



UNION CITY HOUSING ELEMENT

Adopted January 27, 2015
Certified by HCD February 19, 2015



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City of Union City Housing Element Update *2015-2023*

**Adopted January 27, 2015
Certified by HCD February 19, 2015**

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LIST OF ACRONYMS

AAGR - Average Annual Growth Rate
ABAG - Association of Bay Area Governments
ACS - American Community Survey
ACWD - Alameda County Water District
ADWF - Average Dry Weather Flow
AHIP - Affordable Housing Innovation Program Loan Fund
AMI - Area Median Income
ARM - Adjustable Rate Mortgage
ARRA - American Recovery and Reinvestment Act
BART - Bay Area Regional Transit
CalHFA - California Housing Finance Agency
CDBG - Community Development Block Grant Program
CHAS - Comprehensive Housing Affordability Strategy
CHDAP - CalHFA California Homebuyer's Downpayment Assistance Program
COG - Council of Governments
CRA - Community Reinvestment Act
CRIL - Community Resources for Independent Living
CUP - Conditional Use Permit
CYES - California Youth Energy Service
DOF - Department of Finance
EAH - Ecumenical Association for Housing
EDD - California Employment Development Department
FMR - Fair Market Rent
FRM - Fixed Rate Mortgage
GIS - Geographic Information System
HACA - Housing Authority of the County of Alameda
HCD - California Department of Housing and Community Development
HCEB - Housing Consortium of the East Bay
HCVP - Housing Choice Voucher Program
HELP - Hospital Elder Life Program
HIV/AIDS - Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HMIS - Homeless Management Information Systems
HOME - HOME Investment Partnership Program
HUD - U.S. Department of Housing and Urban Development
LEED - Leadership in Energy and Environmental Design
LHTF - Local Housing Trust Fund Program
LIHTC - Low-income Housing Tax Credit
MCC - Mortgage Credit Certificate
MFI - Median Family Income
MGD - Million Gallons per Day
NACWA - National Association of Clean Water Agencies
NSP - Neighborhood Stabilization Program

OPR - Office of Planning and Research
PBV - Project-Based Voucher
PDA - Priority Development Area
PG&E - Pacific Gas and Electric
PPH - Population per Household
RDLP - Residential Development Loan Program
RHNA - Regional Housing Needs Allocation
RHNP - Regional Housing Need Plan
SAVE - Safe Alternatives to Violent Environments
SOCDS - State of the Cities Data Systems
SRO - Single Room Occupancy
SSI - Supplemental Security Income
USD - Union Sanitary District
USDA - U.S. Department of Agriculture
YFSH - Youth, Family, Seniors, and Health

General Plan and Zoning Acronyms

A - Agricultural
CC - Community Commercial
CN - Neighborhood Commercial
CR - Retail Commercial
CS - Specialty Commercial
CSMU - Station Mixed-Use Commercial
OS - Open Space
PI - Private Institutional
RM - Multifamily Residential
RS - Single Family Residential

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SECTION 5.1 INTRODUCTION

State Housing Element Law (Government Code Section 65580 (*et seq.*)) mandates that local governments must adequately plan to meet the existing and projected housing needs of all economic segments of the community. This Union City Housing Element Background Report provides current (as of June 2014) information on household characteristics, housing needs, housing supply, land inventory for new development, housing programs, and constraints. It also evaluates progress made since Union City's last Housing Element was adopted in 2010. The Housing Element Background Report identifies the nature and extent of the city's housing needs, which in turn provides the basis for the City's response to those needs in the Policy Document.

The previous housing element, adopted in 2010, served a five-year planning period from June 30, 2009, to June 30, 2014. This current (2014) update of the Housing Element will serve an eight-year planning period from January 31, 2015, to January 31, 2023.

Overview of State Requirements

State law recognizes the vital role local governments play in the supply and affordability of housing. Each local government in California is required to adopt a comprehensive, long-term general plan for the physical development of its city or county. The housing element is one of the seven mandated elements of the general plan. State law requires local governments to plan to address the existing and projected housing needs of all economic segments of the community through their housing elements. The law acknowledges that in order for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems that provide opportunities for, and do not unduly constrain, affordable housing development. As a result, housing policy in the state rests largely upon the effective implementation of local general plans, and local housing elements in particular.

