

## Attachment 2

### Proposed Amendments to the Draft 2009 Housing Element

# Chapter 1 Amendments

## 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. ~~As described in Chapter 3, during the last planning period from 1999–2006, the City of Alameda produced 1,336 new housing units. Forty-two percent (42%) of the units created were units affordable to very low, low, or moderate income households.~~

**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). ~~Under current General Plan and City Charter land use limitations, Alameda can make land available for up to 3,707 new housing units during the period 2007–2014. Should the initiative currently proposed for Alameda Point by the master developer be approved by the voters this November, additional capacity would be created during the 2007–2014 and future Housing Element planning periods.~~

## Major Housing Initiatives for 2007-2014

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

- ~~Alameda Point. The single largest housing opportunity in Alameda lies at the western end of the island at the site of the former Naval Air Station. The priority for this period will be to complete the entitlement and remediation of the property and complete the first phases of the redevelopment. Under current General Plan and City Charter limitations, the site could accommodate up to 1,800 units. With the currently proposed ballot measure and charter amendment, the site would accommodate approximately 4,500 units.~~
- Alameda Landing. ~~Entitled in 2007, the~~The Alameda Landing mixed use project adjacent to Alameda Point and the successful Bayport residential development ~~will include up to 300 units. The project is a public private partnership, represents the second phase of the eventual redevelopment and reuse of the former Naval Air Station.~~
- Northern Waterfront Redevelopment. These former industrial sites ~~have already been replanned for mixed use residential development. The priority for the period will be to complete the conformance rezoning and necessary entitlements for the 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 include “inclusionary” affordable housing. The priority for the period will be to examine the ~~city’s~~city’s current affordable housing requirements and incentives to determine how best to facilitate affordable housing in private development projects. ~~The City is currently re-examining its 25% inclusionary requirement for redevelopment areas and preparing and up to date Density Bonus Ordinance to encourage and reward projects that provide additional affordable units.~~
- 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. ~~Current efforts underway include a comprehensive reevaluation of the parking requirements for all uses, including housing in commercial mixed use districts, and a complete update of the City’s subdivision ordinance with smart growth best practices.~~

- 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 will continue to maintain General Plan consistency.

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 their 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.
- Diane Lichtenstein, Vice President of HOMES
- Helen Souse, member of HOMES
- Doug Biggs, Executive Director of Alameda Point Collaborative
- Jon Spangler, Alameda resident

In March 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.

## **Chapter 2 Amendments**

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

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

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

### **A. Housing Policy Plan**

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

#### **1. Housing Goals**

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

- 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. *Definition of "Family"*: 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".

## 2. Rental and Home Ownership Assistance

- a. *Housing Choice Voucher Program (Section 8)*: Continue issuing vouchers and encouraging property owners to participate in this rental assistance program.
- b. *First Time Homebuyer ~~Programs~~Program*: Continue the Down-~~payment~~**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. ~~Redevelopment~~ *Inclusionary Housing*: Review the ~~25citywide 15%~~ inclusionary requirement ~~in redevelopment areas to in~~ensure that the ~~context of State Density Bonus requirements. ordinance is not or does not constrain on housing development.~~
- b. *Alameda Point Collaborative Substantial Rehabilitation*: Monitor the legally binding Agreements (LBAs) between the Alameda Redevelopment and Reuse Authority (ARRA) and Operation Dignity and the Alameda Point Collaborative for 200 units of transitional and permanent housing for formerly homeless families.
- c. *Infill Development New Construction/Acquisition/Substantial Rehabilitation Program*: Continue to fund family housing projects on a case-by-case basis from ~~Redevelopment 20 percent set aside,~~ Affordable Housing Unit Fee (AHUF) and Housing Authority funds. Continue to fund infill development projects using available funding.
- d. *School Employee Housing*: Develop affordable housing using 20 percent set aside of BWIP Low and Moderate Income Housing funds. Utilize a lottery system that provides a bonus point for Alameda Unified School District employees for the homebuyer selection process. Work with Alameda Unified School District to identify appropriate sites.
- e. *Substantial Rehabilitation Program*: Continue to implement the City's Substantial Rehabilitation Program, which creates new rental units in existing vacant or underutilized structures.

- f. *Affordable Housing Unit/Fee (AHUF) Ordinance:* Continue to administer the AHUF to support the development of new and rehabilitated housing, and periodically adjust the housing impact fee to keep pace with inflation.
- g. *Inventory of Vacant Land:* Develop and maintain an inventory of vacant land for public information purposes.
- h. *Homeless Shelter Funding:* Continue to provide funding assistance for Midway Shelter, a 24-bed enriched shelter for women and children.
- i. *Area Special Studies:* As non-residential sites such as existing school sites, or other public or utility sites become surplus, or if major commercial or industrial sites become available, evaluate these sites for their potential to provide housing.
- j. *Public Housing Conversion:* Complete voluntary conversion of public units to Section 8 program.
- 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.

#### 4. Government Process and Role

- a. *Coordinated Staff Review of Projects:* Continue to coordinate inter-department review of projects in a timely and efficient manner using the Development Review Team.

- b. *Fair Housing and Tenant-Landlord Mediation:* Continue the City of Alameda's commitment to affirmatively furthering fair housing. ECHO Housing is contracted by the City to counsel tenants and landlords on their rights and responsibilities, mediate landlord/tenant disputes, and investigate complaints of housing discrimination. The City will continue to contract with ECHO Housing or a similar agency to provide fair housing and tenant-landlord mediation services. City staff is also available to respond to questions from the public and to make appropriate referrals to the program. The program is publicized through brochures and the City website. In addition to mediation, referrals are made to the local branch of the Alameda Free Library for a copy of *California Tenants: A Guide to Residential Tenants' and Landlords' Rights and Responsibilities* as well as other website resources.
- ~~c. *Conformance Rezoning:* Rezone housing opportunity sites on the Vacant Land Inventory Plan to conform to the General Plan Housing Element.~~

c. *Rezoning to Allow for the Development of Housing:* In an effort to meet the regional housing need, the City will rezone sites 8, 9, 11, 12, 16, 17, 18, 19, 20, 21, and 22 to include the new multifamily zoning overlay. The City is relying on sites 9, 11, 18, 19, 20, 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 8, 2, 16, and 17 are included to meet the City's moderate and above moderate income RHNA and therefore will allow for a maximum of 30 units per acre.

In addition the City will rezone sites 1, 2, 3 and 4 to allow for additional housing development.

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.

- d. *Density Bonus Ordinance:* ~~Adopt an 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:* ~~Within one year of adoption of the Housing Element, the City will identify a zone and create development standards therein that will permit for~~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 permit to meet review. The M-1 and M-2 zones are close to transit corridors and services. In addition, the City's identified homeless population needs. City will evaluate adopting development and managerial standards that will be consistent with Government Code Section 65583(a)(4).

- f. *Transitional and Supportive Housing:* The City will amend the Zoning Ordinance to explicitly allow both supportive and transitional housing types in all residential zones. The City will include definitions of transitional and supportive housing as defined in Health and Safety Code Sections 50675.2 and 50675.14, and allow both transitional and supportive housing types as a permitted 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.

