projects are processed through the Planning and Building Department
h. Universal Design	Provide housing that is universally accessible in all new housing projects of 5 or more units.	Consider amendments to the Zoning Ordinance to require universal design elements	Planning and Building Department	Community Planning Fee	By January 2013
i. Parking Standards	Ensure Parking requirements do not constrain housing development	Annually review parking standards and continue to reduce and/or waive parking requirements for affordable projects	Planning and Building Department	Community Planning Fee	Annually review parking standards and allow for reduced and/or waived requirements as projects are processed through the Planning and Building Department
j. Measure A	Continue to monitor Measure A and update as appropriate.	Annually Monitor	Planning and Building Department	Community Planning Fee	Annually monitor and revise within one year if necessary

<sup>1</sup>A (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)

<sup>2</sup> 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

Table 2-2, Summary of Quantified Objectives

Category	Income Level					Total
	Extremely Low	Very Low	Low	Mod.	Above Mod.	
ABAG Regional Housing Needs Determination for the time period 1/1/2007 to 6/30/2014	241	241	329	392	843	2,046
<b><u>NEW CONSTRUCTION</u></b>						
<b>Units Provided Through Housing Programs</b>						
626 Buena Vista		2	4	2	0	8
Islander Lodge Motel	9	25	27	1	0	62
North Housing		60	59	0	316	435
Shinsei Gardens	7	16	15	1	0	39
Substantial Rehabilitation <sup>1</sup>		10	0	0	0	10
Amnesty Units		0	0	70	0	70
Housing for City/School Employees		8	8	0	0	16
<b>Total New Construction</b>	<b>16</b>	<b>121</b>	<b>113</b>	<b>74</b>	<b>316</b>	<b>640</b>
<b><u>CONSERVATION</u></b>						
<b>Existing Housing Choice Vouchers</b>						
(Households)	1,159	216	40	5	0	1,420
FASCA Units	7	5	1	0	0	13
<b>Total Conservation</b>	<b>1,116</b>	<b>221</b>	<b>41</b>	<b>5</b>	<b>2</b>	<b>1,433</b>
<b><u>REHABILITATION</u></b>						
Rehabilitation Programs (Units)		5	43	43	0	91
Minor Home Repair (Units)		2	10	30	0	42
Accessibility Modification Program		0	21	21	0	42
<b>Total Rehabilitation</b>	<b>0</b>	<b>7</b>	<b>74</b>	<b>94</b>	<b>0</b>	<b>175</b>

<sup>1</sup> Assumes 2 units per year will be rehabilitated



# **3 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**

Table 3-1, Completed and Approved Projects, details the City's housing accomplishments in new construction, rehabilitation preservation and approved projects.

## **B. Housing Rehabilitation**

As is evident from Table 3-1 Completed and Approved Projects and Table 3-2, 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 with use of a variety of funding sources (HOME, RDA, Tax Credits, CDBG, HOPWA, State MHP).



Table 3 -1, Completed and Approved Projects

Location	Total Units	Income Level				Information and Current Status
		Very Low	Low	Mod	Above Mod	
<b>1999 to 2006</b>						
460 Buena Vista	26	11	15			Acquired by Housing Authority and Rehabilitated / Completed in 2000. Units are now 100% affordable.
The Gardens / Buena Vista	83			8	75	New Construction / BWIP / 8 inclusionary units / Completed in 1999
1109 Buena Vista	2		2			New Construction / Completed in 2000
Playa Del Alameda / Crolls Garden Court	40	40				Section 8 Opt-Out, Refinanced and Rehabilitated with long term affordability in 2000
746 Eagle	1	1				Housing Authority Rehabilitation / Completed in 2000
2201 Santa Clara	3		3			Housing Authority / Land Trust Model Homeownership / New Construction / Completed in 2001
Marina Cove Phase I - Buena Vista and Hibbard	83	6	2	5	70	Completed 83 of 152 approved units in first phase/ BWIP
CDBG Sub. Rehab.	22	22				Substantial rehab, with use of CDBG funding. Units now have a 15 year affordability covenant
Westline / Otis Drive	3				3	Completed / Approved Planned Development
43 County Road	5				5	Completed
Elders Inn / 1721 Webster	52				52	Completed / BWIP / 52 Assisted living units
Aegis / 2415 Mariner Square Dr	93				93	Completed/ Assisted living units
Bay Cove (3500 Oleander)	28				28	Completed subdivision of 28 single family units
Bayport	485			48	437	Completed Inclusionary Units
AP-West Housing	200	200				Substantial Rehab Completed / BWIP, HOME, County, State, CDBG. This project has a 59 year covenant., Military Conversion
AP- Big Whites	68				68	Minimal Rehab - Military Conversion
Breakers at Bayport Apartments	52	18	34			Completed / BWIP, Funded with HOME, MHP, TCAC, and AHP.
Breakers at Bayport Townhomes	10			10		Funded with inlieu fees

Location	Total Units	Income Level				Information and Current Status
		Very Low	Low	Mod	Above Mod	
<b>2007 to Present</b>						
Shinsei Garden Apartments <sup>1</sup>	39	23	15	1		Construction Completed / HOME funds, RDA, State MHP, Tax Credits
Buena Vista Commons	8			8		Construction Completed/ HOME funds, RDA
461 Haight	2	2				Built In 2009, CIC purchased an affordable housing covenant
Boatworks (Clement@Oak)	182	0		22	160	Entitled project
Alameda Landing	300	18		57	225	Approved project / Inclusionary Units
Grand Marina	40	1	2	3	34	Completed / Inclusionary Units
2438 Central Ave (Islander Hotel) <sup>1</sup>	62	34	27	1		Rehab of a motel conversion to affordable housing. HOME funds, HOPWA, Tax Credits, RDA. This project will have a 57year covenant.
2216 Lincoln	19	18		1		Approved TCAC project 57 year covenant. 100% ADA
Versailles	11		1	1	9	Approved single family lots
Sub Rehab CDBG	7	7				Substantial rehab, with use of CDBG funding. Units now have a 15 year affordability covenant
<b>TOTAL Rehab</b>	<b>425</b>	<b>314</b>	<b>42</b>	<b>1</b>	<b>68</b>	
<b>TOTAL New Construction</b>	<b>1,501</b>	<b>87</b>	<b>59</b>	<b>164</b>	<b>1,191</b>	
<b>TOTAL ALL UNITS</b>	<b>1,926</b>	<b>401</b>	<b>101</b>	<b>165</b>	<b>1,259</b>	

Source: City of Alameda, 2012

<sup>1</sup>Projects include extremely low- income units.

Table 3-2, Evaluation of 2001-2006 Housing Policies

**A. Rehabilitation and Neighborhood Preservation**

<i>Policy 2.a.i. Promote the conservation and rehabilitation of the City's existing housing stock.</i>		
<b>Action Plan:</b> Administer rehabilitation programs to support the preservation of owner-occupied and renter-occupied housing units.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<p><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.</p> <p><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.</p> <p><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.</p> <p><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>	<p>Completed 33 units and exceeded the target rate of two units per year.</p> <p>Completed 85 units and exceeded the target rate of eight units per year.</p> <p>Federal Programs discontinued during planning period. No activity with these programs.</p> <p>No targets set for this program.</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.</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.</p> <p>Consider enhancing staff capacity in order to be more aggressive in seeking funds from state and federal affordable housing programs.</p> <p>Continue this informal program and strengthen ties to financing agencies, and private and nonprofit educational organizations (e.g., Owner Builder Center, Home Depot).</p>

<i>Policy 2.a.ii.</i>	<i>Preserve and expand the City's supply of affordable rental and ownership housing for low and moderate income households.</i>
<i>Policy 2.b.i.</i>	<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.</i>
<i>Policy 2.b.ii.</i>	<i>Create and maintain educational and financial assistance programs to assist people, especially low and moderate income households, in purchasing their first home.</i>
<i>Policy 2.b.iii.</i>	<i>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.</i>

**Action Plan:** Seek creative solutions for providing homeownership opportunities to low and moderate income households.

<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<p><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. All such homes are restricted to qualified buyers for 59 years.</p> <p><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> <p><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>	<p>No activity in planning period.</p> <p>No targets set for this program. The City has assisted 12 households with this program and disbursed \$416,000.</p> <p>The City has assisted 5 households with \$945,100 and has not met the target of 20 units for first time home-buyers.</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>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>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. It is recommended that the City work with other municipalities and counties to lobby for a restoration of prior funding levels.</p>

<p><u>Refinancing Alameda County Mortgage Credit Certificate Program</u> -- Participate in federal tax credit program that helps first-time homebuyers qualify for refinancing of mortgage loans. Program participants are subject to maximum household income and maximum home purchase price.</p>	<p>No targets were set for this program. The City has assisted 22 households with \$3,143,940 to refinance their mortgages.</p>	<p>The program is very effective in assisting moderate income households in qualifying for refinancing of mortgages.</p>
<p><u>Habitat for Humanity</u> – City assisted in development proposal for Vista Commons by Habitat for Humanity and Alameda Development Corporation. Affordability will be maintained for 59 years.</p>	<p>No targets were set for this program, but the City assisted the development of eight units.</p>	<p>It is recommended that the City support the Housing Authority and other affordable housing developers in acquiring land for affordable housing projects.</p>
<p><u>First-Time Homebuyer Workshops</u> – Sponsored 4 first-time homebuyer workshops for Alameda residents, attracting 59 attendees.</p>	<p>Met target of four workshops per year. Conducted 24 workshops with approximately 20-80 participants at each workshop.</p>	<p>The workshops are popular and provide needed information and training for inexperienced homebuyers. The program should continue.</p>
<p><u>Community Assistance Shared Appreciation (CASA) Program</u> - Initiated in 1998, to provide 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>	<p>Program was discontinued during planning period.</p>	<p>The City was very successful in using this source of housing subsidy. The program is no longer offered.</p>

<p><i>Policy 2.a.iii. To the extent feasible, conserve housing located in areas that have been zoned for commercial or industrial use.</i></p>		
<p><b>Action Plan:</b> Maintain regulations that allow conservation of non-conforming housing.</p>		
Implementation	Targets 2001- 2006	Analysis & Recommendation
<p>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>Regulations maintained during planning period.</p>	<p>Review nonconforming use certification process to ensure it is not an impediment to conservation efforts.</p>

<b>Action Plan:</b> Streamline development of residential units in the commercial zones.		
Implementation	Targets 2001- 2006	Analysis & Recommendation
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.	Regulations maintained during planning period.	Consider similar regulations in other commercial districts.