The purpose of the housing element is to identify the community's housing needs; state the community's goals and objectives with regard to housing production, rehabilitation, conservation to meet those needs; and define the policies and programs that the community will implement to achieve the stated goals and objectives.

State law requires cities and counties to address the needs of all income groups in their housing elements. The official definition of these needs is provided by the California Department of Housing and Community Development (HCD) for each city and county within its geographic jurisdiction. Beyond these income-based housing needs, the housing element must also address special needs groups, such as persons with disabilities and homeless persons.

As required by State Housing Element Law (Government Code Section 65583(a)), the assessment and inventory for this Housing Element includes the following:

- Analysis of population and employment trends and projections and a quantification of the locality's existing and projected housing needs for all income levels. This analysis of existing and projected needs includes Union City's share of the regional housing need.
- Analysis and documentation of household characteristics, including level of payment compared to ability to pay, and housing characteristics, including overcrowding and housing stock condition.

- Inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning, public facilities, and services to these sites.
- Identification of a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit.
- Analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels and for persons with disabilities, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. Analysis of local efforts to remove governmental constraints.
- Analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.
- Analysis of any special housing needs for the elderly, persons with disabilities (including developmental disabilities), large households, farmworkers, families with female heads of household, and families and persons in need of emergency shelter.
- Analysis of opportunities for residential energy conservation.
- Analysis of “at-risk” assisted housing developments that are eligible to change from lower-income housing to market rate housing during the next 10 years.

The Housing Element Background Report satisfies State requirements and provides the foundation for the goals, policies, implementation programs, and quantified objectives. The Background Report sections draw on a broad range of informational sources. Information on population, housing stock, and economics comes primarily from the Association of Bay Area Governments (ABAG) pre-approved data package¹ as well as the 2010 U.S. Census, 2012 American Community Survey (ACS), California Department of Finance (DOF), and Union City records. Information on available sites and services for housing comes from numerous public agencies. Information on constraints on housing production and past and current housing efforts in Union City comes from City staff, other local public agencies, and several of private sources.

General Plan and Housing Element Consistency

The City’s General Plan was adopted in 2002. This Housing Element was prepared to be consistent with the 2002 General Plan. The Housing Element is closely linked with the following General Plan elements: Youth, Family, Seniors, and Health (YFSH) Element; Land Use Element; Community Design Element; and Public Facilities and Services Element. The YFSH Element addresses policy solutions for three of Union City’s special needs groups: seniors, large households, and the homeless. The Land Use Element seeks to create new high-density, mixed-use, and transit-oriented development, especially around the Intermodal Station. The Land Use Element and the Community Design Element seek to provide quality residential neighborhoods by encouraging high quality amenities in new residential communities, by

¹ ABAG compiled a significant amount of data needed to update the Background Report and received pre-approval from HCD regarding this data. The pre-approved data does not need to be reviewed again by HCD once the Housing Element is submitted.

ensuring compatibility with surrounding land use, and by preserving the character of established neighborhoods (i.e., Old Alvarado and Decoto). The Public Facilities and Services Element ensures the provision of adequate services (e.g., water, wastewater, and solid waste services, school facilities) to support existing and future residential development.

The City is initiating an update to the General Plan in 2014. Since the Housing Element will be adopted in advance of the updated General Plan, the City will review the Housing Element for consistency with the new General Plan and amend the Element, as necessary, to maintain consistency.

Public Participation

As part of the Housing Element Update process, the City implemented the State's public participation requirements set forth in Government Code Section 65583 I(7), which states that jurisdictions "...shall make a diligent effort to achieve participation of all economic segments of the community in the development of the housing element." See Appendix D for a complete summary of public input. The following is a brief description of the Housing Element workshops and meetings.

Stakeholder Workshop

Consultants and City staff conducted a stakeholder workshop on April 29, 2014, to discuss housing trends and key issues facing Union City. To advertise the workshop, the City sent an email notice on April 9, 2014 to 33 local agencies, community organizations, and other stakeholders in the city. The City also posted an advertisement in the newspaper, *Union City Patch*, hung flyers in the Union City Library, and advertised on the City's local television network. Four participants attended the workshop. The Consultants presented a brief overview of the Housing Element Update process, and then held an interactive discussion to solicit information on the most critical housing issues in the city and new ways the City and community might address these issues. The input was used to develop new policies and programs for the 2015-2023 Housing Element. Appendix C provides a summary of comments from the stakeholder workshop. A second email was sent to the stakeholder list on August 27, 2014, notifying them that the Draft Housing Element was available for public review and of the upcoming meetings with the Planning Commission and City Council.