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

Action Plan	Target Objective <sup>1</sup>	Action Needed	Department	Program Funding	Time Frame
i. <u>Definition of “Family”</u>	<u>Ensure consistently with Fair Housing Law.</u>	<u>Amend the Zoning Ordinance to include the definition of “family”</u>	<u>Planning and Building Department</u>	<u>Community Planning Fee</u>	<u>Amend the Zoning Ordinance by January 1, 2013</u>
<b>2. Rental and Home Ownership Assistance</b>					
Action Plan	Target Objective	Action Needed	Department	Program Funding	Time Frame
a. Housing Choice Voucher Program (Section 8)	Increase utilization to 100% of allocation (A)	Continue issuing vouchers and encouraging property owner participation in the program	Housing Authority	HUD	Ongoing
	Increase number of rental property owners accepting vouchers (A)	Continue program for property owner outreach strategies and incentives	Housing Authority/ Development Services Department	HA Funds	Ongoing
	Use up to 25% of Voucher allocation for Project-based Voucher Program (A)	Add units at sites approved by HUD as they become vacant or tenants become eligible for the program	Housing Authority	HUD	Completed 2008
b. First Time Home Buyer Programs	Assist 5 first time homebuyers per year (VL, L, M, FH, LF)	Continue program	Development Services Department	Dedicated Housing Funds	Ongoing
	Educate 200 workshop participants per year (VL, L, M, FH, LF)	Continue Home Buyer Assistance Workshops	Development Services Department	Dedicated Housing Funds	Ongoing
c. Conservation of At-Risk Units	Acquire at-risk units (EL, VL, L, M, E)	Continue to monitor at-risk units	Housing Authority	Housing Authority Funds	Ongoing

Action Plan	Target Objective <sup>1</sup>	Action Needed	Department	Program Funding	Time Frame
d. Conserve Existing Affordable Units	Acquire and rehabilitate properties (A)	Identify available and financially feasible properties	Development Services Department	Dedicated Housing Funds	Ongoing
e. Alameda County Mortgage Credit Certification Program	Continue program (M, FH, LF)	Continue program	Development Services Department	General Fund	Ongoing
f. Condominium Conversions	Ensure no undue hardship for tenants (VL, L, M, E)	Continue to enforce ordinance	Planning and Building Department	Planning & Building Fund	Ongoing
g. Foreclosure Prevention and Assistance	Fund Refinance Mortgage recovery loans (VL, L, M, E)	Start Pilot Project	Development Services Department	Dedicated Housing Funds	Ongoing
h. Rent Review Advisory Committee (RRAC)	Seek concessions in all appropriate cases. (A)	Staff committee and monitor for effectiveness	Development Services Department	CDBG/Dedicated Housing Funds <sup>2</sup>	Ongoing
<b>3. New Housing Development</b>					
a. <del>Redevelopment</del> Inclusionary Housing Ordinance (APIP, BWIP, WECIP)	Increase housing development in redevelopment areas.	Review requirement to ensure it is not an impediment	Development Services Department	Private financing/ tax increments/ federal and state programs	<del>Annually monitor</del> Ongoing
b. Alameda Point Collaborative Substantial Rehabilitation	Maintain agreement to provide long-term leases (VL, L, FH)	Continue program	Development Services Department	ARRA	Ongoing

Action Plan	Target Objective <sup>1</sup>	Action Needed	Department	Program Funding	Time Frame
c. Infill Development – New Construction/Acquisition/Substantial Rehab	Develop approximately 70 units in new and existing projects (VL, L, M) (VL, L, M, FH, LF)	Initiate new projects and complete construction	Housing Authority/ Development Services Department	Dedicated Housing Funds	Ongoing
d. School Employee Housing	Develop affordable units (VL, H, FH)	Initiate programs with school district (AUSD)	Development Services Department/A USD	Dedicated Housing Funds	2010
e. Substantial Rehabilitation Programs	Create 175 affordable dwelling units during planning period (VL, L, M)	Continue to implement program	Development Services Department	CDBG	Ongoing
f. Affordable Housing Unit/Fee (AHUF) Ordinance	Fund new projects and periodically adjust rate for inflation (VL, L, FH, LF)	Collect fees, monitor program, and fund projects	Development Services Department	AHUF funds	Ongoing
g. Inventory of vacant land	Annual update (A)	Field survey	Planning and Building Department	Planning & Building Fund	Ongoing
h. Homeless shelter funding	8,000 bednights at Midway Shelter per year (VL, H)	Fund and monitor program	Development Services Department	State and Federal Programs	Ongoing
i. Area special studies	Provide additional housing in appropriate re-use areas (A)	Study housing potential of non-residential sites	Planning and Building Department	Planning & Building Fund	As sites become available
j. Public Housing Conversion	Complete voluntary conversion of public units to Section 8 program (VL, L, FH LF, E)	Requires HUD approval	Housing Authority	HUD	2008-2009
k. <u>Rental Housing for Lower Income Households:</u>	<u>Work with public or private sponsors to identify candidate sites for new construction of rental housing for lower income households.</u>	<u>Staff coordination with public and private sponsors</u>	<u>Development Services Department</u>	<u>Planning &amp; Building Fund</u>	<u>As projects are approved through the Planning</u>



Action Plan	Target Objective <sup>1</sup>	Action Needed	Department	Program Funding	Time Frame	
1. <u>Extremely low income households</u>	<u>Assist in the development of housing for extremely low income households</u>	<u>Amend the zoning ordinance to allow SROs in the R-5 district.</u>	<u>Development Services Department</u>	<u>Planning &amp; Building Fund</u>	<u>Amendments adopted by January, 2013</u>	
<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 <u>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.</u>	Development Services Department	CDBG	Ongoing	
c. <del>Conformance</del> Rezoning to Allow for the Development of Housing	<u>Rezone sites 8, 9, 11, 12, 16, 17, 18, 19, 20, 21, and 22 to include the new multifamily zoning overlay and sites 1, 2, 3 and 4 to allow for additional housing development.</u>	Initiate rezone	Planning and Building Department	Community Planning Fee	<u>Initiate in March, complete by January 2013.</u>	
d. Density Bonus Ordinance	Encourage a large percentage of affordable housing units in housing development projects	<del>Adopt Ordinance</del> <u>Continue to ensure compliance with State Density Bonus law.</u>	Planning and Building Department	Community Planning Fee	<del>2009</del> <u>Ongoing, as projects are processed through the Planning and Building Department</u>	

Action Plan	Target Objective <sup>1</sup>	Action Needed	Department	Program Funding	Time Frame
e. Emergency Shelter	<u>Define and allow for-emergency shelters by right in the M-1 and M-2 districts. <del>Analysis of emergency shelter needs to determine annual and seasonal needs</del></u>	Amend the Zoning Ordinance to define and allow for emergency shelters	Planning and Building Department	Community Planning Fee	<u>Comply with SB2 by January 2013</u>
<u>f. Transitional and Supportive Housing</u>	<u>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.</u>	<u>Create <del>and adopt</del> development standards Amend the Zoning Ordinance to define and allow for transitional and supportive</u>	<u>Planning and Building Department</u>	<u>Community Planning Fee</u>	<u>Comply with SB2 by January 2013</u>
<u>g. Large Sites</u>	<u>Facilitate the development of affordable housing on smaller parcels (50 to 150 units in size)</u>	<u>Routinely coordinate with property owners and give high priority to processing subdivision maps that include affordable housing units</u>	<u>Planning and Building Department</u>	<u>Community Planning Fee</u>	<u>Ongoing, as projects are processed through the Planning and Building Department</u>
<u>h. Universal Design</u>	<u>Provide housing that is universally accessible in all new housing projects of 5 or more units.</u>	<u>Consider amendments to the Zoning Ordinance to require universal design elements</u>	<u>Planning and Building Department</u>	<u>Community Planning Fee</u>	<u>By January 2013</u>