<b>Policy 2.a.iv.</b> <i>Promote the elimination of overcrowded, unsafe and unsanitary housing conditions.</i>		
<b>Action Plan:</b> Support programs and educational and outreach efforts to encourage the improvement of substandard housing conditions.		
Implementation	Targets 2001- 2006	Analysis & Recommendation
<p><u>Minor Home Repair Program</u> – Provide grants for up to \$2,000 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.</p> <p><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.</p> <p><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 \$5,500 per unit available and lead-based paint on-site evaluations available.</p> <p><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>	<p>Program was combined with Housing Rehabilitation Program during planning period.</p> <p>The City legalized 84 units and did not meet the target of ten units per year.</p> <p>No target set for this program. The City completed 59 units with round 6 and 10 grants from the Alameda County Lead Paint Protection Program.</p> <p>No targets set for this program. The committee has reviewed 27 cases with a successful resolution rate of 90 percent.</p>	<p>The program is meeting its target objective. The City is administering the program rather than contracting with the County.</p> <p>The program has been effective in maintaining and expanding the City’s legal and safe housing stock. Continue to reauthorize the program.</p> <p>ACLPPP no longer performs routine Risk Assessments and/or distribution of lead test sampling kits.</p> <p>This Council-appointed committee are effective within the scope of their advisory charge, as a large percentage of complaints have resulted in rental increase deferrals or reductions. Continue program.</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.*

**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.

Implementation	Targets 2001- 2006	Analysis & Recommendation
<p><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.</p> <p><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>	<p>Did not meet target rate of 54 units, as 28 units were created.</p> <p>No targets set for this action item.</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>This created housing opportunities in the Northern Waterfront. This program should be extended.</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.*

**Action Plan:** Develop residential design guidelines.

Implementation	Targets 2001- 2006	Analysis & Recommendation
<p><u>Residential Design Guidelines</u> – On March 15, 2005 the City Council accepted the Guide to Residential Design with development standards for additions and new construction.</p>	<p>Regulations were created during planning period.</p>	<p>The Guidelines have been an effective tool to guide residential development. Continue to use the Guidelines.</p>

<i>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.</i>		
<b>Action Plan:</b> Develop work/live units.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
Assist interested parties to convert existing, historic structures into work/live units.	No targets set for this action item, but eight units were created.	The work/live ordinance restricts development to the Northern Waterfront area. The geographic restriction should be reviewed in order to encourage more opportunities.
Policy 2.a.viii. and Encourage mixed-use residential development in existing commercial areas.		
<i>Policy 2.c.ix.</i>		
<b>Action Plan:</b> Create additional opportunities for Mixed Use.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
The City has adopted General Plan policies that support mixed-use at Alameda Point (2003) and the Northern Waterfront (2007).	No targets set for this action item.	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 are being studied for the north of Park Street area.
<b>Action Plan:</b> Work with business groups and associations to support policies encouraging mixed use and uses that would accommodate housing over commercial.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<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 <u>Economic Development Strategic Plan</u> , adopted in 1999, also encourages residential development in commercial areas.	No targets set for this action item.	There has been limited residential development, other than assisted housing, in business districts. Consider “reclaiming/amnesty” for upstairs units in commercial districts. The City will continue to actively encourage the private market to produce new housing units.

***B. Rental and Home Ownership Assistance***

Policies 2.b.i – iii (please see pages III-5) <i>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.</i>		
<b>Action Plan:</b> Continue administering the City’s condominium conversion ordinance.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
A limited number of applications have been received.	No targets formulated, but two applications received.	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.

***C. New Housing Development***

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.		
<i>Policy 2.c.iii Encourage development that offers residents easy access to goods, services, jobs, transportation, education and recreation.</i>		
<b>Action Plan:</b> Provide adequate sites for the development of housing for all income groups.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<u>Inventory of Vacant Land</u> – Update the City’s database of potential housing development sites.	The City continued to maintain an update the database.	This is an effective tool and should be maintained.

<i>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.</i>		
<b>Action Plan:</b> Study and adopt policies and programs that encourage developers to build affordable housing units.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<u>Alameda Housing Authority</u> – Manages and/or owns 578 housing units that it rents to moderate, low, and very low income households. Administers Section 8 program.	Provide 100% of all 1,675 vouchers.	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.

<i>Policy 2.c.iv.</i>	<i>Require developers to construct required housing units for low and moderate income households within their projects.</i>
<i>Policy 2.c.vii.</i>	<i>Establish a ten percent affordable housing inclusionary requirement on new residential developments outside redevelopment project areas.</i>
<i>Policy 2.e.vi.</i>	<i>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.</i>

**Action Plan:** Increase inclusionary housing requirements.

Implementation	Targets 2001- 2006	Analysis & Recommendation
<p>In 2003 the CIC adopted a 25% inclusionary requirement in all redevelopment areas.</p> <p>In 2003 the City Council adopted an inclusionary housing ordinance requiring 15% inclusionary housing in all development over 5 dwelling units.</p>	<p>No targets set for this action item. 121 units developed at Bayport.</p>	<p>The inclusionary requirements should be reviewed to ensure they are not an impediment to development.</p>

<i>Policy 2.c.v.</i>	<i>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.</i>
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**Action Plan:** Review the General Plan and Zoning for housing opportunities.

Implementation	Targets 2001- 2006	Analysis & Recommendation
<p>Northern Waterfront General Plan Amendment, provides additional residential opportunities as the former industrial area redevelops.</p> <p>Rezoning in the MU-5 area to permit residential development in 2007.</p>	<p>Completed General Plan Amendment in 2007.</p> <p>Completed rezonings.</p>	<p>The Area should be rezoned in conformance with the General Plan Amendment.</p> <p>Only one parcel within the MU-5 was rezoned. It is suggested that the City initiate the rezoning of the remaining parcels.</p>

<i>Policy 2.c.vi.</i>	<i>Encourage development of homeownership units priced to meet the needs of families with incomes between 80 percent and 120 percent of area median income.</i>
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**Action Plan:** Facilitate the development of homeownership units.

Implementation	Targets 2001- 2006	Analysis & Recommendation
<p><u>Downpayment Assistance Program (DPA)</u> – Administers a low-interest deferred loan program to low and moderate income homebuyers up to \$10,000 for down payments and closing costs. No interest accrues, payments are required for the first five years.</p>	<p>No targets set for this program. A total of 12 households were assisted.</p>	<p>There are very few ownership units available within the program’s eligible price range for low and moderate income households. It is recommended that an analysis be conducted to gauge the impact of increasing the loan amount.</p>

<u>Inclusionary Housing</u> – Use inclusionary housing requirements in redevelopment areas to create affordable housing opportunities.	No targets set for this action item. There were 58 units completed during this planning period.	The City will review this inclusionary housing requirement to ensure that it does not impede the development affordable housing.
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*Policy 2.c.viii. Facilitate the development of affordable housing by public and private housing development organizations.*

**Action Plan:** Continuation of public housing.

<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<u>Alameda Housing Authority</u> – Manages and/or owns 578 housing units that it rents to moderate, low, and very low income households. Administers Section 8 program.	The target is to provide 100% of all 1,675 vouchers.	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.

**Action Plan:** Use of private housing development organizations.

<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
Create partnerships with Alameda Development Corporation and Habitat for Humanity to create affordable units.	No targets were set for this item. The City has developed 18 affordable homeownership units and 52 affordable rental units.	The City and Housing Authority should continue to pursue opportunities to develop affordable housing units with private housing development organizations.

*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.*

**Action Plan:** Develop new housing opportunities on public properties.

<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
The City worked with Alameda Unified School District to reuse the Island High School site.	No target set for this action item.	Rezone property for residential use.

**Action Plan:** Develop new housing opportunities on public properties.

<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
City worked on creating an inventory or its own public properties.	No target set for this item.	Complete study and review for housing opportunities.

**D. Special Needs Housing**

<i>Policy 2.d.i.</i>	<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.</i>
<i>Policy 2.d.ii.</i>	<i>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.</i>

**Action Plan:** Support housing that meets the needs of those with special housing needs.

<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<p><u>Alameda Point Collaborative</u> – The City has funded permanent and transitional housing for homeless households at Alameda Point and assisted Alameda Point in the creation of the Ploughshares Nursery.</p>	<p>No target set for this program, but facilitated the rehabilitation of 200 units.</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><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>	<p>No target set for this service provider, but 781 individuals received shelter during the planning period.</p>	<p>Midway Shelter is an extremely effective service provider. It is recommended that the City continue to support this program. The City should work with the homeless service provider in response to any future military land surplus by the Navy per the McKinney-Vento Act.</p>

**Action Plan:** Actively pursue funding sources to increase the City’s capacity to provide low income households with rental assistance.

<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<p><u>ACCESS</u> –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 child care vouchers, and referrals to other social services. The City provides funding for this homeless prevention program operated by the Alameda Red Cross.</p>	<p>No target set for this service provider, but 4,358 individuals received services during the planning period.</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><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</p>	<p>No target set for this service provider, but 108 individuals</p>	<p>This program is effective. Through its legal assistance in securing restraining orders, it avoids</p>

information and referral hotline. The center provides legal counsel and accompanies victims to court to secure restraining orders.	received assistance during the planning period.	displacement due to domestic violence, the leading cause of homelessness for women and children.
<b>Action Plan:</b> Support housing proposals and programs for seniors.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<p><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.</p> <p><u>Assisted Living Projects</u> – The City entitled Aegis and the Elders Inn, which provides housing for seniors and disabled persons.</p>	<p>No target set for this action item.</p> <p>No target set for this action item, but 155 units were provided.</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>

### E. Government Process and Role

<i>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.</i>		
<b>Action Plan:</b> Actively seek the input of all economic segments of the community in the formulation and review of the City housing policies.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
Measure A Workshop – The Planning Board sponsored a forum on Measure A, which included presentations by speakers, panel discussions, and comment by the public.	No housing policy changes were proposed during this planning period.	Staff continues to facilitate the public participation process so that all economic segments of the community are heard.

<i>Policy 2.e.ii Ensure equal housing opportunities by taking appropriate actions, when necessary, to prevent housing discrimination in the local market.</i>		
<b>Action Plan:</b> Analyze the impediments to fair housing and develop strategic/annual plans to address same under the leadership of the Alameda County HOME commission.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<p><u>Fair Housing Services and Housing Counseling</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.</p> <p><u>Affirmative Marketing</u> – The City and Housing Authority and development partners 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> <p><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>	<p>No target set for this action item, but 2,032 individuals received services during the planning period.</p> <p>No target set for this action items.</p> <p>No targets set for these policies.</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>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>

<i>Policy 2.e.iii. Give affordable housing projects high priority in the City’s entitlement process to expedite the development process.</i>		
<b>Action Plan:</b> Analyze the City’s development permit process and consider recommendations, including a One-Stop Permit Center.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<p><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.</p>	<p>Study was completed in 2001.</p>	<p>It is recommended that the City continue to pursue the creation of the One Stop Permit Center and the study is being updated in 2009.</p>

<i>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.</i>		
<b>Action Plan:</b> Study and adopt policies and programs that encourage developers to build affordable housing units.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<p><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 that are affordable to low and moderate income households or by paying an in-lieu fee.</p> <p><u>Manufactured and Factory Built Housing</u> – Provide opportunities for the siting of manufactured and factory built housing.</p>	<p>No targets set for this action item, but the City received \$1,089,036 in fees. Zero units were developed in this planning period.</p> <p>Reduce housing development costs.</p>	<p>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>Although the City permits development of factory built and manufactured housing, market forces do not support the development of such housing in such high land cost areas as Alameda.</p>

<i>Policy 2.e.v. For the developer selection process in redevelopment project areas, provide incentives to exceed affordable housing requirements.</i>		
<b>Action Plan:</b> Create incentives for Alameda Point.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
The City is working, to create zoning provisions for Alameda Point that may include incentives and waivers for affordable housing.	No target was set for this project.	The City has a good record of supporting land use, General Plan, and plan amendments to accommodate residential uses.