Planning Commission Study Session

The City held a study session with the Planning Commission on September 4, 2014 to review the Draft Housing Element, solicit feedback from the Planning Commission, and provide the public an opportunity to comment on Draft Housing Element.

City Council Study Session

The City held a study session with the City Council on September 23, 2014 to review the Draft Housing Element, solicit feedback, and provide the public an opportunity to comment on Draft Housing Element. The City Council authorized City staff to submit the Draft Housing Element to HCD.

Major Findings

The following is a summary of major findings, organized by section of the Background Report.

Existing Needs Assessment

Demographic and Employment Profile

- Union City's population has grown rapidly since incorporation of the Alvarado and Decoto neighborhoods in 1959. Since 1990 the population has increased 32.7 percent, resulting in an estimated city population of 71,329 in 2013.
- Between 2000 and 2010 Union City grew older, with increasing percentages of residents over age 45 and decreasing percentages of residents younger than 45.
- From 2010 to 2013 Union City population grew at a rate of 0.9 percent Average Annual Growth Rate (AAGR), which was slightly faster than Alameda County (0.8 percent AAGR) and California (0.6 percent AAGR).
- Union City is more ethnically diverse than Alameda County or California. Union City has about half the percentage of White Non-Hispanic (21.7 percent) residents compared to Alameda County as a whole (45.9 percent) and about a third compared to California (62.5 percent). In 2012 the largest population group in Union City was Asian Non-Hispanic (52.7 percent).
- In 2012 Union City had a median household income of \$83,066, which was significantly higher than both California's median household income of \$61,400 and Alameda County's median household income of \$71,516.
- Union City's unemployment rate of 5.9 percent in 2013 was lower than the countywide rate of 7.3 percent and the state rate of 8.8 percent.

Population, Household, and Employment Projections

- Union City's population is expected to grow moderately through 2040, with an average annual growth rate (AAGR) of 0.6 percent between 2010 and 2040. Although Union City will grow by 18.6 percent between 2010 and 2040, Alameda County has a higher AAGR (1.1 percent). This means that the city will comprise 4.2 percent of the total county population by 2040, compared to 4.6 percent in 2010.
- According to ABAG projections, Union City is expected to increase the number of jobs by a total of 5,100 by 2040, a 0.8 percent AAGR from 2010 to 2040. By 2040 Union City will comprise 2.7 percent of the total county jobs, compared to 3.0 percent in 2010.

Household Characteristics and Housing Supply

- Union City is known as a family-oriented community and has a high rate of homeownership. Union City's homeownership rate in 2012 (68.2 percent) is higher than the State (56.0 percent) and countywide (53.7 percent) averages.
- In 2012 Union City had a population per household of 3.42, higher than the countywide rate (2.75) but similar to other nearby jurisdictions.

- The rate of overcrowding for renter-occupied households (14.6 percent) is much higher than countywide (8.5 percent) and in the state (12.3 percent), according to the 2008-2012 ACS estimates, demonstrating that overcrowding is a significant problem relative to the rest of Alameda County and California as a whole.
- In 2012, according to the 2008-2012 ACS, Union City had 21,911 housing units with 16,431 single family units (75 percent) and 4,530 multifamily units (21 percent). Given the high percentage of single family homes and tendency for overcrowding, Union City may have a need for more multifamily units with adequate capacity for larger families.
- According to the California Department of Finance, Union City had a very low vacancy rate in 2009, (1.3 percent), but the vacancy rate rose to 4.6 in 2012. This includes 1.7 percent for homeowners and 4.3 percent for renters in 2012. This vacancy rate is slightly lower than the ideal rate of 5.3 percent and much lower than the statewide rate of 8.9 percent.