<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	<u>241</u>	<u>241</u> <del>482</del>	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><u>16</u></b>	<b><u>121</u></b>	<b><u>113</u></b>	<b><u>74</u></b>	<b><u>316</u></b>	<b><u>640</u></b>
<b><u>CONSERVATION</u></b>						
<b>Existing Housing Choice Vouchers</b>						
(Households)	<u>1,159</u>	216	40	5	0	1,420
FASCA Units	<u>7</u>	5	1	0	0	13
<b>Total Conservation</b>	<b><u>1,116</u></b>	<b><u>221</u></b>	<b><u>41</u></b>	<b><u>5</u></b>	<b><u>2</u></b>	<b><u>1,433</u></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><u>0</u></b>	<b><u>7</u></b>	<b><u>74</u></b>	<b><u>94</u></b>	<b><u>0</u></b>	<b><u>175</u></b>

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



## **Chapter 3 Amendments**

# **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**

~~During the five-year period for 2001 through 2006, 1,326 units were added to the City's housing stock. Of those units, 567 units, or 42 percent, were affordable housing units. Table 3-1, Completed and Approved Projects, details the City's housing accomplishments in new construction, rehabilitation and preservation and approved projects. Overall Alameda was able to construct 61 percent of its Association of Bay Area Governments (ABAG) Regional Housing Need. Alameda Point, the largest proposed housing and job-generating locations in Alameda, did not develop during the planning time frame, although rehabilitation and repopulation of existing housing at Alameda Point did occur, primarily low income units created by the Alameda Point Collaborative. Bayport Development site also moved forward with 365 above-moderate and 48 moderate units. The 62-unit Breakers at Bayport development includes 18 units for very low-income households, 34 units for low income, and 10 units for moderate income households. Alameda was able to satisfy 68 percent of the very low-income need. Twenty-two percent of the need for low-income households and 34 percent of the need was met for moderate income households. Targeting housing production for very low and low-income categories should be a priority of this Housing Element. Revising the inclusionary housing requirements to favor additional low and moderate income housing development or adding more programs targeted to these income levels should be considered.~~

### **B. Housing Rehabilitation**

As is evident from Table 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). Unfortunately, the ~~programs designed for moderate income home ownership have not been as successful, a fact that is also borne in the housing production; however, the amnesty program and infill housing, which have supplied the bulk of moderate-income units, both continue to be successful. The table shows several areas~~

where the City continues to need to refine its development regulations to be more housing-friendly. These areas include non-conforming residences in industrial/commercial areas, work/live locational restrictions and streamlining residential development in commercial areas. As a built-out community, Alameda needs to focus on retention of existing units and non-traditional methods of housing production. The proposed form-based code for the area north of Lincoln Avenue on Park Street is an example of the types of regulations that will assist in creating interesting and affordable housing units.

Table 3 -1, Completed and Approved Projects

<u>Location</u>	<u>Total Units</u>	<u>Income Level</u>				<u>Information and Current Status</u>
		<u>Very Low</u>	<u>Low</u>	<u>Mod</u>	<u>Above Mod</u>	
<u>January 1, 1999 to June 30, 2006</u>						
<u>460 Buena Vista</u>	<u>26</u>	<u>11</u>	<u>15</u>			<u>Acquired by Housing Authority and Rehabilitated / Completed in 2000. Units are now 100% affordable.</u>
<u>The Gardens / Buena Vista</u>	<u>83</u>			<u>8</u>	<u>75</u>	<u>New Construction / BWIP / 8 inclusionary units / Completed in 1999</u>
<u>1109 Buena Vista</u>	<u>2</u>		<u>2</u>			<u>New Construction / Completed in 2000</u>
<u>Playa Del Alameda / Crolls Garden Court</u>	<u>40</u>	<u>40</u>				<u>Section 8 Opt-Out, Refinanced and Rehabilitated with long term affordability in 2000</u>
<u>746 Eagle</u>	<u>1</u>	<u>1</u>				<u>Housing Authority Rehabilitation / Completed in 2000</u>
<u>2201 Santa Clara</u>	<u>3</u>		<u>3</u>			<u>Housing Authority / Land Trust Model Homeownership / New Construction / Completed in 2001</u>
<u>Marina Cove Phase I - Buena Vista and Hibbard</u>	<u>83</u>	<u>6</u>	<u>2</u>	<u>5</u>	<u>70</u>	<u>Completed 83 of 152 approved units in first phase/ BWIP</u>
<u>CDBG Sub. Rehab.</u>	<u>22</u>	<u>22</u>				<u>Substantial rehab, with use of CDBG funding. Units now have a 15 year affordability covenant</u>
<u>Westline / Otis Drive</u>	<u>3</u>				<u>3</u>	<u>Completed / Approved Planned Development</u>
<u>43 County Road</u>	<u>5</u>				<u>5</u>	<u>Completed</u>
<u>Elders Inn / 1721 Webster</u>	<u>52</u>				<u>52</u>	<u>Completed / BWIP / 52 Assisted living units</u>
<u>Aegis / 2415 Mariner Square Dr</u>	<u>93</u>				<u>93</u>	<u>Completed/ Assisted living units</u>
<u>Bay Cove (3500 Oleander)</u>	<u>28</u>				<u>28</u>	<u>Completed subdivision of 28 single family units</u>
<u>Bayport</u>	<u>485</u>			<u>48</u>	<u>437</u>	<u>Completed / BWIP - HOME funds, RDA, State MHP, Tax Credits</u>
<u>AP-West Housing</u>	<u>200</u>	<u>200</u>				<u>Substantial Rehab Completed / BWIP, HOME, County, State, CDBG. This project has a 59 year covenant.</u>
<u>AP- Big Whites</u>	<u>68</u>				<u>68</u>	<u>Substantial Rehab / APIP- 59 year covenant</u>
<u>Breakers at Bayport Apartments</u>	<u>52</u>	<u>18</u>	<u>34</u>			<u>Completed / BWIP, inclusionary units. Funded with HOME, MHP, TCAC, and AHP.</u>
<u>Breakers at Bayport Townhomes</u>	<u>10</u>			<u>10</u>		<u>Funded with inlieu fees</u>

Location	Total Units	Income Level				Information and Current Status
		Very Low	Low	Mod	Above Mod	
July 1, 2006 to Present						
Shinsei Garden Apartments	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				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)	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
TOTAL Rehab	425	314	42	1	68	
TOTAL New Construction	1501	87	59	164	1191	
TOTAL ALL UNITS	1,926	401	101	165	1,259	



<p><u>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>

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

<b>Action Plan:</b> Streamline development of residential units in the commercial zones.		
Implementation	Targets 2001- 2006	Analysis & Recommendation

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

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

*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.*

**Action Plan:** Continue administering the City's condominium conversion ordinance.

Implementation	Targets 2001- 2006	Analysis & Recommendation
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.*

*Policy 2.c.iii Encourage development that offers residents easy access to goods, services, jobs, transportation, education and recreation.*

**Action Plan:** Provide adequate sites for the development of housing for all income groups.

Implementation	Targets 2001- 2006	Analysis & Recommendation
<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.