<i>Policy 2.e.vii. Ensure that the entitlement process and infrastructure levies do not unnecessarily burden the development of affordable housing units.</i>		
<b>Action Plan:</b> Ensure that policies, regulations, and procedures do not add unnecessarily to the costs of producing housing, while assuring the attainment of other City objectives.		
<b>Implementation</b>	<b>Targets 2001- 2006</b>	<b>Analysis &amp; Recommendation</b>
<p><u>Small Lots</u> – Through the Planned Development zoning provision, the City has been able to provide the flexibility to develop small lots.</p> <p><u>Working Standards</u> – The 1990 Housing Element called for the review of parking standards to facilitate infill</p>	<p>Support the use of planned developments.</p> <p>The target was set to reduce standards.</p>	<p>This provision has been used successfully in several residential developments. It is recommended that the City maintain this regulation due to its effectiveness in providing housing. Increase development potential. This provision has been used successfully in several residential developments.</p> <p>In 2010, the City adopted reduced parking regulations for residential</p>

<p>development.</p> <p><u>Second Units</u> – In 2003, the City began working on a second unit ordinance to meet State law.</p> <p><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.</p> <p><u>Density Bonus</u> – In 2003 the City began working on a density bonus ordinance to meet State law.</p>	<p>Develop ordinance.</p> <p>Regulation maintained during planning period.</p> <p>Develop ordinance.</p>	<p>uses in commercial mixed use areas.. New parking standards will be developed for future residential development at Alameda Point.</p> <p>An Ordinance was adopted 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>The City adopted a density bonus ordinance in 2009. It is recommended that the density bonus ordinance be reviewed to make it an attractive tool for providing affordable housing.</p>
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<p><i>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.</i></p>		
<p><b>Action Plan:</b> Pursue federal, state, and local funding to support the development of low and moderate income housing.</p>		
Implementation	Targets 2001- 2006	Analysis & Recommendation
<p><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.</p> <p><u>Section 8 Rental Assistance</u> – Administer the Section 8 voucher program and increase the number of available vouchers.</p>	<p>No target set for this program.</p> <p>The target is to provide 100% of all 1,675 vouchers.</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</p>

<p><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.</p> <p><u>HOME Affordability</u> – Provide funding for the development and rehabilitation of residential units to be provided to very low and low income households.</p>	<p>Continue program.</p> <p>No target set for this program. HOME funds supported the development of 52 rental units for low and very low income families at Breakers at Bayport.</p>	<p>owners who have difficulty with tenants or the program. Further, it is recommended that the City and Housing Authority explore appropriate incentives for property owners to use the program.</p> <p>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. It should target funding for 2-3 new or substantially rehabilitated housing projects.</p>
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# 4 HOUSING NEEDS ASSESSMENT

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.”

## A. 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, 241 units are to be affordable to extremely low-. 241 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 4-1:

**Table 4-1: RHND Allocation – New Housing Units**

<b>Income Limits</b>	<b>Extremely Low</b>	<b>Very Low:</b>	<b>Low:</b>	<b>Moderate:</b>	<b>Above Moderate</b>	<b>Total</b>
# of Units	241	241	329	392	843	2,046

*Source: ABAG, March 2008*

## B. 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 4-2. 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 1991<sup>1</sup>.

**Table 4-2: 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

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

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*

Table 4-3 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 1995, the City’s population was 72,818. In 1997, this figure had increased to 76,673, and by 1998 it had fallen to 72,519. By 1999, the population increased by over 500 persons to 73,086 and by 2000 it had dropped to approximately 72,259.

**Table 4-3  
 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	71,182	2,547	3.71%	-1,636	-2.25%
Group Quarter	5,344	5,262	1,077	-4,267	-79.85%	-4,185	-79.53%
Total	73,979	78,080	72,259	-1,720	-2.32%	-5,821	-7.46%

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

Table 4-3 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 71,182 in 2000. More dramatic were the changes in the City’s group-quarters population, which declined by 4,185— 79.5 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.

*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*

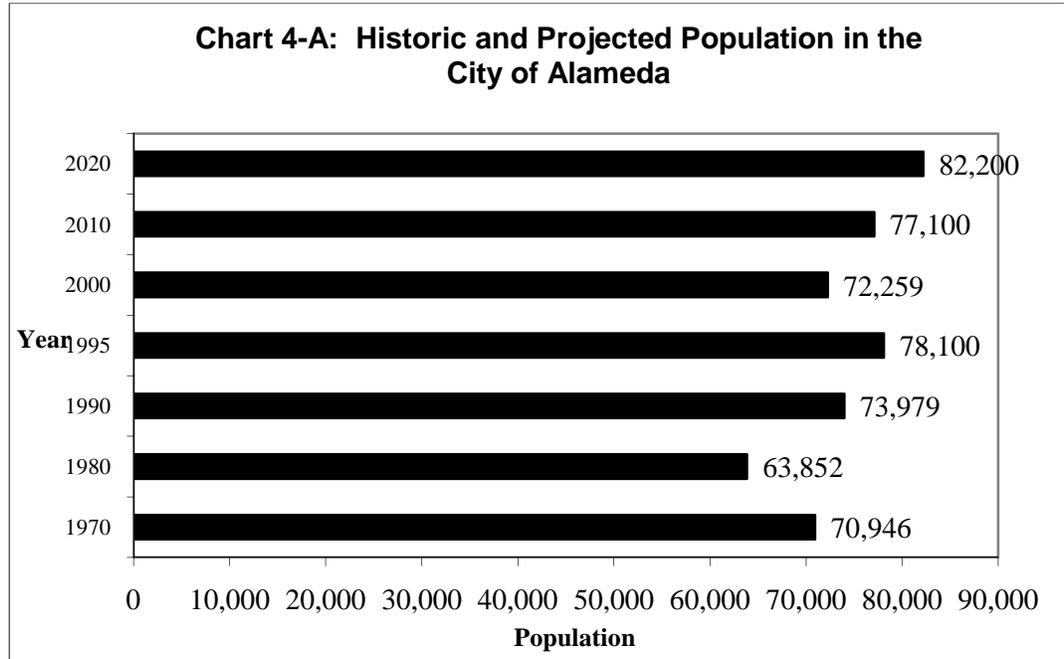
The Association of Bay Area Governments (ABAG) projects the City’s population will grow by a moderate 12.1 between 2000 and 2020. Table 4-4 shows population for the City of Alameda and Alameda County for 1994, 2000, and 2020 projections.

**Table 4-4  
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 4-A.



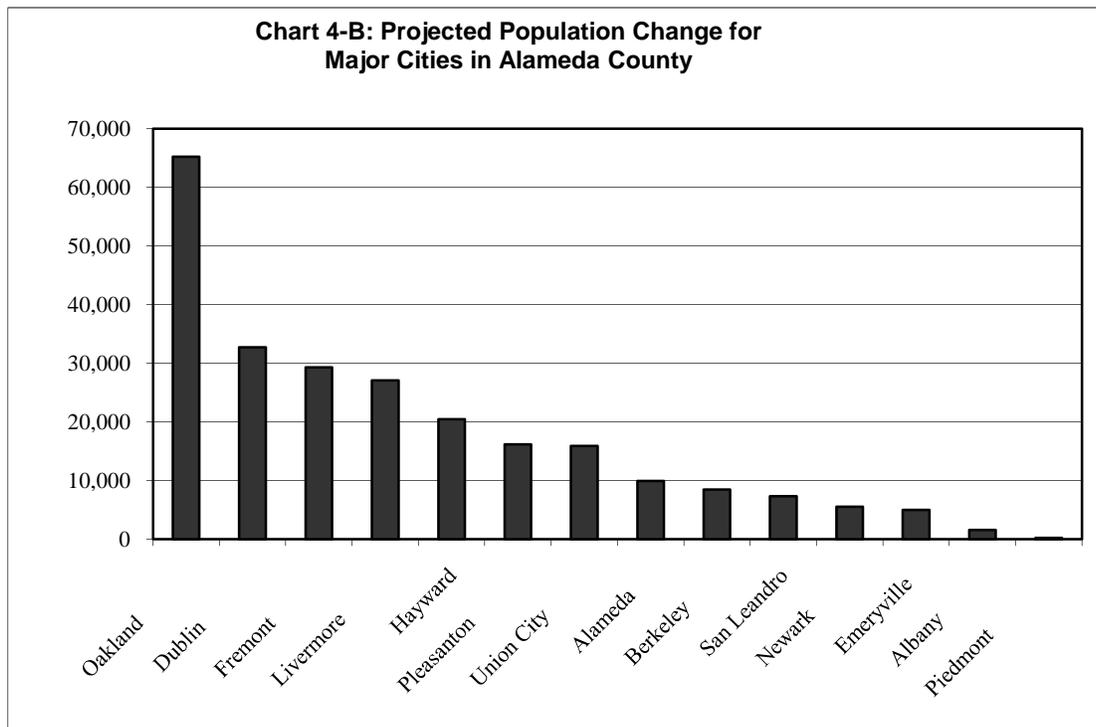
Source: Census 1970, 1980, 1980, 1990, and 2000; ABAG Projections 2007.

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 4-B.



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 4-5.) 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 4-5: 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 30,226 households. 17,858 households are categorized as families. In 2000, 13,198 households in Alameda consisted of married couple families, with 5,979 households having children 18. In other words, married couple families with children under 18 represented approximately 19 percent of all households in Alameda. (See Table 4-6.) A female head of households is present in approximately 3,454 households, of which 1,872 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, the average household size in Alameda was 2.63 persons.

**Table 4-6: Household Composition in the City of Alameda, 2000**

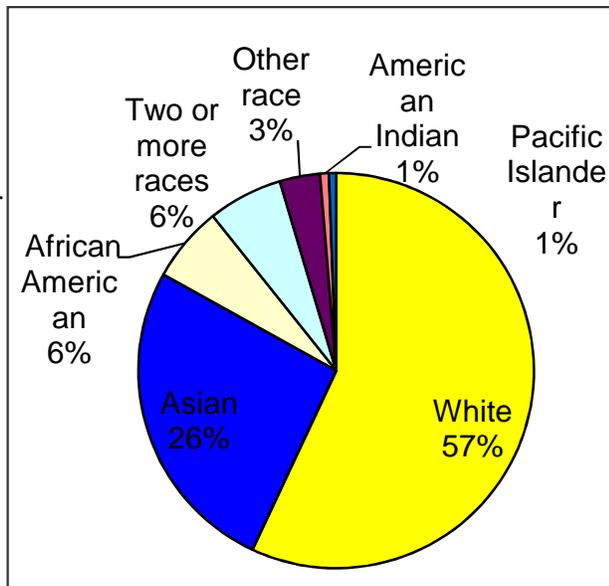
<i>Household Description</i>	<i>Number</i>	<i>Percent</i>
<b>Family households (families)</b>	<b>17,858</b>	<b>59.1%</b>
Married-couple Family	13,236	74.1%
with own children under 18	5,994	45.3%
Female head of household, no husband present	3,454	19.3%
with own children under 18	1,872	54.2%
<b>Non-Family households</b>	<b>12,368</b>	<b>40.9%</b>
Householder living alone	9,747	78.8%
Householder not living alone	2,621	21.2%
Householder over 65 and living alone	2,830	22.9%
<b>Total of Households in Alameda</b>	<b>30,226</b>	

Source: 2000 Census

c. *Ethnicity*

Alameda has a very diverse population. In fact, the City is moving closer to becoming a minority-majority population. A review of 1990 to 2000 data from the Census shows 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

**Chart 4-C: 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 mean 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 4-7 provides HUD’s median income data for a family of four living in the Oakland PMSA over the past several years.