Housing Affordability

- Low-income renters had a higher incidence of overpayment (35.8 percent) than low-income owners (28.3 percent). In non-low-income households, 29.6 percent of owners experienced a moderate cost burden and 10.9 percent of renters experienced a moderate cost burden.
- A total of 9.9 percent of elderly renters had a moderate housing cost burden and 8.7 percent had a severe housing cost burden; however, elderly renter households make up only 8.7 percent of all households.
- According to income limits calculated by the U.S. Department of Housing and Urban Development (HUD), the median family income for a four-person household in Alameda County was \$88,500 in 2014. The HUD-calculated income limits are used to determine eligibility for Section 8 and other Federal programs.
- According to State income limits calculated by the California Department of Housing and Community Development (HCD), the median family income for a four-person household in Alameda County was \$93,500 in 2014. The HCD-calculated income limits are used to determine eligibility for certain State housing programs.
- The median home sale price in February 2014 in Union City was \$471,900, compared to \$496,300 in Alameda County. The median sale prices increased by 16.6 percent in Union City and 22.3 percent in Alameda County from the February 2013 median prices of \$404,800 and 405,800, respectively.
- A three-person household classified as low-income (at 60 percent of HCD's median family income) with an annual income of up to \$50,500 could afford to pay \$1,263 monthly gross rent (including utilities). The 2014 Fair Market Rent (FMR) for a two-bedroom unit in Alameda County is \$1,578, which is not affordable to a low-income household earning 60 percent of the median income.
- Rents in Union City rose slightly between 2006 and 2013. Today, actual rents are typically higher than the established fair market rent. The average rent in 2013 was \$1,578 for a one-bedroom unit and \$1,663 for a two-bedroom unit. Fair market rents in 2014 for a one- or two-bedroom unit were \$1,255 and \$1,578, respectively.

- For a family of four in Union City, a household making under \$65,450 in 2014 would be considered a low-income household. In 2010 Union City had a lower proportion of low-income owners (22.0 percent) than Alameda County (24.3 percent) and a higher proportion of low-income renters (63.6 percent) than the County (58.6 percent).

Special Housing Needs

- The 2013 Alameda County Housing and Community Development Homeless Count identified a total of 4,264 homeless people. The count of homeless people in Union City was determined to be 70, or 1.64 percent of the total homeless population in Alameda County. Of these 69 percent were between the ages of 25 and 60, 33 percent were Hispanic/Latino, 36 percent were Black or African American, and 88 percent reported having a disability.
- Union City is working in a collaborative effort with service providers and the County of Alameda to mitigate zero vacancy rates and overburdened service providers through its ongoing funding of the Abode Services, Centro de Servicios, Tri-City Volunteers, and Safe Alternatives to Violent Environments (SAVE), as well as its participation in the Alameda County EveryOne Home Program.
- There are 307 units of dedicated affordable housing for low-income seniors in Union City. Both public and private non-profit property managers have identified that there are waiting lists of over 400 applicants per facility and the waiting lists are currently (April 2014) closed. The Alameda County Housing Authority has closed the waiting lists for public housing, and is not accepting new applications for housing, but hopes to open their waiting list in the last quarter of 2014. This indicates that there is a shortage of housing available for low-income seniors in Union City, although there are private senior developments with vacancies.
- 2012 ACS data shows that the share of large households out of total households in Union City (21.7 percent) was significantly higher than the proportion of large households countywide (11.0 percent), and higher than the proportion in California as a whole (14.3 percent of total households). This suggests that there is a stronger need for large units in Union City than both Alameda County and statewide to accommodate large households.

Future Needs Assessment

- In its final Regional Housing Needs Allocation (RHNA) figures, ABAG allocated 1,106 housing units to Union City between 2014 and 2022. The total allocation is broken down into five income categories: extremely low (158 units or 14.3 percent of total units); very low (159 units or 14.4 percent of total units); low (180 units or 16.3 percent of total units); moderate (192 units or 17.4 percent of total units); and above moderate (417 units or 37.7 percent of total units).

Resource Inventory

- In addition to the 2014-2022 RHNA, Union City must account for unaccommodated need from the previous RHNA period (2007-2014). After adding the unaccommodated need from the 2007-2014 Housing Element, the total RHNA for the 2014-2022 Housing Element is 1,190 units, including 581 lower-income units, 192 moderate-income units, and 417 above moderate-income units.