*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.*

**Action Plan:** Study and adopt policies and programs that encourage developers to build affordable housing units.

Implementation	Targets 2001- 2006	Analysis & Recommendation
<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.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.		
Implementation	Targets 2001- 2006	Analysis & Recommendation
<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.	No targets set for this action item, but the City received \$1,089,036 in fees. Zero units were developed in this planning period.	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.
<u>Manufactured and Factory Built Housing</u> – Provide opportunities for the siting of manufactured and factory built housing.	Reduce housing development costs.	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.

<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.		
Implementation	Targets 2001- 2006	Analysis & Recommendation
The City is working <del>with the present Master Developer, SunCal,</del> to create <u>zoning provisions for Alameda Point that may include incentives and waivers for affordable housing. a Master Plan after which incentives such as land buy-downs may be considered.</u>	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.		
Implementation	Targets 2001- 2006	Analysis & Recommendation
<u>Small Lots</u> – Through the Planned Development zoning provision, the City has been able to provide the flexibility to develop small lots.	Support the use of planned developments.	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><u>Parking Standards</u> – The 1990 Housing Element called for the review of parking standards to facilitate infill 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>The target was set to reduce standards. <del>No action has occurred on this item due to a lack of broad-based support for relaxing parking restrictions.</del></p> <p>Develop ordinance.</p> <p>Regulation maintained during planning period.</p> <p>Develop ordinance.</p>	<p><u>In 2010, the City adopted reduced parking regulations for residential uses in commercial mixed use areas..</u> New parking standards will be developed for future residential development at Alameda Point. <del>It is recommended that the City consider in-lieu parking fees and parking variances on a case-by-case basis to facilitate development where such programs are appropriate and have community support. Facilitate infill development by amending the parking standards in the Zoning Ordinance.</del></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><u>The City adopted a density bonus ordinance in 2009.</u> It is recommended that the density bonus ordinance be reviewed to make it an attractive tool for providing affordable housing. <del>Adopt the density bonus ordinance in 2009.</del></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</p>	<p>No target set for this program.</p>	<p>Currently, the City has an ambitious plan to develop affordable and market rate housing. It is recommended that the City develop</p>

## Chapter 4 Amendments

# 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- ~~482~~ 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**

Income Limits	<u>Extremely Low</u>	Very Low:	Low:	Moderate:	Above Moderate	Total
# of Units	<u>241</u>	<u>241</u> <del>482</del>	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.

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**

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

Source: 2010 American Community Survey

*b. Existing and Historical Employment*

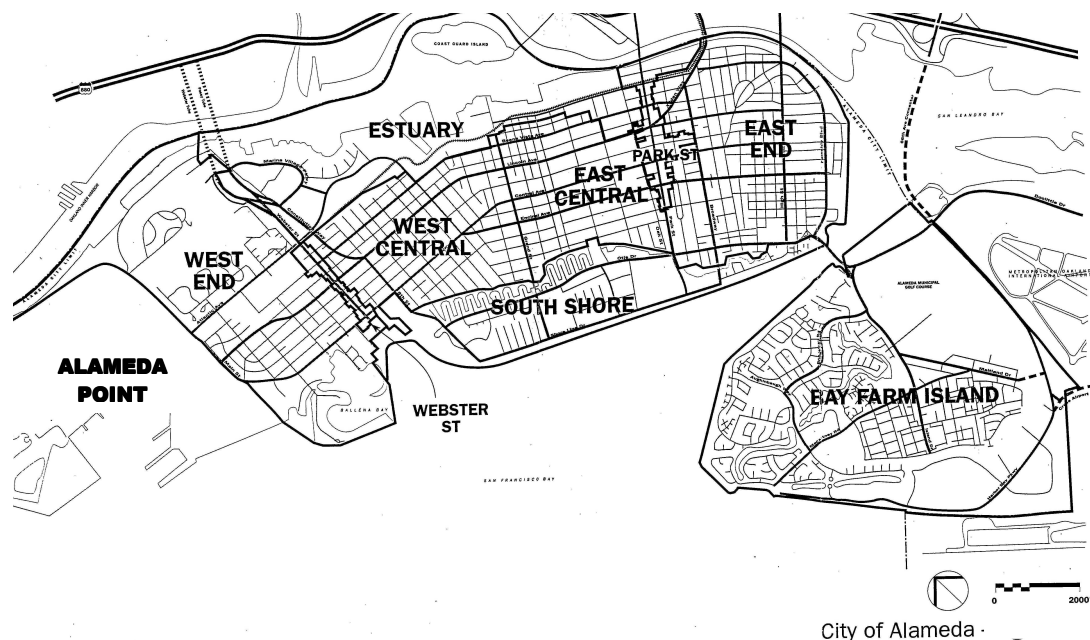
Just as with population growth, employment history has been turbulent in Alameda over the past decades. Table 4-8 shows current and projected jobs for Alameda and Alameda County. Jobs decreased in the 1990's as the result of the NAS and FISC closures. The closure of NAS and FISC resulted in the net loss 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.

## Chapter 5 Amendments

# 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. Much of the new housing to be built in Alameda over the 2007-2014 planning period is being developed in these three areas.~~

|



## **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**

<u>Allocation</u>	<u>Very low</u>	<u>Low</u>	<u>Moderate</u>	<u>Above Moderate</u>	<u>Total</u>
<u>1999 – 2006 RHNA</u>	<u>443<sup>1</sup></u>	<u>265</u>	<u>611</u>	<u>843</u>	<u>2,162</u>
<u>2007 – 2014 RHNA</u>	<u>482<sup>1</sup></u>	<u>329</u>	<u>392</u>	<u>843</u>	<u>2,046</u>
<b><u>Total RHNA</u></b>	<b><u>925</u></b>	<b><u>594</u></b>	<b><u>1,003</u></b>	<b><u>1,686</u></b>	<b><u>4,208</u></b>
<u>Units Build/Approved</u>	<u>401</u>	<u>101</u>	<u>165</u>	<u>1,259</u>	<u>1,926</u>
<b><u>Remaining Need</u></b>	<b><u>524</u></b>	<b><u>493</u></b>	<b><u>838</u></b>	<b><u>427</u></b>	<b><u>2,282</u></b>

*Source: City of Alameda, ABAG*

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

## **C. Land Inventory**

The following ~~table 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. ~~Maps and shading on maps are for general reference use only and do not present property boundaries. Some of the projects described in the inventory have been constructed as of the date of publication because they fall within the current HCD planning period for housing production (January 1, 2007 to June 30, 2014.)~~

~~Table 5-1, Land Availability, describes the sites suitable for housing, including General Plan designation, zoning, unit yield, and status. Figure 5-A, Land Availability and Supply, illustrates the general location of parcels suitable for residential development over the planning period. The number of units that can be accommodated on each site is generally consistent with approved development plans for the site. In the case of sites that do not have City development plans, an average of 15 units per acre is assumed, unless otherwise noted. The 15 units per acre represents the mid-point of density allowed by the Medium Density Residential General Plan designation and is consistent with recent development~~

~~projects approved in the City. The assumed site capacities do not represent a maximum allowable density.~~

~~Table 5-1, Land Availability, demonstrates that 3,707 dwelling units are proposed over the 2007–2014 planning period. During the last Housing Element planning period, 42 percent of the units created were affordable. Assuming that Alameda will be at least as successful in creating affordable housing as in the last period, Table 5, Land Availability, demonstrates that Alameda has sufficient land to meet the Regional Housing Needs. Using the same percentage of affordable units created in the last planning period, 42 percent, for the next planning period, then approximately 1,557 units will be affordable.~~

### **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 taken a very conservative approach and assumed only a 60% final realistic unit capacity.