**Table 4-7: 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.

To further detail the number of extremely low income households, the City looked at the total number of households that fell into the extremely low income range, which was \$0 - \$27,700 (based on a household of four in 2011). Because the income ranges in the 2010 Census do not match up identically with the extremely low income range, the City looked at the number of households earning less than \$34,999 with the assumption that only 50% of the households in the \$25,000 - \$34,999 category fell into the extremely low income range. Based on this, it was determined that there are approximately 6,395 (22.8% of all households) existing extremely low-income households in Alameda.

**Table 4-8: Household Income, 2010**

Income Range	Number of Households
Less than \$14,999	2,368
\$15,000 to \$24,999	2,719
\$25,000 to \$34,999	2,616
\$35,000 to \$49,999	3,079
\$50,000 to \$74,999	4,049
\$75,000 to \$99,999	3,907
\$100,000 to \$149,999	4,100
\$150,000 to \$199,999	2,846
\$200,000 or more	2,327

Source: 2010 American Community Survey

*b. Existing and Historical Employment*

Just as with population growth, employment history has been turbulent in Alameda over the past decades. Table 4-8 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 4-8  
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 4-9 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 Table 4-9 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

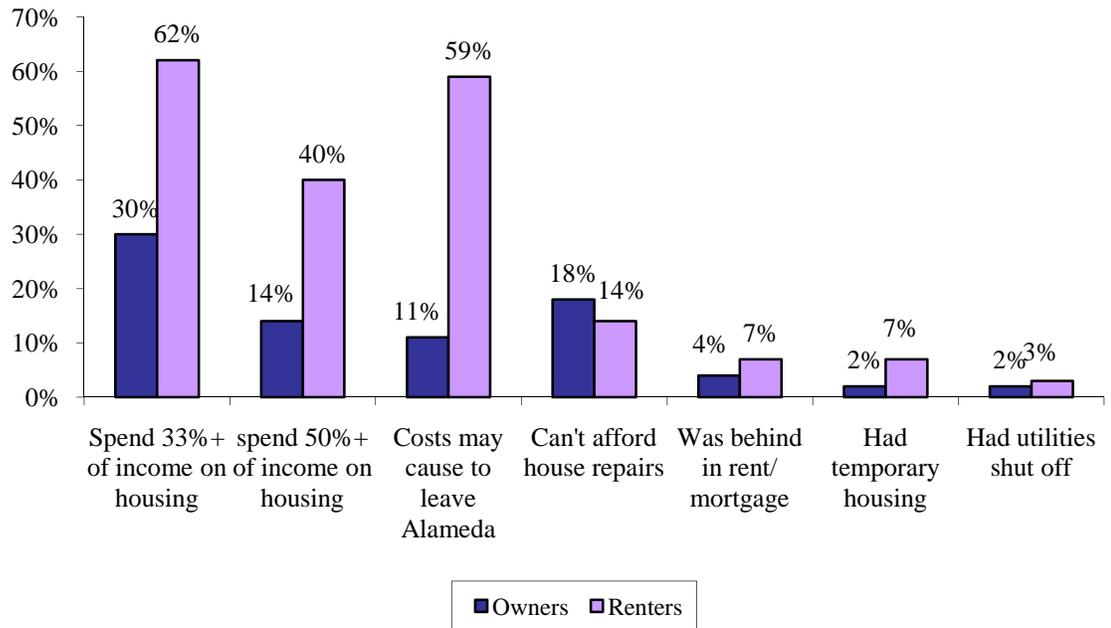
*Sources: ABAG Projections 2007*

## 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 4-D: 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 4-10 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 4-10  
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	-\$2,320
Computer System Analyst**	\$6,595	\$1,979	\$1,575	\$572,860	\$3,811	\$404	-\$1,833

**Source:** National Low Income Housing Coalition, 2008; Social Security Administration, 2008;  
\*Housing California, County Fact Sheet 2006, \*\* Bureau of Labor Statistics 2006

### C. 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. Census<sup>2</sup>, 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.

<sup>2</sup> 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.

## 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. 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 4-11.)

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 4-11  
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. The Census 2000 enumerates that Alameda has 31,755 units. The 2000 Census also reveals that more than one-third of the housing stock was built before 1940, and three-quarters of the stock was built before 1970. This means that the Alameda housing stock is relatively old. 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 4-12  
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*

The Census 2000 enumerates that approximately 30,226 units are actually occupied. Of that number, 48 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 4-12.) 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 2 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 4-13.) A total of 15.7 percent are in structures with 2-4 and 30 percent are in structures with 5 or more units.

**Table 4-13  
Number and Type of Housing Units, City of Alameda: 1980-2008**

	<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>Total units</i>
1980	12,156	5,063	10,527	29,726
1990	14,960	5,429	10,102	30,491
2000	16,778	4,990	9,685	31,453
2008	17,390	5,073	9,764	32,227

*Sources: Census 1980 & 1990, California Department of Finance, City/County Estimates 4/1/2000 & 1/1/2008*

Single family units currently represent more than 53 percent of the total housing stock in Alameda, whereas in 1990 single family units accounted for 49 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 4-14 shows a comparison of the City of Alameda’s housing stock in 2008 with other Alameda County cities. In 2008, only the Alameda County cities Berkeley (54 percent), Emeryville (88 percent) and Oakland (66 percent) have a higher percentage of multi-family units.

**Table 4-14  
Number and Type of Housing Units, Cities in Alameda County: 2008**

	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	32,527	17,390	53%	5,073	16%	9,764	30%
Albany	7,351	3,982	54%	828	11%	2,535	34%
Berkeley	48,036	21,922	46%	9,337	19%	16,718	35%
Dublin	16,029	9,442	59%	462	3%	6,097	38%
Emeryville	5,988	667	11%	506	8%	4,778	80%
Fremont	72,059	49,687	69%	3,057	4%	18,559	26%
Hayward	48,273	27,801	58%	3,462	7%	14,709	30%
Livermore	29,955	24,245	81%	1,254	4%	4,025	13%
Newark	13,423	10,452	78%	2,146	16%	2,146	16%
Oakland	164,053	79,434	48%	54,346	33%	54,346	33%
Piedmont	3,864	3,787	98%	35	1%	34	1%
Pleasanton	25,822	19,771	77%	4,430	17%	4,430	17%
San Leandro	31,904	21,495	67%	7,249	23%	7,249	23%
Union City	20,483	15,307	75%	3,116	15%	3,116	15%

*California Department of Finance, City/County Population Estimates, 1/1/2008*

*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 4-15, which shows that almost all of the cities in Alameda County are experiencing very low vacancy rates.

<b>CITY</b>	<b>Total Population in 2008</b>	<b>Percent Vacant</b>
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 4-16, 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.

According to CHAS Data- Housing Problems Output for All Households, there were approximately 76.1 % of all extremely low-income households were overpaying in Alameda.

**Table 4-16**  
**Overpayment for Housing, Households Paying More than 35% of Income:**  
**City of Alameda, 1990 and 2000**

<i><b>Income</b></i>	1990		2000		1990	
	<i><b>Renters</b></i>		<i><b>Renters</b></i>		<i><b>Owners *</b></i>	
	<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%
<b>TOTAL HOUSEHOLDS</b>	<b>15,626</b>		<b>15,735</b>		<b>10,972</b>	
<b>PAYING 35%+</b>	<b>4,720</b>	<b>30%</b>	<b>4,527</b>	<b>29%</b>	<b>2,222</b>	<b>20%</b>

*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 4-18 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 4-17  
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, 1/2 Very Low and low levels provided by the U.S. Dept. of Housing and Urban Development, 2/13/*

*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 4-19 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 4-18  
Median Home Prices for Selected Cities in  
Alameda County: 1999/2000 and 2007/2008**

Jurisdiction	Median Home Price			
	July-Sept. 1999	July-Sept. 2000	January 2007	January 2008
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

ve risen over the past decade. Table 4-20 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 4-19: Average Rent, City of Alameda: 1990 and 2008**

Unit Type	1989 Rents (1990 US Census)	2008 Rents (newspaper survey)	Fair Market Rents (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 4-21 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 4-21 assume that the household can afford a 10 percent down payment.

**Table 4-20  
Ownership Affordability, Oakland PMSA: 2008**

<i>Household</i>	<i>Income</i>	<i>Price @ 3 x Income</i>	<i>Down Payment</i>	<i>Mortgage</i>
<b>Two People</b>				
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
<b>Four People</b>				
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.

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

As shown in the Table 4-21, 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 4-21  
Rental Affordability, Oakland PMSA: 2008**

<i>Household</i>	<i>Income</i>	<i>Monthly rent at 35% income</i>	<i>Unit type</i>
<b>Two Persons</b>			
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
<b>Four Persons</b>			
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 4-21 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 costs to upgrade older buildings in compliance with current Building Code as required by the Condominium Conversion ordinance.

*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% or 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 4-22: 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.

**D. 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.

### **E. 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 19<sup>th</sup> and early 20<sup>th</sup> 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.

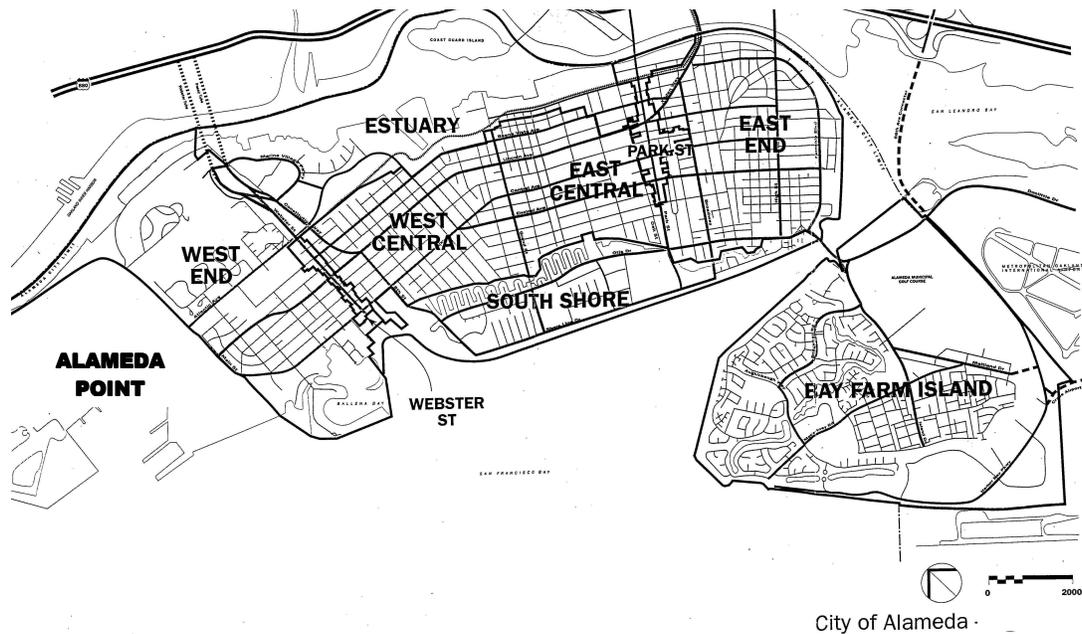
Since 1970 there has been quite a bit of housing development on Bay Farm Island. The western part, called Harbor Bay, was mostly built in the 1970's and 1980's. Since 1990 numerous subdivisions have been completed, including Crowne Pointe, The Headlands, Freeport and Cantamar. These subdivisions consist 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.