- After accounting for planned projects and capacity on vacant and underutilized land, Union City had a surplus for moderate-income units, but a remaining need of 154 lower-income units and 210 above moderate-income units.
- In order to accommodate unmet need, the City has identified four potential rezone sites. The rezone program could result in capacity for an additional 314 lower-income units and 201 moderate-income units. However, since some of the sites were, at least in part, counted as vacant/underutilized sites under existing zoning, the rezone program would remove 104 above moderate-income units from the inventory. After accounting for the rezone program, the City has a surplus of 160 lower-income units and 241 moderate-income units. The above moderate-income deficit of 314 units is accommodated by the surplus in the lower-income and moderate-income categories.
- Water and sewer facilities and services are adequate to serve all projected development in Union City through the time frame (2023) of the Housing Element.
- Union City operates a number of housing programs. These programs, as well as those administered by the State and other local agencies, include repair/rehabilitation loans for owner-occupied, single family and mobile homes. Most of these programs are funded with Community Development Block Grants (CDBGs), Housing Bond funds, and HOME Investment Partnership Program (HOME) funds, and are targeted to households earning 80 percent or below of area median income (AMI). In addition to programs administered by the City, there are other programs that Union City residents can benefit from that are administered by HACA, the State, and other agencies.
- Los Robles is an affordable housing project for very low- and low-income families. Although the affordability restrictions on Los Robles are renewed annually, it is considered to be low risk because it is owned and operated by Ecumenical Association for Housing (EAH), a non-profit affordable housing corporation that has been developing, managing, and promoting affordable housing since 1968.

Potential Housing Constraints

- As a result of the City's Affordable Housing Ordinance, adopted in May 2001, 312 affordable housing units for very low-, low-, and moderate-income households have been built. In 2006 the City amended the ordinance to be more flexible in the allowance of in-lieu fees and to encourage public/private partnerships. Overall, the ordinance has proven to be a major component in the development of affordable housing in Union City.
- The estimated residential development fees for a single family three-bedroom, two-bathroom house of 2,000 square feet are approximately \$34,204. Compared to the estimated per-unit fees for a multifamily unit (\$28,864) with an average unit size of 850 square feet, there are significant cost savings for a multifamily residential development.

Evaluation

- In partnership with non-profit developers, such as Eden Housing, Inc., Elder Care Alliance, and Mid-Peninsula Housing, the City aided in the construction of 345 affordable units between 2002 and 2014.

- The City's rehabilitation program, currently (July 2014) run by the County, has rehabilitated over 900 homes since its beginning in 1976.
- The Community Redevelopment Agency of the City of Union City was dissolved on February 1, 2012, pursuant to Assembly Bill x1 26; the City serves as the Successor Agency to the Redevelopment Agency.
- In addition to the Affordable Housing Ordinance, the City has used programs, such as the Mortgage Credit Certificate Program, HOME Funds, and Community Development Block Grants funds to continue to meet its affordable housing goals.
- The City updated its Zoning Ordinance to meet State law requirements and expand opportunities for housing for the homeless and people with disabilities. Emergency shelters are now allowed in the PI District. The occupancy restriction has been revised as well. Definitions for transitional housing and lodging rooming houses (SROs) were updated and a new definition was added for supportive housing.

SECTION 5.2 EXISTING NEEDS ASSESSMENT

This section begins with a description of demographic and employment characteristics of Union City. The section then discusses projections, household characteristics and housing supply, and housing affordability. The section also discusses the housing needs of “special” population groups as defined in State law. Data for Union City, Alameda County, and California are presented for comparison or when city-level data are not available. This facilitates an understanding of Union City’s characteristics by illustrating how it is similar to or differs from the county or state in various aspects of demographic, employment, and housing characteristics and needs.

Demographic and Employment Profile

The purpose of this section is to establish “baseline” population and employment characteristics for Union City. The main source of the information is the 2010 U.S. Census, but 2000 and 1990 Census data are also shown to demonstrate trends. Other sources of information include the following: the California Department of Finance (DOF), the California Employment Development Department (EDD), the U.S. Department of Housing and Urban Development (HUD), the U.S. Department of Agriculture (USDA), the ABAG Pre-Approved Data Package, American Community Survey (ACS), and local economic data (e.g., home sales prices, rents, wages).

Demographics

Population

Union City's population has grown rapidly since incorporation of the Alvarado and Decoto neighborhoods in 1959. Since 1990 the population has increased 32.7 percent from 53,762 in 1990 to 71,329 in 2013 (see Table 5-1).

Union City's average annual growth rate (AAGR) from 2000 to 2010 (0.39 percent AAGR) was lower than the Alameda County average (0.46 percent AAGR). Population growth in Union City was also lower than the neighboring city of Fremont (0.52 percent AAGR), but higher than Newark (0.02 percent AAGR) and Hayward (0.30 percent AAGR) during this period.