### **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 8, 9, 11, 12, 16, 17, 18, 19, 20, 21, and 22 will be rezoned to include the new multifamily zoning overlay. The City is relying on sites 9, 11, 18, 19, 20, 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 8, 12, 16, and 17 are needed to meet the City's moderate and above moderate income RHNA and therefore will allow for a maximum of 30 units per acre. The City is also planning to rezone four additional sites (sites 1, 2, 3, and 4) in an effort to provide for additional units. Table 5-2 below provides a summary of these sites (Program 4c).

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**

<u>Site #</u>	<u>APN</u>	<u>Acre</u>	<u>Zoning</u>	<u>New Zoning</u>	<u>Max Density</u>	<u>New Capacity</u>
<u>1</u>	<u>74130502600</u>	<u>3.5</u>	<u>AP G</u>	<u>R-4-PD</u>	<u>21</u>	<u>66</u>
<u>2</u>	<u>70019301100</u>	<u>0.9</u>	<u>M-1</u>	<u>R-4-PD</u>	<u>21</u>	<u>17</u>
<u>3</u>	<u>71019800902</u>	<u>0.75</u>	<u>M-1</u>	<u>CC</u>	<u>21</u>	<u>9</u>
<u>4</u>	<u>71019801201</u>	<u>0.35</u>	<u>M-1</u>	<u>CC</u>	<u>21</u>	<u>4</u>
<u>8</u>	<u>74090501002</u>	<u>26.0</u>	<u>R-4</u>	<u>R-/PD4-MF</u>	<u>30</u>	<u>624<sup>1</sup></u>
<u>9</u>	<u>74090501202</u>	<u>11.36</u>	<u>R-4</u>	<u>R-4/PD-MF</u>	<u>30</u>	<u>182<sup>2</sup></u>
<u>11</u>	<u>72038200200</u>	<u>13.0</u>	<u>MX</u>	<u>MX-MF</u>	<u>30</u>	<u>234</u>
<u>12</u>	<u>72038300400</u>	<u>11.05</u>	<u>MX</u>	<u>MX-MF</u>	<u>30</u>	<u>150<sup>3</sup></u>
<u>16</u>	<u>74133406700</u>	<u>4.04</u>	<u>MX</u>	<u>MX-MF</u>	<u>30</u>	<u>73</u>
<u>17</u>	<u>74133402400</u>	<u>2.02</u>	<u>MX</u>	<u>MX-MF</u>	<u>30</u>	<u>36</u>
<u>18</u>	<u>74133406300</u>	<u>2.04</u>	<u>MX</u>	<u>MX-MF</u>	<u>30</u>	<u>37</u>
<u>19</u>	<u>71028800102</u>	<u>8.66</u>	<u>M2</u>	<u>MX-MF</u>	<u>30</u>	<u>156</u>
<u>20</u>	<u>71025700301</u>	<u>13.34</u>	<u>M2</u>	<u>MX-MF</u>	<u>30</u>	<u>240</u>
<u>21</u>	<u>79090500203</u>	<u>10</u>	<u>MX</u>	<u>MX-MF</u>	<u>30</u>	<u>180</u>
<u>22</u>	<u>74136300900</u>	<u>0.92</u>	<u>M1</u>	<u>R-4/PD-MF</u>	<u>30</u>	<u>25</u>
<b><u>Rezone Capacity</u></b>						<b><u>2,033</u></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 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.

While the City is not relying on these units to meet the regional housing need these units will provide for additional housing capacity and will increase the unit surplus.

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

Table 5-3 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 36 units available to lower-income households (including extremely low-, very low-, and low-), 62 units available to moderate and above moderate-income households, a total surplus of 98 units. As previously mentioned, the City will have an additional 24 units from second units, infill units and amnesty units that will provide for additional surplus. Note: The site inventory capacity number assumes the rezones capacity described in Table 5-2.

**Table 5-3, Comparison of Regional Housing Need and Residential Sites**

<b><u>Income Group</u></b>	<b><u>Total RHNA (both cycles)</u></b>	<b><u>RHNA Progress Since January 1999</u></b>	<b><u>Remaining RHNA</u></b>	<b><u>Site Inventory Capacity<sup>1</sup></u></b>	<b><u>RHNA Surplus</u></b>
<u>Extremely Low</u>	<u>462</u>	<u>0</u>	<u>1,017</u>	<u>1,053</u>	<u>36</u>
<u>Very Low</u>	<u>463</u>	<u>401</u>			
<u>Low</u>	<u>594</u>	<u>101</u>			
<u>Moderate</u>	<u>1,003</u>	<u>165</u>	<u>1,265</u>	<u>1,327</u>	<u>62</u>
<u>Above Moderate</u>	<u>1,686</u>	<u>1,259</u>			
<b><u>Total</u></b>	<b><u>4,208</u></b>	<b><u>1,926</u></b>	<b><u>2,028</u></b>	<b><u>2,172</u></b>	<b><u>98</u></b>

Source: City of Alameda, February 2012

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

Table 5-4 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 5-4 are underutilized sites. Please refer to the detail explanation of each underutilized site following Table 5-4.