# 5 RESOURCES FOR HOUSING

## A. Alameda's Housing History

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 4 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.

## B. Unaccommodated Need

The City of Alameda prepared a Housing Element for the 4<sup>th</sup> round cycle (1999-2006) but did not receive final certification from HCD (the City did receive a conditional certification in 2004). Because of this, the City has an unaccommodated need from the previous period in addition to the 5<sup>th</sup> round cycle (2007-2014).

Table 5-1 below shows the City RHNA from the 4<sup>th</sup> round and 5<sup>th</sup> round totaling 4,208 units. The City is able to credit any units built or approved within the two planning periods, this number is included in the table below and detailed information about these projects can be found in Chapter 3 of this Housing Element.

**Table 5-1, Regional Housing Need, 1999 – 2006 & 2007 – 2014 and Units Built and Approved**

Allocation	Very low	Low	Moderate	Above Moderate	Total
1999 – 2006 RHNA	443 <sup>1</sup>	265	611	843	2,162
2007 – 2014 RHNA	482 <sup>1</sup>	329	392	843	2,046
<b>Total RHNA</b>	<b>925</b>	<b>594</b>	<b>1,003</b>	<b>1,686</b>	<b>4,208</b>
Units Build/Approved	239 <sup>2</sup>	101	165	1,259	1,764
<b>Remaining Need</b>	<b>686</b>	<b>493</b>	<b>838</b>	<b>427</b>	<b>2,420</b>

Source: City of Alameda, ABAG

<sup>1</sup>Assumes 50% is allocated towards extremely low income households

<sup>2</sup>Includes 16 extremely low-income units

## C. Land Inventory

The following analysis, includes tables, maps and descriptions that summarize the City's inventory of land designated (or to be designated) for housing over the planning period.

### Realistic Capacity

The City considered and evaluated the implementation of its current development standards and on-site improvement requirements (e.g., setbacks, building height, parking, and open space requirements) to determine the approximate unit capacity. Realistic capacity for solely residential sites was determined by multiplying the number of acres by the maximum density for the site, and then 90% of that result was used as the final realistic unit number to account for site and regulatory constraints.

The City's historic development pattern, General Plan, and Local Action Plan to Reduce Green House Gases all support mixed use development as a land use strategy to reduce automobile trips and reduce Global Warming. For that reason many sites in Alameda are zoned for mixed use development. For sites with a mixed use zoning designation, the City has evaluated the prevalence of mixed use in the surrounding communities of Berkeley and Emeryville in which projects have developed at 40 plus units per acre, some projects requiring demolition of vacant structures. Typical mixed use projects in the Bay Area include a residential component. Based on all of these factors, the City assumed a 60% realistic unit capacity for mixed use sites.

### **Zoning to Accommodate the Development of Housing Affordable to Lower-Income Households**

Housing Element law requires jurisdictions to provide a requisite analysis showing that zones identified for lower-income households are sufficient to encourage such development. The law provides two options for preparing the analysis: (1) describe market demand and trends, financial feasibility, and recent development experience; (2) utilize default density standards deemed adequate to meet the appropriate zoning test. According to state law, the default density standard for the City of Alameda is 30 dwelling units per acre.

The City is proposing a new multifamily zoning overlay district that will allow multifamily housing and 30 units per acre by right on selected sites.

### **Sites to Rezone**

In order to provide adequate sites, sites 1, 3, 4, 6, 8, 9, 11, 12, 16, 17, 18, 19, 20, 21, 22, and 24 will be rezoned to include the new multifamily zoning overlay. The City is relying on sites 1, 3, 4, 8, 16, 17, 18, 19, 21, and 22 to meet its lower income RHNA and therefore these sites will require a minimum of 20 units per acre and will allow for a maximum of 30 units per acre. Sites 6, 9, 11, 12, 20, and 24 are needed to meet the City's moderate and above moderate income RHNA but will also have the multifamily overlay applied and therefore will not have a minimum but will allow for a maximum of 30 units per acre. The City is also planning to rezone site two in an effort to provide for additional units. Table 5-2 below provides a summary of these sites (Program 4c).

Because the City is planning to rezone to meet its lower income RHNA, 50% of the sites being used to meet the lower income allocation must be rezoned to allow for solely residential development. Meaning that of the 1,179 unit shortfall, 590 units must be met on sites zoned for solely residential development. With the rezone of sites 1, 8 and 22, this obligation is being met.

*Large Sites:* Because many of the sites included in the inventory are larger parcels, to help facilitate the development of affordable housing on smaller parcels (50 to 150 units in size), the City will routinely give high priority to processing subdivision maps that include affordable housing units. Also, an expedited review

process is available for the subdivision of larger sites into buildable lots where the development application can be found consistent with the General Plan, applicable Specific Plan and master environmental impact report. Through adoption of these mechanisms the City has the ability to provide adequate sites to accommodate its share of the region's housing needs (Program 4g).

**Table 5-2, Sites to Rezone**

Site #	APN	Acre	Zoning	New Zoning	Max Density	New Capacity
1	74130502600	3.5	AP G	R-4-PD-MF	30	95
2	70019301100	0.9	M-1	R-4-PD	21	17
3	71019800902	0.75	M-1	CC-MF	30	14
4	71019801201	0.35	M-1	CC-MF	30	6
6	72038403100	7.14	R-4-PD	R-4/PD-MF	30	193
8	74090501002	26.0	R-4	R-4/PD-MF	30	624 <sup>1</sup>
9	74090501202	11.36	R-4	R-4/PD-MF	30	182 <sup>2</sup>
11	72038200200	13.0	MX	MX-MF	30	234
12	72038300400	11.05	MX	MX-MF	30	150 <sup>3</sup>
16	74133406700	4.04	MX	MX-MF	30	73
17	74133402400	2.02	MX	MX-MF	30	36
18	74133406300	2.04	MX	MX-MF	30	37
19	71028800102	8.66	M2	MX-MF	30	156
20	71025700301	13.34	M2	MX-MF	30	240
21	79090500203	10	MX	MX-MF	30	180
22	74136300900	0.92	M1	R-4/PD-MF	30	25
24	74136400101	2.27	R-4	R-4-MF	30	61
<b>Rezone Capacity</b>						<b>2.323</b>

Source: City of Alameda, February 2012,

<sup>1</sup>. An 80% capacity on these sites

<sup>2</sup>. An 80% capacity at a density of 20 du/acre was assumed on this site

<sup>3</sup> Capacity is based on the reuse of the historic building.

### **Additional Unit Capacity**

Many larger lots in Alameda's established neighborhoods provide opportunities for Alameda property owners to add additional units on their property. In any given year, the City of Alameda receives and approves applications for approximately 4 second units and 6 new units. Over the next 2 years these units will provide an additional 20 units that can be allocated towards moderate and above moderate households.

In addition, the City regularly assists with the legalization of undocumented construction through its Amnesty Program. Since 1998, the City of Alameda has offered an amnesty program to property owners who have undocumented construction. The Amnesty Program allows property owners who voluntarily come forward to obtain permits for undocumented construction. The City legalizes approximately 2 amnesty units per year which will provide for additional units to be allocated towards moderate and above moderate households.

### ***Rehabilitated and Military Converted Units***

Government Code Section 65583(c)(1) states that a local government may credit up to 25 percent of their adequate sites requirement per income category through existing units that will be substantially rehabilitated, converted or preserved. Specifically, these units must meet all relevant requirements as follows:

*Substantially Rehabilitated:* Units to be substantially rehabilitated must result in a net increase in the stock of housing affordable to low- and very low-income households. Rehabilitated units must have long-term affordability requirements, not less than 20 years or any other term required by federal or State funding law or regulation.

*Converted:* Multifamily units in a rental complex of four or more units converted from non-affordable to affordable by acquisition of the unit or the purchase of affordability covenants and restrictions. These units are not to be acquired by eminent domain and must provide a net increase in the stock of housing affordable to low- and very low-income households. Converted units must be made available at affordable housing costs, not occupied by low- or very low-income households, and in decent, safe and sanitary condition when occupied. Long-term affordability covenants (not less than 55 years) apply to these units.

*Preserved:* Units to be preserved at affordable housing costs to lower-income households by acquisition of the unit or the purchase of affordability covenants for the units. Preserved units must: be located within an “assisted housing development”; have new long-term affordability covenants and restrictions (at least 40 years); have received governmental assistance under specified programs; be expected to convert to non low-income uses; and be in decent, safe and sanitary condition.

As shown in Chapter 3, and summarized below in Table 5-3, the City of Alameda exceeded the 25 percent maximum for very low income units during the 1999-2006 RHNA period and, therefore is only able to credit 111 units. In all other categories the City is able to count the total units rehabilitated or converted because they did not reach the 25 percent maximum.

**Table 5-3, Comparison of 25 Percent Requirement and Rehabilitated Units**

Allocation	Very low	Low	Moderate	Above Moderate	Total
<b>1999 – 2006 RHNA</b>	<b>443</b>	<b>265</b>	<b>611</b>	<b>843</b>	<b>2,162</b>
25% of Allocation	111	66	153	211	541
Rehabilitated Units	74	15	0	0	89
Military Conversion Units	200	0	0	68	268
<b>2007 – 2014 RHNA</b>	<b>482</b>	<b>329</b>	<b>392</b>	<b>843</b>	<b>2,046</b>
25% of Allocation	120	82	98	211	511
Rehabilitated Units	41	21	1	0	69
Military Conversion Units	0	0	0	0	0

Source: City of Alameda, May 2012

Please note: all rehabilitated and militated conversion units are included in table 5-4 under the heading RHNA progress since January 1999.

**Comparison of Regional Housing Need and Residential Sites**

Table 5-4 compares the City of Alameda’s RHNA to the land inventory capacity. After the rezone of the sites listed in Table 5-2, the City has a surplus of 66 units available to lower-income households (including extremely low-, very low-, and low-), 39 units available to moderate and above moderate-income households, a total surplus of 105 units. As previously mentioned, the City will have an additional 24 units from second units, infill units and amnesty units that are shown in Table 5-4 and provide for additional surplus. Note: The site inventory capacity number assumes the rezones capacity described in Table 5-2.