TABLE 5-1 POPULATION GROWTH Union City and Selected Areas 2000-2013					
Year	Union City	Fremont	Hayward	Newark	Alameda County
2000	66,869	203,413	140,030	42,471	1,443,939
2001	67,477	206,040	141,444	42,884	1,457,185
2002	68,847	207,639	141,850	43,103	1,467,063
2003	68,383	207,481	141,263	43,184	1,467,892
2004	67,896	206,694	140,681	42,933	1,466,407
2005	67,544	206,712	140,530	42,524	1,462,736
2006	67,624	206,454	140,305	42,226	1,462,371
2007	68,160	207,358	140,720	42,221	1,470,622
2008	68,884	209,257	141,495	42,327	1,484,085
2009	69,108	211,506	142,642	42,429	1,497,799
2010	69,625	213,524	143,921	42,592	1,509,240
2011	69,746	215,391	145,101	42,700	1,517,756
2012	70,554	217,416	146,923	42,985	1,530,176
2013	71,329	219,926	148,756	43,342	1,548,681

Source: U.S. Census, 2000, 2010; California Department of Finance, 1990-2013. (ABAG Pre-Approved Data Package, December 2013).

Table 5-2 shows that from 2010 to 2013 Union City's population grew at an average annual growth rate (AAGR) of 0.9 percent, which was slightly faster than Alameda County as a whole (0.8 percent AAGR) and California (0.6 percent AAGR). Population includes data for persons in households and group quarters. The City does not have a large population living in group quarters, and all population growth between 2010 and 2013 was in households.

TABLE 5-2 POPULATION AND HOUSEHOLD TRENDS Union City, Alameda County, and California 2010-2013									
	Union City			Alameda County			California		
	2010	2013	AAGR	2010	2013	AAGR	2010	2013	AAGR
Population	69,516	71,329	0.9%	1,510,271	1,548,681	0.8%	37,253,956	37,966,471	0.6%
Household Population	68,998	70,811	0.9%	1,469,752	1,509,403	0.9%	36,412,191	37,138,965	0.7%
Average Persons Per Household	3.38	3.44	--	2.70	2.75	--	2.90	2.93	--
Total Households	21,258	21,431	0.3%	581,372	586,474	0.3%	13,670,304	13,785,797	0.2%

Source: U.S. Census 2010 and DOF Table E-5 Population and Housing Estimates, 2013.

Age

Table 5-3 compares Union City's age group trends between 2000 and 2010. Five age groups increased as a percentage of the entire population: the 15-19, 45-54, 55-64, 65-74, and 75 and over. Union City's 55-64 age group had the most significant increase from 7.7 percent of the population to 11.9 percent, similar to the increase in the 55-64 age group countywide. Following the countywide trend, Union City age groups less than 45 years experienced slight declines in population (except the slight increase in the 15-19 age group, from 6.8 percent to 7.0 percent in Union City and from 6.2 percent to 6.6 percent in Alameda County). This trend most likely reflects the aging of the existing population and the lack of families with young children migrating to the county and Union City. The percentage of senior households (65 years and over) in the city is expected to continue increasing as more baby boomers continue to reach retirement age.

**TABLE 5-3
AGE CHARACTERISTICS**

**Union City and Alameda County
2000 and 2010**

Age Group	Union City				Alameda County			
	2000		2010		2000		2010	
	Population	Percent	Population	Percent	Population	Percent	Population	Percent
0 to 4	5,008	7.5%	4,746	6.8%	97,075	6.7%	97,652	6.5%
5 to 14	10,735	16.1%	9,088	13.1%	203,626	14.1%	185,616	12.3%
15 to 19	4,516	6.8%	4,854	7.0%	89,993	6.2%	100,394	6.6%
20 to 24	4,563	6.8%	4,612	6.6%	99,331	6.9%	107,049	7.1%
25 to 34	10,843	16.2%	10,172	14.6%	238,186	16.5%	228,204	15.1%
35 to 44	11,582	17.3%	10,188	14.7%	255,758	17.7%	227,491	15.1%
45 to 54	8,913	13.3%	9,885	14.2%	200,081	13.9%	222,617	14.7%
55 to 64	5,157	7.7%	8,261	11.9%	112,028	7.8%	173,502	11.5%
65 to 74	3,342	5.0%	4,407	6.3%	76,240	5.3%	90,437	6.0%
75 and Over	2,202	3.3%	3,303	4.8%	71,423	4.9%	77,309	5.1%
TOTAL	66,861	100.0%	69,516	100.0%	1,443,741	100.0%	1,510,271	100.0%

Source: U.S. Census 2000, 2010. (ABAG Pre-Approved Data Package, December 2013).