**Table 5-4, Land Availability**

<u>Site #</u>	<u>APN</u>	<u>Name</u>	<u>Location</u>	<u>GP Des (New GP)</u>	<u>Zoning (New Zoning)</u>	<u>Acres</u>	<u>Max Density</u>	<u>Realistic Capacity</u>	<u>Site Constraints</u>	<u>RHNA Met</u>
<u>1</u>	<u>74130502600</u>	<u>Npt. Pt.</u>	<u>McKay/Central</u>	<u>Fed (MDR)</u>	<u>APG (R-4-PD)</u>	<u>3.5</u>	<u>21</u>	<u>66</u>	<u>2 small vacant bld</u>	<u>M/AM</u>
<u>2</u>	<u>70019301100</u>	<u>AUSD</u>	<u>2437 Eagle Ave</u>	<u>MDR</u>	<u>M-1 (R-4-PD)</u>	<u>0.9</u>	<u>21</u>	<u>17</u>	<u>None</u>	<u>M/AM</u>
<u>3</u>	<u>71019800902</u>	<u>Ron Goode</u>	<u>1825 Park St</u>	<u>CC</u>	<u>M-1 (CC)</u>	<u>0.75</u>	<u>21</u>	<u>9</u>	<u>Car dealership</u>	<u>M/AM</u>
<u>4</u>	<u>71019801201</u>	<u>Ron Goode</u>	<u>1801 Park St</u>	<u>CC</u>	<u>M-1(CC)</u>	<u>0.35</u>	<u>21</u>	<u>4</u>	<u>Car dealership</u>	<u>M/AM</u>
<u>5<sup>1</sup></u>	<u>74042700501</u>	<u>Taylor Lot</u>	<u>1435 Webster</u>	<u>CC</u>	<u>CC</u>	<u>0.33</u>	<u>21</u>	<u>10</u>	<u>None</u>	<u>M/AM</u>
<u>6</u>	<u>72038403100</u>	<u>Chipman</u>	<u>1551 Buena Vista Ave</u>	<u>MDR</u>	<u>R-4 PD</u>	<u>7.14</u>	<u>21</u>	<u>135</u>	<u>Tin Warehouse</u>	<u>M/AM</u>
<u>7</u>	<u>71022800102</u>	<u>Hangstrom</u>	<u>2100 Clement Ave</u>	<u>MU-5</u>	<u>R-4/PD</u>	<u>2.78</u>	<u>21</u>	<u>53</u>	<u>Warehouse</u>	<u>M/AM</u>
<u>8<sup>2</sup></u>	<u>74090501002</u>	<u>North Housing</u>	<u>Singleton/Main</u>	<u>MDR</u>	<u>R-4 (R-4/PD-MF)</u>	<u>26.0</u>	<u>30</u>	<u>624</u>	<u>None</u>	<u>M/AM</u>
<u>9<sup>3</sup></u>	<u>74090501202</u>	<u>North Housing</u>	<u>Singleton/Main</u>	<u>MDR</u>	<u>R-4 (R-4/PD-MF)</u>	<u>11.36</u>	<u>30</u>	<u>182</u>	<u>None</u>	<u>VL/L</u>
<u>10</u>	<u>72038101800</u>	<u>Corp yard &amp; Shelter</u>	<u>2040 Grand</u>	<u>MU</u>	<u>R-4/PD</u>	<u>2.18</u>	<u>21</u>	<u>41</u>	<u>Minor Haz Mats; small structures</u>	<u>M/AM</u>
<u>11</u>	<u>72038200200</u>	<u>Encinal Terminals</u>	<u>1523 Entrance Rd</u>	<u>MU</u>	<u>MX (MX-MF)</u>	<u>13</u>	<u>30</u>	<u>234</u>	<u>None</u>	<u>VL/L</u>
<u>12<sup>4</sup></u>	<u>72038300400</u>	<u>Del Monte</u>	<u>1501 Buena Vista</u>	<u>MU</u>	<u>MX (MX-MF)</u>	<u>11.05</u>	<u>30</u>	<u>150</u>	<u>Historic Warehouse</u>	<u>M/AM</u>
<u>13</u>	<u>72038100100</u>	<u>Pennzoil</u>	<u>2025 Grand St</u>	<u>MU</u>	<u>R-4/PD</u>	<u>3.4</u>	<u>21</u>	<u>64</u>	<u>Above ground tanks; small warehouses</u>	<u>M/AM</u>
<u>14</u>	<u>72038100200</u>	<u>Penzoil</u>	<u>2015 Grand</u>	<u>MU</u>	<u>R-4/PD</u>	<u>0.73</u>	<u>21</u>	<u>14</u>	<u>Above ground tanks; small warehouses</u>	<u>M/AM</u>

<u>Site #</u>	<u>APN</u>	<u>Name</u>	<u>Location</u>	<u>GP Des (New GP)</u>	<u>Zoning (New Zoning)</u>	<u>Acres</u>	<u>Max Density</u>	<u>Realistic Capacity</u>	<u>Site Constraints</u>	<u>RHNA Met</u>
<u>15</u>	<u>73041303302</u>	<u>West Marine</u>	<u>730 Buena Vista Ave</u>	<u>MDR</u>	<u>R-5</u>	<u>1.57</u>	<u>21</u>	<u>30</u>	<u>One story retail building.</u>	<u>M/AM</u>
<u>16</u>	<u>74133406700</u>	<u>Shipways</u>	<u>1200 Marina Village Parkway</u>	<u>Bus (MU)</u>	<u>MX (MX-MF)</u>	<u>4.04</u>	<u>30</u>	<u>73</u>	<u>None</u>	<u>M/AM</u>
<u>17</u>	<u>74133402400</u>	<u>Shipways</u>	<u>1200 Marina Village Parkway</u>	<u>Bus (MU)</u>	<u>MX (MX-MF)</u>	<u>2.02</u>	<u>30</u>	<u>36</u>	<u>None</u>	<u>M/AM</u>
<u>18</u>	<u>74133406300</u>	<u>Shipways</u>	<u>1200 Marina Village Parkway</u>	<u>Bus (MU)</u>	<u>MX (MX-MF)</u>	<u>2.04</u>	<u>30</u>	<u>37</u>	<u>None</u>	<u>VL/L</u>
<u>19</u>	<u>71028800102</u>	<u>Alameda Marina</u>	<u>1801 Clement</u>	<u>MU</u>	<u>MX (MX-MF)</u>	<u>8.66</u>	<u>30</u>	<u>156</u>	<u>None</u>	<u>VL/L</u>
<u>20</u>	<u>71025700301</u>	<u>Alameda Marina</u>	<u>2033 Clement</u>	<u>MU</u>	<u>MX (MX-MF)</u>	<u>(17.34)</u> <u>13.34</u>	<u>30</u>	<u>240</u>	<u>4. acres are in the water</u>	<u>VL/L</u>
<u>21</u>	<u>79090500203</u>	<u>Alameda Landing Waterfront</u>	<u>North of Mitchell</u>	<u>MU</u>	<u>MX (MX-MF)</u>	<u>10.0</u>	<u>30</u>	<u>180</u>	<u>Vacant</u>	<u>VL/L</u>
<u>22</u>	<u>74136300900</u>	<u>Chevy's</u>	<u>2400 Mariner Square Dr</u>	<u>MU</u>	<u>M1 (R-4/PD-MF)</u>	<u>0.92</u>	<u>30</u>	<u>25</u>	<u>Vacant building</u>	<u>VL/L</u>
<b><u>Total Capacity to Accommodate Very Low and Low (VL/L) Income RHNA</u></b>								<b><u>1,053</u></b>		
<b><u>Total Capacity to Accommodate Moderate and Above Moderate (M/AM) Income RHNA</u></b>								<b><u>1,327</u></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





### 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. Currently there are two small vacant buildings on this site that would need to be removed.

**Site 3 and 4 1825 & 1801 Park Street:** These sites are the former Ron Good Toyota site that is currently occupied by a used car lot and a moped scooter dealership. 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 ~~and is designated Medium Density Residential in the City's General Plan. The site could accommodate 107 dwelling units.~~ 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.

~~Project 23~~ **Site 7 – Clement/Willow:** This site is currently occupied by a warehouse that is ripe for redevelopment.