**Table 5-4, Comparison of Regional Housing Need and Residential Sites**

Income Group	Total RHNA (both cycles)	RHNA Progress Since January 1999	Second, Infill, & Amnesty Units	Remaining RHNA	Site Inventory Capacity <sup>1</sup>	RHNA Surplus
Extremely Low	462	16	0	1,179	1,245	66
Very Low	463	323				
Low	594	101				
Moderate	1,003	165	24	1,241	1,280	39
Above Moderate	1,686	1,259				
<b>Total</b>	<b>4,208</b>	<b>1,764</b>	<b>24</b>	<b>2,420</b>	<b>2,525</b>	<b>105</b>

Source: City of Alameda, February 2012

<sup>1</sup> Includes unit capacity from rezones (Program 4c)

Table 5-5 provides the characteristics of the available sites for the development of single-family homes and multi-family units, and Figure 5-A, shows the location of each site. Some of the sites included in Table 5-5 are underutilized sites. It should be noted that while some of the sites listed in Table 5-5 show that they are allocated to meet the a portion of the moderate and above moderate income housing need, they are zoned to allow for 30 units per acre allowing for flexibility within the inventory and making them appropriate to meet a apportion of the lower income need.

Following Table 5-5 is additional detailed explanation of each underutilized site and the North Housing sites (sites 8 and 9).



**Table 5-5, Land Availability**

Site #	APN	Name	Location	GP Des (New GP)	Zoning (New Zoning)	Acres	Max Density	Realistic Capacity	Site Constraints	RHNA Met
1	74130502600	Npt. Pt.	McKay/Central	Fed (MDR)	APG (R-4-PD-MF)	3.5	30	95	2 Small Vacant blds	VL/L
2	70019301100	AUSD	2437 Eagle Ave	MDR	M-1 (R-4-PD)	0.9	21	17	Vacant -None	M/AM
3	71019800902	Ron Goode	1825 Park St	CC	M-1 (CC-MF)	0.75	30	14	Car Dealership	VL/L
4	71019801201	Ron Goode	1801 Park St	CC	M-1(CC-MF)	0.35	30	6	Car Dealership	VL/L
5 <sup>1</sup>	74042700501	Taylor Lot	1435 Webster	CC	CC	0.33	21	10	Vacant -None	M/AM
6	72038403100	Chipman	1551 Buena Vista Ave	MDR	R-4 PD-MF	7.14	30	193	Tin Warehouse	M/AM
7	71022800102	Hangstrom	2100 Clement Ave	MU-5	R-4/PD	2.78	21	53	Warehouse	M/AM
8 <sup>2</sup>	74090501002	North Housing	Singleton/Main	MDR	R-4 (R-4/PD-MF)	26.0	30	624	Vacant -None	VL/L
9 <sup>3</sup>	74090501202	North Housing	Singleton/Main	MDR	R-4 (R-4/PD-MF)	11.36	30	182	Vacant -None	M/AM
10	72038101800	Corp yard & Shelter	2040 Grand	MU	R-4/PD	2.18	21	41	Minor Haz Mats; small structures	M/AM
11	72038200200	Encinal Terminals	1523 Entrance Rd	MU	MX (MX-MF)	13	30	234	Vacant -None	M/AM
12 <sup>4</sup>	72038300400	Del Monte	1501 Buena Vista	MU	MX (MX-MF)	11.05	30	150	Historic Warehouse	M/AM
13	72038100100	Pennzoil	2025 Grand St	MU	R-4/PD	3.4	21	64	Above ground tanks; small warehouses	M/AM
14	72038100200	Pennzoil	2015 Grand	MU	R-4/PD	0.73	21	14	Above ground tanks; small warehouses	M/AM

Site #	APN	Name	Location	GP Des (New GP)	Zoning (New Zoning)	Acres	Max Density	Realistic Capacity	Site Constraints	RHNA Met
15	73041303302	West Marine	730 Buena Vista Ave	MDR	R-5	1.57	21	30	One story retail building.	M/AM
16	74133406700	Shipways	1200 Marina Village Parkway	Bus (MU)	MX (MX-MF)	4.04	30	73	Vacant -None	VL/L
17	74133402400	Shipways	1200 Marina Village Parkway	Bus (MU)	MX (MX-MF)	2.02	30	36	Vacant -None	VI/L
18	74133402300	Shipways	1200 Marina Village Parkway	Bus (MU)	MX (MX-MF)	2.04	30	37	Vacant -None	VL/L
19	71028800102	Alameda Marina	1801 Clement	MU	MX (MX-MF)	8.66	30	156	Vacant -None	VL/L
20	71025700301	Alameda Marina	2033 Clement	MU	MX (MX-MF)	(17.34) 13.34	30	240	Vacant -4. acres are in the water	M/AM
21	79090500203	Alameda Landing Waterfront	North of Mitchell	MU	MX (MX-MF)	10.0	30	180	Vacant	VL/L
22	74136300900	Chevy's	2400 Mariner Square Dr	MU	M1 (R-4/PD-MF)	0.92	30	25	Vacant building	VL/L
23	71020300301	CVS Site	--	CC	CC	0.99	21	12	Occupied Business	M/AM
24	74136400101	Former College of Alameda	--	IS	R-4-MF	2.27	30	61	Vacant-None	M/AM
<b>Total Capacity to Accommodate Very Low and Low (VL/L) Income RHNA</b>								<b>1,245</b>		
<b>Total Capacity to Accommodate Moderate and Above Moderate (M/AM) Income RHNA</b>								<b>1,280</b>		

Source: City of Alameda, February 2012

<sup>1</sup> Capacity is based on previous site plans

<sup>2</sup>. An 80% capacity on these sites

<sup>3</sup>. An 80% capacity at a density of 20 du/acre was assumed on this site

<sup>4</sup> Capacity is based on the reuse of the historic building.

Figure 5, Map



Source: Bing Maps, 2012; County of Alameda, 2012; City of Alameda, 2012



### **Underutilized Site Descriptions**

**Site 1 –McKay and Central:** This site is 3.5 acres and the City is planning to rezone this site from AP G to R-4-PD to allow for additional housing. The federal government recently sold the property to Tim Lewis Communities, a residential homebuilder. The new owner is actively working on a plan to redevelop the site for housing. The site is a waterfront site, located adjacent to a regional park and nearby multifamily housing. It is currently occupied by two small, vacant buildings that are planned for demolition to make room for housing.

**Site 3 and 4 1825 & 1801 Park Street:** These two properties are owned by Mr. Goode. Mr. Goode is the son of the former “Ron Goode Toyota”. Mr. Goode currently has a temporary short-term use on the property (a scooter shop) that is occupying the former auto dealership showroom, but he is actively entertaining offers for the property. Both parcels face Park Street, which is a major commercial and transit corridor. The sites would allow for multifamily housing above ground floor commercial. To assist in making these sites more feasible for development, the City is planning to rezone both sites from M-1 to CC. Capacity on these sites have assumed for mixed use development.

**Site 6 – 1551 Buena Vista:** This site is located on 7.14 acres on the north side of Buena Vista Avenue between Arbor and Ohlone Streets. Although this site is currently occupied with warehouse use, the property is for sale and there has been a lot of interest in this site for residential development.

**Site 7 – Clement/Willow:** The property is zoned and planned for residential use. An old tin warehouse built in 1941 currently occupies the land.

**Sites 8 and 9 – North Housing:** Based on community feedback, staff prepared an "Amendment #2: Main Street Neighborhoods Update" which the Planning Board approved with modifications on December 8, 2008. On March 4, 2009, the Alameda Reuse and Redevelopment Authority (ARRA) approved the Amendment #2 and a Legally Binding Agreement (LBA) between the ARRA, Housing Authority, Alameda Point Collaborative (APC) and Building Futures with Women and Children (BFWC). The LBA provides for a homeless accommodation of 90 permanent, service-enriched residential units affordable to formerly homeless families and individuals at North Housing. Following ARRA approval, the LBA and Amendment to Reuse Plan were submitted to the Federal Department of Housing and Urban Development (HUD). HUD approved the LBA in March 2011. Staff is currently working with the Navy to finalize the LBA. Once the LBA is finalized, the Navy will be authorized to dispose of the property. It is anticipated that the Navy will conduct a public auction for the property prior to December 31, 2013.

**Site 10 – 2040 Grand:** The 2.18 acre site is City owned and currently occupied by the City corporation yard and animal shelter that is planned for relocation to Alameda Point. The City has received offers from Warmington Homes, a Bay Area home builder. These offers included offers to rebuild the corporation yard at Alameda Point for the City. The site is surrounded by the Marina Cove residential development and the new Grand Marina Village residential development. It makes for an excellent housing site. The City would provide the purchaser with a lower purchase price in order to assist with the costs associated with relocation. The site is surrounded by residential uses, zoned for residential and thus would make a prime candidate for residential development. This site would not require any separate process and would be readily available.

**Site 12 – 1501 Buena Vista:** This site is occupied by a vacant historic warehouse. The property owner is selling the property and the site has had many interested buyers. The realistic capacity of this site assumes reuse of the historic building for housing.

**Sites 13 and 14 – 2015 and 2025 Grand Street:** The project site is located along Grand Street and Clement Avenue. This site is occupied with small largely vacant warehouses. The owner has entertained offers from developers in the past. This site is zoned for residential development and is surrounded by residential neighborhoods, thus making it a prime candidate for residential development. The site is also occupied by above ground Penzoil Tanks are above that can be easily removed. Most of the tanks are no longer in use. Penzoil has placed their property on the market on several occasions over the last 5 years and in all cases Penzoil has stated in their marketing material that Penzoil would be removing the tanks and removing the small amount of hazardous materials that have dripped from the tanks into the top 2-3 inches of soil under the tanks. Penzoil's marketing material states that the property would be made available as 'clean property' without tanks or hazardous material that would be "suitable for residential development".

**Site 15 – 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. Currently there is a boat business occupying a portion of the site but the owner has expressed interest in selling the property. The site is located in a residential neighborhood.

**Site 19 and 20 – 1801 Clement & 2033 Clement (Alameda Marina):** These sites total approximately 26 acres, 4 acres have been excluded due to constraints. Currently these sites are used for boat storage, maritime businesses and other small office uses. The property owners are working with the City to entitle the site for redevelopment with residential mixed use.

**Site 22 – 2400 Mariner Square Dr:** This site is a waterfront site that is currently vacant. The site was the formerly occupied by a Chevy’s restaurant. This site is appropriate for waterfront residential use.

**Site 23- CVS Site:** This site is located within one block of the Park Street Commercial Area and transit corridor. The property is zoned CC- Community Commercial which allows residential development above ground floor commercial. The CVS company is currently working on plans to move to a different location in Alameda and making the site available for redevelopment. Their application at the new site is planned for City approval in June.

#### **D. Housing Funds**

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.

#### **E. 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.

## **F. 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 2. 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 2-1 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.

### **G. 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.

### **H. 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.

## **I. Surplus Land Opportunities**

There are three properties that may become surplussed 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 ( North Housing): 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. On March 4, 2009, the Alameda Reuse and Redevelopment Authority (ARRA) approved the Amendment #2 and a Legally Binding Agreement (LBA) between the ARRA, Housing Authority, Alameda Point Collaborative (APC) and Building Futures with Women and Children (BFWC). The LBA provides for a homeless accommodation of 90 permanent, service-enriched residential units affordable to formerly homeless families and individuals at North Housing. Following ARRA approval, the LBA and Amendment to Reuse Plan were submitted to the Federal Department of Housing and Urban Development (HUD). HUD approved the LBA in March 2011. Staff is currently working with the Navy to finalize the LBA. Once the LBA is finalized, the Navy will be authorized to dispose of the property. It is anticipated that the Navy will conduct a public auction for the property prior to December 31, 2013.