**Site 10 – 2040 Grand:** The 2.18 acre site is City owned and currently occupied by the City corporation yard and animal shelter. Although the site is currently occupied, the City has been approached by a residential developer that offered to relocate the current uses elsewhere in the City. . 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.

**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. ~~As part of the Grand Marina area in the Northern Waterfront General Plan Amendment area the four-acre site can accommodate 48 units~~ 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. ~~for the extension of Clement Street through the site. The site is designated as Mixed Use in the General Plan.~~

~~Project 25~~ **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. The site can be redeveloped to include 23 units. 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 1 – 2001 Versailles:** This site is located on the west side of Versailles Avenue just south of Tilden Way and is designated Medium Density Residential in the City's General Plan and is zoned R-2 PD.

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

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

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

**Site 5 – Infill Housing:** Infill housing opportunities continue to exist and be developed on scattered sites throughout the City. The City expects that approximately 10 units per year will be developed over the planning period, consistent with historic development rates of these kinds of units. Infill

development has several advantages over development of raw land, including cost savings due to the presence of public infrastructure and lack of the need for extensive site preparation work. Additionally, where new units are added to an existing lot, there are no additional land acquisition costs. These advantages translate into lower rents for new infill units constructed on developed properties. Recent construction activity in the City of Alameda demonstrate that these units are affordable to moderate income households.

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

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

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

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

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

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

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

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

#### **Site 14**

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

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

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

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

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

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

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

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

**Project 24—401 Willie Stargell Avenue:** Within the Alameda Point/Bayport project, 39 multi-family housing units are under construction on a 2.5-acre site located north of Willie Stargell Avenue. All 39 units are for very low and low income, formerly homeless families.

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

### **C. Redevelopment Resources**

#### **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.

#### **D. 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 surplussing by the U.S. Navy.

#### **EE. 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.

### **FG. Residential Infill**

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

## **G. 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.

## **HI. 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:



draft Amendment to the NAS Alameda Community Reuse Plan includes a set of planning guidelines to inform location of residential development on the site.

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

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

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

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

The Base Realignment and Closure Act requires community outreach and opportunities for participation in the reuse plan amendment process. Community



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

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

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

#### **IJ. 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.

#### **JK. Opportunities for Energy Conservation**

The City of Alameda has adopted a wide range of policies and programs to facilitate energy efficiency in residential development. In 1981, the City adopted an Energy Element as part of its General Plan. The Energy Element contained numerous policies and programs for energy-efficiency. In addition to producing alternative sources of energy and encouraging energy conservation in transportation, the Energy Element contained several specific proposals for conserving energy in residential development. These policies include

enforcement of Title 24, establishing design standards for energy efficient homes, and including solar energy techniques in site and building layout and design.

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

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

emphasis is on senior citizens, customers with electric heat, and customers on the waiting list for Section 8 housing assistance.

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

#### **KL. Maintaining Consistency with Other General Plan Elements and Community Goals**

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

1. Northern Waterfront Specific Plan (NWSP): Bounded by the Alameda Beltline property at Constitution Way, Minturn Street at Eagle Avenue, and the Oakland-Alameda Estuary, the Northern Waterfront encompasses an area of Alameda that was historically a working waterfront containing light and heavy industrial uses. Recent developments in the area have demonstrated that waterfront uses are no longer the strongest economic use of the land. Additional land for residential development at several sites within the area will assist the city in creating housing opportunities.

2. Alameda Point General Plan Amendment and Draft Master Plan: Alameda Point, the former Naval Air Station Alameda, is the subject of a recent Draft Master Plan completed by Suncal, the City's Master Developer. The City completed a GPA to change the General Plan designation of Alameda Point from Federal Facilities to other land use designations, including mixed use and residential. The specific mixed use designations will include allowances for residential uses.

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



## **Chapter 6 Amendments**

# **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.



## 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 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

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



*Homeless Shelter:* The City's homeless transitional housing, one emergency shelter and a food bank are all located in industrial zones (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 are eleven vacant parcels totaling 12.13 acres. In addition, the city has five underutilized vacant parking lots totaling .83 acres. With both the vacant and underutilized sites, there is adequate capacity that would allow for the provision of an emergency shelter.

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.

~~These uses are often re-uses of existing housing and facilities at Alameda Point, which is still zoned M-2-G General Industrial (Manufacturing) with a Government Combining Overlay District. Upon conformance rezoning to remove the G Overlay, these uses will no longer be non-conforming. Additionally, the City will be reviewing its zoning requirements to implement this Housing Element.~~

*e. Parking Requirements for Residential Uses*

1. All residences are required to have on-site parking. The number of parking spaces required per dwelling unit is dependent upon the square footage, as follows in Table 6-2:

**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
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.



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:

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

### **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

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

- ~~a. *Tidelands Trust Restrictions:* Approximately 955 acres at Alameda Point are located within the "Tidelands Trust." The original shoreline for the island of Alameda was altered when the Federal government established Naval Air Station (NAS) Alameda. A large area of fill extended the westerly area of NAS for military use. These lands are subject to the Public Trust for Commerce, Navigation and Fisheries, and under California state law, these lands must be devoted to Trust purposes through land uses that attract people to the waterfront, promote public recreation, protect habitat, or preserve open space. By state law, residential uses and general purpose industrial warehousing and commercial uses are not permitted uses on Tidelands Trust property. This entire area currently is not available for housing development. The City has facilitated the redesignation of Public~~

~~Trust lands to accommodate housing and other uses. Senate Bill 2049, which took effect in 2000, enacts the Naval Air Station Alameda Public Trust Exchange Act (“PTEA”), the purpose of which is to facilitate the productive reuse of Public Trust lands designated for commerce, navigation and fisheries. Under this bill, exchanges of Public Trust Lands will be made within the NAS property. Released land from the Public Trust will become mixed use development under the Alameda Point General Plan. The laws regarding use of tidelands are beyond the control of the City of Alameda. Navy land within the Tidelands Trust must first be deemed free of contamination by the State Lands Commission, before they can be developed.~~

- ~~b. *Remediation of Hazardous and Toxic Materials:* Within Alameda Point, there are several geographic areas which are contaminated with hazardous and toxic materials, such as petroleum hydrocarbons in soil and groundwater, polyaromatic hydrocarbons, volatile organic compounds, and radionuclides and metals. The Navy is legally responsible to assess adequately and clean up all environmental contamination on Alameda Point, but is not necessarily required to clean to a level which would permit residential development. The Navy is proposing to meet its remediation obligations by placing limitations on future use of the property so that use is consistent with the level of cleanup. Alameda is negotiating to limit the Navy’s use of this approach at Alameda Point but ultimately the City must abide by federal and regulatory agency decisions on this matter. While the City anticipates full transfer of the military lands to the City over a period of approximately five years, the schedule for transfer is subject to the Federal funds available for remediation, and is based on the extent of cleanup involved as each site undergoes remediation. The need for environmental remediation represents potential delays in sites becoming available for transfer and redevelopment and may limit future residential use of the property. The City is working with the Navy and the will work with the Master Developer of Alameda Point to expedite clean up efforts and allow for residential and other uses on Alameda Point. Further, the City will continue to work with the California federal legislative delegation to ensure that Congress appropriates adequate clean funds to the Navy. Early transfer of the Navy property to the City depends on approval from both the US Environmental Protection Agency (EPA) and the State Department of Toxic Substance Control (DTSC).~~
- ~~c. *Historic District:* As part of base closure, the Navy determined, and the California State Historic Preservation Officer concurred,~~

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

- ~~d. *Wildlife Refuge:* About 565 acres of land at Alameda Point are designated as a wildlife refuge. On this site is a breeding colony of the endangered California Least Tern as well as a very large colony of Western Gulls. In addition to the land area, 413 acres of water area are included in the wildlife refuge, which offer habitat to numerous fishes and foraging areas for sea birds. The breakwater is also a haul-out for Harbor Seals and includes a California Brown Pelican roost. To avoid adverse impacts to the endangered species, the Navy was required by the Federal Endangered Species Act to enter into an agreement with the USFWS concerning predator management and development controls on properties that are transferred from the Navy to the City. The Biological Opinion was required under a Section 7 consultation for Navy transfer of property because the transfer may affect federally listed species, in this case, the California Least Tern and California Brown Pelican. The March 1999 Biological Opinion issued by the USFWS to the Navy includes terms and conditions that restrict land use adjacent to the refuge, including prohibitions on new buildings (including housing). The Wildlife Refuge is an area not available for development, and is also restricted by Tidelands Trust restrictions.~~



~~e. *Transfer of Military Lands:* The City completed the environmental review necessary to accept the federal lands, and in June 2000, the federal government issued the Record of Decision to identify the transfers of the property. However, there are still significant issues to be resolved before the lands can be transferred. The most significant issues are related to environmental cleanup of hazardous and toxic materials and a land purchase price, as discussed above. While the reoccupation of existing military housing is feasible prior to transfer of Base property, development of new housing on the former military lands cannot occur until transfer has been completed.~~

~~f. *Infrastructure:* Alameda Point will require extensive infrastructure improvements in order to allow for redevelopment. For example, it is estimated that the redevelopment of Alameda Point will require:~~

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

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

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

~~g. *Traffic Constraints:* Traffic capacity within the Webster Street corridor represents a very real constraint on how much development may occur at Alameda Point and within the transitioning Northern Waterfront area. As part of adopting the General Plan Amendment for the reuse of Alameda Point, the City has and may have to in the future adopt policies and regulations, which affect the timing, density and/or location of future development to match available capacity. This may impact both residential and non-residential development in Alameda. Caltrans, the City of Oakland and the Port of Oakland are three governmental agencies with regulatory control over construction of additional traffic improvements in this corridor. Funding for such improvements would rely on numerous local, regional, State and federal government agencies. The City is committed to working with these agencies to provide an expanded range of transportation alternatives, as well exploring feasibility of alternative~~

~~transportation modes to connect Alameda with Oakland, and the greater Bay Area.~~

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

#### 4. City Charter Article XXVI (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.

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

~~One might expect the City's implementation of Measure A to mean that the City has not authorized any apartment type housing units, (that is, units in buildings with three or more housing units.) In fact, the City has constructed the 60-unit Neptune Gardens and approved the 39-unit Shinsei Gardens project. Furthermore, Alameda ranks third in comparison to other cities in the East Bay with 46 percent of all units being multi-family units. Approximately 46 percent of all units are in structures with two or more units<sup>+</sup>.~~

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

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

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

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

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

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<sup>+</sup> ~~2000 Census~~

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

~~Response: Only three cities in Alameda County (Berkeley, Oakland, and Emeryville) exceed the City of Alameda in the proportion of multi-family housing to single-family housing. As of January 1, 2008, 46 percent of Alameda's housing units were classified as multi-family, of which 9,764 units are in buildings with five or more units. Of the cities in Alameda County with more than 20,000 housing units, Alameda has the third lowest number of single-family detached housing units.~~

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

- ~~1) areas subject to tidelands restrictions,~~
- ~~2) the Federal Installation Restoration schedule for contamination remediation,~~
- ~~3) restrictions related to the National Register eligible historic district,~~
- ~~4) US Fish and Wildlife refuge and associated land use restrictions,~~
- ~~5) transfer of military lands,~~
- ~~6) infrastructure reconstruction, and~~
- ~~7) traffic constraints.~~

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

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

~~It was determined that the development of affordable housing generally requires a significant public subsidy, however the amount of subsidy~~

needed for rental multi-family apartment units is considerably less than what would be required for meeting the same levels of affordability with low-density duplex units. As shown in Table 6-3 for rental units, it is estimated that the development of multi-family rental apartment units would require a subsidy of approximately \$81,000 for very low income units, \$59,000 for lower income units and no subsidy for moderate income units. Table 6-4 shows the amount of subsidy required for low-density duplex construction is significantly more. A very low income duplex unit is estimated to require a subsidy of approximately \$147,000 per unit (compared to \$81,000 per unit for a comparable apartment unit).

As is reflected in Table 6-3 the costs for development and corresponding need for subsidy is greater for lower density projects. The primary reason for reduced costs is the per unit land costs, which are significantly less for multi-plex projects than they are for single family and duplex units. The apartment units require less assistance due to lower construction costs, which include the reduced land and site preparation costs per unit.

**Table 6-3 Rental Unit Required Subsidy**

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

**Table 6-4 Ownership Unit Required Subsidy**

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

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

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

#### 5. Measure A Exception

~~The City Council agreed in the 1990 Settlement Agreement on the Guyton vs. City of Alameda case that Section 26.2 (i.e., Measure A) of the City Charter allows the Alameda Housing Authority to replace, with multi-family housing, 325 low cost housing units. This number represents the number of low cost units lost when the former Buena Vista Apartments were converted to the market rent Bridgeport Apartments (now called Summer Homes Apartments). The City agreed that 325 units of multi-family housing can be built at densities allowed as of January 1, 1990, even if Zoning and General Plan changes were subsequently adopted that would reduce allowable densities. This exception has been used to create Breakers at Bayport and Shinsei Gardens. The balance of the 325 units will likely be used at Alameda Point.~~

#### 6. Development Processing Procedures, Standards and Fees

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

##### *a. Permit Processing Procedures*

In 2000, the City of Alameda merged its Planning Department and its Building Department. The new Planning and Building Department has responsibility for short and long-range planning, code enforcement, inspections, and permitting. The consolidation of these two departments has facilitated coordination and consultation on projects. The City continues to redesign its permitting and code enforcement systems to improve internal efficiency and better serve the development community. For nearly twenty-five years, Alameda's Building Services Division of the Planning and Building Department



has operated a Permits Center application intake function to process building and construction-related permits for four (now three) City service groups: Building Services, Planning, Public Works/Engineering and Fire Prevention.

As early as 1993, the City of Alameda began exploring options to improve the development review process through its participation in the Red Tape Round Table of the Alameda County Economic Development Advisory Board. Close analysis of existing administrative procedures and detailed questionnaires administered to members of the development community revealed a countywide need to streamline permitting and code enforcement processes.

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

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

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**

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

Source: City of Alameda, 2012

**Table 6-4 Typical Processing Procedures by Project Type**

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

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 expeditor 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:**

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### **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.

#### 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.

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.

**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