## **J. 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 6 of this document.

## **K. 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.

1. 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: 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.

#### **L. 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.



# 6 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.

Pursuant to Senate Bill (SB) 2, transitional and supportive housing types are required to be treated as residential uses and subject only to those restrictions that apply to other residential uses of the same type in the same zone. In order to comply with SB2, the City will (1) add the current definition of transitional housing and supportive housing as stated in this document; and (2) list these as permitted uses within residential zones.

Program 4f will address the changes to the City’s Zoning Ordinance required to be in compliance with the new legislation..

Table 6-3 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 6-1  
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</i>		
				<i>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:

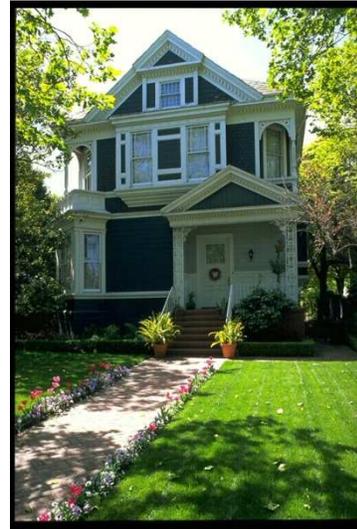
- i. The residential use will not conflict with or inhibit the attainment of General Plan land use designations or the operation of legitimate business uses within the commercial district.
- ii. New residential uses shall not occupy ground floor space considered suitable for business use.
- iii. New 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:* The City is in compliance with Assembly Bill (AB) 1866, permitting secondary dwelling in the One-Family Residence (R-1) district units ministerially (by right).



*Homeless Shelter:* The City's homeless transitional housing, one emergency shelter and a food bank are all located in industrial zones (M-1 and M-2), showing that these zones are suitable for permitting emergency shelters by right (see Program 4e).

Currently within these two zones, there is approximately 367 acres. This acreage is made up of over 180 parcels that range in size from 43 acres square feet to 4,000 square feet.

These vacant sties and underutilized parking lots are close to both services and transit. The sites surrounding these available parcels have mainly light industrial/manufacturing activities (i.e. Sail manufacturer, pencil manufacturer). Many of these sites have been rezoned to residential and mixed use and in the event that minor environmental hazards are present, they will be mitigated by development.

*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 6-2:

Currently, developments that provide housing for residents that have a lesser dependence on personal vehicles may be allowed to reduce such off-street parking requirements. Projects may include, but are not limited to senior housing and housing deemed affordable to those with low to moderate incomes, as defined by the applicable City and Federal HUD requirements.

The City has also included Program 4.i to annually review parking standards to ensure they do not constrain housing development. The City will also continue to reduce and/or waive parking requirements for affordable projects.

**Table 6-2 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
Dwelling units located above ground-floor commercial or retail uses within the Community Commercial district	1 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. 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.

Based on a thorough review of the ordinance coupled with the incentives and concessions currently being offered and conversations with local developers, the City does not feel that the current inclusionary housing program is a constraint to the development of housing. To further ensure the program does not pose a constraint and to monitor the effectiveness of the ordinance, the City has included Program 3a to monitor this program.

#### 1. Inclusionary Requirements

**Unit Requirement.** For all Residential Developments of five (5) or more units, at least fifteen percent (15%) of the total units must be Inclusionary Units restricted for occupancy by Very Low-, Low- or Moderate-Income Households. The number of Inclusionary Units required for a particular project will be determined only once, at the time of project approval. If a change in the Residential Development design results in a change in the total number of units, the number of Inclusionary Units required will be recalculated to coincide with the final approved project.

**Calculation.** For purposes of calculating the number of affordable units required by this subsection, any additional units authorized as a density bonus under California Government Code Section 65915(b)(1) or (b)(2) will not be counted in determining the required number of Inclusionary Units. In determining the number of whole Inclusionary Units required, any decimal fraction less than 0.5 shall be rounded down to the nearest whole number, and any decimal fraction of 0.5 or more shall be rounded up on the nearest whole number.

**Types of Inclusionary Units:** Four percent (4%) of the total units must be restricted to occupancy by Low-Income Households; four percent (4%) of the total units must be restricted to occupancy by Very Low-Income Households; and seven percent (7%) must be restricted to occupancy by Moderate-Income Households. For

Residential Developments with sixty-nine (69) or fewer total units, Inclusionary Units shall be restricted for occupancy by very low-, low- or moderate-income households in the following proportions, which are based upon the above calculations:

<u>Total Units</u>	<u>Inclusionary Units</u>	<u>Income levels</u>
05 to 9	1	1 moderate
10 to 16	2	1 moderate, 1 low
17 to 23	3	1 moderate, 1 low, 1 very low
24 to 29	4	2 moderate, 1 low, 1 very low
30 to 36	5	3 moderate, 1 low, 1 very low
37 to 43	6	3 moderate, 2 low, 1 very low
44 to 49	7	3 moderate, 2 low, 2 very low
50 to 56	8	4 moderate, 2 low, 2 very low
57 to 63	9	4 moderate, 3 low, 2 very low
64 to 69	10	5 moderate, 3 low, 2 very low

### **Exemptions**

The requirements of this section do not apply to:

**Reconstruction.** The reconstruction of any structures that have been destroyed by fire, flood, earthquake or other act of nature provided that the reconstruction takes place within three (3) years of the date the structures were destroyed.

### **Residential Developments of four (4) units or less.**

**Residential building additions, repairs or remodels.** Residential building additions, repairs or remodels; provided, that such work does not increase the number of existing dwelling units beyond four (4) units.

**Affordable housing projects.** Residential Developments that already have more dwelling units that qualify as affordable to Very Low-, Low- and Moderate-Income Households than this section requires.

**Residential Developments with approved maps.** Residential Developments for which a tentative map or vesting tentative map was approved, or for which a building permit was issued, prior to the effective date of the ordinance codified in this section and which continue to have unexpired permits.

## **Alternatives.**

**In-Lieu Fees.** For Residential Developments of nine (9) or fewer units, including Inclusionary Units, the requirements of this section may be satisfied by paying an In-Lieu Fee. The fee will be set by the City Council by resolution and shall be sufficient to make up the gap between (i) the amount of development capital typically expected to be available based on the amount to be received by a developer or owner from Affordable Housing Cost or Affordable Rent, and (ii) the anticipated cost of constructing the Inclusionary Units. Fees shall be paid upon issuance of building permits for Market-Rate Units in a Residential Development. If building permits are issued for only part of a Residential Development, the fee amount shall be based only on the number of units then permitted.

**Off-site construction.** Inclusionary Units may be constructed off-site if the Planning Board can make a finding that the purposes of this section would be better served by the construction of off-site units. In determining whether the purposes of this section would be better served by this alternative, consideration should be given as to whether the off-site units would be located in an area where, based on availability of affordable housing, the need for such units is greater than the need in the area of the proposed development.

## **Incentives.**

The City may provide the following incentive to a developer who elects to satisfy the inclusionary housing requirements of this section by producing Inclusionary Units on the site of the Residential Development.

**Expedited Processing.** Eligibility for expedited processing of development and permit applications for the Residential Development.

## **Compliance Procedures.**

Conditions to carry out the purposes of this section shall be imposed on the approval of any Residential Development to which this section pertains.

As part of the application for a Residential Development, the applicant shall submit an Affordable Housing Plan demonstrating compliance with this section. The Affordable Housing Plan must include: (i) a description of the number and size of each Market-Rate Unit and each Inclusionary Unit, including the income levels

to which each Inclusionary Unit will be made affordable, (ii) a narrative describing how the plan adheres to the Affordable Housing Guidelines adopted by the City Council, and (iii) a site map, with the location of the Inclusionary Units clearly marked.

The Affordable Housing Plan shall be reviewed and approved by the decision-making entity concurrently with the Residential Development in accordance with the procedures in the Alameda Municipal Code. The Affordable Housing Plan shall be made a condition of approval of the Residential Development and shall be recorded by the applicant together with any implementing regulatory agreements, resale restrictions, deeds of trust and/or similar implementing documents as a restriction on the parcel or parcels on which the Affordable Units will be constructed.

The Planning Board shall review any applications requesting off-site construction within their Affordable Housing Plan. The Affordable Housing Plan shall include a site map of the off-site location, a description of the arrangements made for construction at that site.

All Inclusionary Units shall be constructed and occupied as specified in the approved Affordable Housing Plan concurrently with or prior to the construction and occupancy of Market Rate Units unless certification is obtained from the Planning and Building Director that the applicant has met, or made arrangements satisfactory to the City to meet, an alternative procedure. In phased Residential Developments, Inclusionary Units shall be constructed and occupied in proportion to the number of units in each phase of the Residential Development. No final inspection for occupancy for any Market-Rate Unit shall be completed for the Residential Development or for any phase of the Residential Development until the applicant has constructed the Inclusionary Units required in the approved Affordable Housing Plan for the Residential Development or for any phase of the Residential Development

### **Requirements for Inclusionary Units.**

**Eligibility Requirements.** No Household may occupy an Inclusionary Unit unless the City or its designee has approved the Household's eligibility in accordance with City-approved policies. Each Household that occupies a rental Inclusionary Unit or purchases an owner-occupied Inclusionary Unit must occupy that unit as that Household's principal residence.

**Initial Sales Price of Owner-Occupied Units.** The initial sales price of an owner-occupied Inclusionary Unit shall be set so that the eligible Household will pay an Affordable Ownership Cost. Resale and other restrictions on the Inclusionary Unit will be governed by the regulatory agreements, resale restrictions, deeds of trust or other recorded agreements recorded against the Inclusionary Unit.

**Rent of Rental Units.** Rental Inclusionary Units shall be offered to eligible households at an affordable rent.

**Continued Affordability.**

Regulatory agreements, resale restrictions, deeds of trust and/or other documents acceptable to the City Manager, all consistent with the requirements of this section, shall be recorded against Inclusionary Units and Residential Developments containing Inclusionary Units. These documents shall legally restrict occupancy of Inclusionary Units to households of the income levels for which the units were designed for a minimum of fifty-nine (59) years. The forms of regulatory agreements, resale restrictions, deeds of trust and other documents authorized by this subsection, and any change in the form of any such document which materially alters any policy in the document, shall be approved by the City Manager.

The resale restrictions required by Subsection a. of this section shall allow the City a right of first refusal to purchase any owner-occupied Inclusionary Unit at the maximum price which could be charged to a qualified purchaser household, at the time the owner proposes a sale.

3. Alameda Point

Although the City approved a plan in 2000 for redevelopment of this land for civilian housing, the property at Alameda Point has not been conveyed to the City as planned as of February 2012. For this reason, the City is not including Alameda Point in the Land Inventory for the 2007-2014 Housing Element. The City does anticipate that Alameda Point will be available for the City's next Housing Element.

4. City Charter Article XXVI (Measure A)

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.

In 1990, the City Council agreed by Settlement Agreement in the case of *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 represented 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 was used to approve the Breakers at Bayport (62 units), Shinsei Gardens (39 units), and a new affordable housing project on Lincoln Avenue with 20 units.

In 2008, the Planning Board sponsored a Housing Element/Measure A Forum. 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.

In 2008/09, the City of Alameda completed work on a draft amendment to the Alameda Municipal Code to include a detailed Density Bonus Ordinance for Alameda. The ordinance was adopted in 2009 as AMC Section 30-17. The new ordinance provides for density bonuses of 35% over and above the 21 units per acre allowed under Measure A for a maximum density of 29 units per acre for projects that qualify for a 35% density bonus pursuant to State Law. The Alameda Density Bonus also allows the property owner or developer to request waivers from AMC 30-52, which implements Measure A's prohibition on multifamily housing. In 2011, the Planning Board and City Council unanimously approved the first density bonus project to submit under the new ordinance. The "Boatworks" project requested and was granted a 22% density bonus for a total of 182 units and a waiver from the multifamily prohibition. The project includes a 28-unit multifamily rental apartment building and 45 attached town homes.

All of the sites on the land inventory are zoned to allow residential densities up to 21 units per acre. Under the existing zoning and density bonus ordinance, residential densities on these sites can be increased to 29 units per acre and multifamily housing can be approved.

To comply with the requirements of Government Code Section 65583, the Housing Element is proposing that the City of Alameda further amend its Municipal Code to include a Multifamily (MF) Zoning overlay district that will allow multifamily housing and 30 units per acre by right. In order to provide adequate sites to comply with Section 65583, the City is proposing to apply the new MF Overlay zone to a number of sites on the Land Inventory (see Chapter 5 and Program 4c)

With the recent adoption of the Density Bonus Ordinance and the proposed MF Overlay Zone, the City of Alameda will have ensured that City Charter and Municipal Code does not create unnecessary constraints on the development of a variety of housing types in Alameda.

Staff is recommending amendments to the Overlay District to clarify that the 30 units per acre density is equivalent to a density of one unit for every 1,452 feet of land, and that with a density bonus, 40 units per acre is equivalent to one unit for every 1,075 square feet of land.

##### 5. 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.

i. City of Alameda Process and Timelines for Approving Residential Units

In Alameda, all land use entitlements are processed concurrently, unless the applicant/developer requests a that the entitlements be separated for individual consideration. In most cases, developers and applicants wish to proceed through the process a single time to acquire all the necessary entitlements at once. However, in some cases, for large multi year projects, the developer/applicant has requested that the entitlements be processed in a sequence, but that is unusual and not typical.

Therefore, for a typical residential entitlement, the entitlement with the longest timeline, typically determines the permit processing timeline for the entire package of entitlements. Table 6-3 below, shows the typical permit timelines for the different types of permits and Table 6-4 shows the typical timeframe for a single family and multifamily project .

Table 6-3 Timelines for Permit Procedures

<b>Type of Approval or Permit</b>	<b>Typical Processing Time</b>
Ministerial Review	One to 5 days
Conditional Use Permit	20 to 30 days
Zone Change	20 to 45 days
General Plan Amendment	20 to 45 days
Site Plan Review	20 to 30 days
Architectural/Design Review	20 to 30 days
Tract Maps	20 to 45 days
Parcel Maps	20 to 30 days
Initial Environmental Study	20 to 30 days
Environmental Impact Report	45 to 270 days

Source: City of Alameda, 2012

Table 6-4 Typical Processing Procedures by Project Type

	<b>Single family Unit</b>	<b>Multifamily</b>	<b>New Multifamily Overlay (MF)</b>
List Typical Approval Requirements	Site Plan & Design Review (concurrently) (20-30 days)	Site Plan & Design Review (concurrently) (20-30 days)	Site Plan & Design Review (concurrently) (20-30 days)
	Building Dept. Review (15 days)	Building Dept. Review (15 days)	Building Dept. Review (15 days)
Est. Total Processing Time	4-5 weeks	4-5 weeks	4-5 weeks

Source: City of Alameda, 2012

### **The Permit Center Team Advantage**

The first stop for any residential development application in the City of Alameda is the Community Development Permit Center. At the core of the Center are Planning and Building counter staff. Building and Planning work closely together with Economic Development, all in the same office, to insure speed and ease of communication.

A Counter Planner acts as an expediter to assist applicants with project design prior to submittal and ensure that the most expeditious and streamlined entitlement process is followed. In addition, the Counter Planner coordinates with the Building Permit Technicians, Fire Department staff, and others in the Center to ensure that all State and local Code requirements are understood and incorporated into the initial submittal.

This streamlines the application process and helps to insure that when the project is submitted, it meets all City Code requirements, and is self-mitigating whenever possible. This pro-active, inclusive approach reduces the need for time-consuming and costly changes during the review process and entitlement process.

### **Single Unit or Multiple Unit Residential Project Entitlement Process:**

#### *Design Review.*

Once an application is submitted for a residential development, the application is immediately (same day) assigned to a Project Planner. The Project Planner immediately determines with the help of the Counter Plan all of the necessary entitlements that will be necessary.

All new residential (Single family and Multi-family) projects require Design Review. The Alameda Municipal Code authorizes the Project Planner to approve the Design Review application, provided that a minimum 10-day notice (maximum 20 day) is provided to all property owners within 100 feet of the property.

Every effort is made to get the initial review of most applications complete within 10 working days of submittal. A shorter turnaround can be expected if a re-submittal is required. The status of the project may be reviewed by anyone 24/7 on-line through our e-permit portal at <http://www.cityofalamedaca.gov/Business/Permit-Center>

All staff Design Review approvals are subject to appeal or call for review by the Planning Board within 10 days of the action.

If no other entitlements are necessary, the Building Permit for the project may be issued within the 10 days of the approval date.

The findings for Design Review approval are:

- The proposed design is consistent with the General Plan, Zoning Ordinance, and the City of Alameda Design Review Manual.
- The proposed design is appropriate for the site, is compatible with adjacent or neighboring buildings or surroundings, and promotes harmonious transitions in scale and character in areas between different designated land uses; and
- The proposed design of the structure(s) and exterior materials and landscaping are visually compatible with the surrounding development, and design elements have been incorporated to ensure the compatibility of the structure with the character and uses of adjacent development.

#### *Minor Variances*

In some cases, an application may require a minor variance in addition to the Design Review application. The Alameda Municipal Code authorizes the Planning Director to approve minor variances for residential projects, provided that a minimum 10-day (maximum 20 day) notice is provided to all property owners within 300 feet of the property.

All staff Minor Variance approvals are subject to appeal or call for review by the Planning Board within 10 days of the action.

If a Minor Variance is required, the variance is processed simultaneously with the Design Review permit.

*Use Permits:*

Use Permits are not required for Residential Projects (Single Family or Multi-family) in any residential or commercial mixed use district.

*Zoning Amendments, General Plan Amendments, and/or Tentative Maps:*

In some cases, an application may require a zoning amendment, General Plan amendment, and/or Tentative Map to allow residential use on a property that is zoned for manufacturing or industrial use or subdivide property.

General Plan amendments, zoning amendments, and Tentative Maps must be reviewed by the Planning Board and approved by the City Council. The Planning Board and the City Council hearings each require separate, minimum 10-day (maximum 20 day) notice.

If a General Plan amendment, zoning amendment and/or tentative map is required, the Design Review permit is processed simultaneously with the General Plan and Zoning Amendments.

*CEQA:*

Design Review and Minor Variance Applications are processed with Categorical Exemptions in Alameda.

If a General Plan or Zoning Amendment is needed for a large scale project, 40 or more units, then either a Negative Declaration or EIR may be necessary depending on the environmental issues on the site.

*Design Review Team:*

The City of Alameda maintains a Design Review Team (DRT). The DRT is a team of city staff from each of the major departments (planning, Building, Public Works, Fire, Police, etc.) The DRT meets every two weeks to identify potential solutions to code or development problems that may be associated with

development projects. For residential projects, the DRT serves an important function by alerting applicants of potential problems and potential solutions to those problems that may be implemented to expedite and streamline the Building Permit process.

#### *Building Department Review*

Applicants may submit for Building Permits prior to completing the Design Review, minor variance, GPA, ZA, or Tentative Map entitlement process, but most choose to delay submittal of building permit applications until completion of the planning permit phase.

Upon receiving design review approval the project is ready for building department submittal and review. Initial Review time is 15 working days. This review is for compliance with applicable plumbing, electrical, mechanical, building, and other City code requirements. During the review process, whether that is design review, building or other review, City staff may ask for clarifications and or corrections to the submitted plans. The vast majority of applications submitted for permit approval are ready to issue in less than 6 weeks. Comments are posted electronically on our e-Permit Portal, and may be accessed on-line at any time.

#### ii. Housing for Persons with Disabilities:

In compliance with SB 520, a complete evaluation of the City's zoning laws, practices, and policies was done as a part of the Housing Element update process. No constraints to housing development for persons with disabilities were found at that time.

However, Action H-13.3 has been incorporated into the Housing Chapter to mitigate any possible constraints.

**Reasonable accommodations** – The City has administrative procedures in place for reviewing and approving requests for modifications to building or zoning requirements in order to ensure reasonable accommodations for persons with disabilities. In addition, the City has included Program 1.j to adopt a formal develop and formalize a general process that a person with disabilities will need to go through in order to make a reasonable accommodation request.

Pursuant to Section 30-5-7, structures for disabled access may encroach into any required front, side or rear yard as necessary to provide safe and adequate access.

Ramps and other structures that are less than 30 inches in height are exempt from Building Permit requirements.

Retrofitting of commercial parking with ADA parking facilities is exempt from City review.

The Zoning Ordinance specifically exempts facilities for handicapped and disabled individuals from zoning setbacks and other development standards, so no special findings are necessary.

**Separation requirements** – The City’s Zoning Ordinance does not impose any separation requirements between Residential care facilities. Residential care facilities shall be located in accordance with all applicable developmental and locational guidelines under the General Plan and shall be located in those areas which offer appropriate services for the residents of these facilities, including necessary medical, transportation, shopping, recreational, and nutritional programs.

**Site planning requirements** – The site planning requirements for residential care facilities are no different than for other residential uses in the same zone.

**Definition of family** – The City will amend the Zoning Ordinance to include the definition of family. It will be defined as: “One or more persons living together in a dwelling unit, with common access to, and common use of all living, kitchen, and eating areas within the dwelling unit.” This definition is consistent with current housing law (Program 1e).

*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 6-5 provides a breakdown of the fees required for construction of a typical detached single-family home and a duplex.

**Table 6-5  
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
<b>Total</b>	<b>17,836</b>	<b>Total</b>	<b>27,474</b>

\*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 6-7 illustrates the citywide Development Fee structure.

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

<i>Land Use/Category</i>	<i>CITY DISTRICT</i>			
	<i>West End</i>	<i>Waterfront</i>	<i>Central/ East End</i>	<i>Bay Farm Infill</i>
<b>CDF Fees Per Unit</b>				
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
<b>CDF Fees Per SF of Bldg. Space</b>				
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 6-7  
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 or 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 or 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 or four units per 100,000 square feet	Warehouse, storage space
Manufacturing	\$0.60 per square foot or four units per 100,000 square feet	Factory, fabrication/production area
Hotel/Motel	\$885 per room/suite or five units per 100 rooms or 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.