In 2000 the median age of Union City residents was 32.8, which was slightly younger than the countywide median of 34.5 and 33.3 for California. In 2010 the median age increased to 36.2 for Union City, 36.6 for Alameda County, and 35.2 for California. This suggests that the population of Union City and the county as a whole is aging faster than statewide.

Race and Ethnicity

According to the 2010-2012 American Community Survey (ACS) three-year estimates, Union City had a more diverse population than the county as a whole, as well as the state. Table 5-4 shows in 2012 the White population made up only 21.7 percent of Union City's total population, compared to 45.9 percent of the countywide population and 62.5 percent of California's population. The Asian population was the largest racial/ethnic group in Union City at 52.7 percent of total population. The percentage of Asians in Union City is higher than the countywide average (26.6 percent) and the state (13.3 percent).

Approximately 5,100 residents in Union City identified themselves as being of “two or more races,” which makes up 7.2 percent of total population in Union City, compared to 4.3 percent statewide.

Hispanics or Latinos are tabulated as an ethnic group, separate from race. Union City has a lower percentage (21.5 percent) of Hispanics or Latinos than Alameda County as a whole (22.6 percent) and California (38.0 percent).

**TABLE 5-4
POPULATION BY RACE AND ETHNICITY**
Union City, Alameda County, and California
2010-2012

Racial/Ethnic Category	Union City		Alameda County		California	
	Population	Percent	Population	Percent	Population	Percent
White (Non-Hispanic)	15,354	21.7%	703,935	45.9%	23,539,312	62.5%
Black	3,770	5.3%	186,671	12.2%	2,255,750	6.0%
American Indian and Alaska Native	448	0.6%	8,686	0.6%	285,712	0.8%
Asian	37,246	52.7%	408,229	26.6%	5,004,645	13.3%
Native Hawaiian and Other Pacific Islander	1,044	1.5%	13,251	0.9%	146,692	0.4%
Other ¹	7,735	10.9%	123,505	8.1%	4,834,416	12.8%
TOTAL ONE RACE	65,597	92.8%	1,444,277	94.2%	36,066,527	95.7%
Two or More Races	5,103	7.2%	89,034	5.8%	1,620,059	4.3%
TOTAL POPULATION	70,700	100.0%	1,533,311	100.0%	37,686,586	100.0%
Hispanic or Latino (of any race)	15,219	21.5%	346,799	22.6%	14,304,215	38.0%

¹Includes “some other race”

Source: U.S. Census, 2010-2012 American Community Survey.

Income and Employment

Local demand for housing is significantly impacted by income, employment characteristics, and regional job growth. To effectively address the housing and jobs relationship, this section analyzes household income and employment characteristics for Union City and Alameda County. Employment data from the California Employment Development Department (EDD) is for the Oakland Metropolitan Statistical Area (Alameda and Contra Costa Counties).

Household Income

Table 5-5 shows the distribution of household incomes for Union City, Alameda County, and California for 2012, based on the 2008-2012 ACS. In Union City 19.5 percent of all households earned under \$35,000 (which is considered very low-income), compared to 29.3 percent of households in the State as a whole. At the other end of the income spectrum, 34.0 percent of households in the city (compared to 30.7 percent of the county) earned over \$100,000, which is higher than California as a whole (26.2 percent). The highest percentage of households in both Union City (21.1 percent) and the county (18.7 percent) earned over \$150,000.

TABLE 5-5
HOUSEHOLD INCOME DISTRIBUTION
Union City, Alameda County, and California
2008-2012

Income Group	Union City		Alameda County		California	
	Households	Percent	Households	Percent	Households	Percent
Under \$15,000	1,293	6.4%	54,484	10.1%	1,329,046	10.7%
\$15,000-\$24,999	1,394	6.9%	44,046	8.2%	1,179,814	9.5%
\$25,000-\$34,999	1,251	6.2%	39,050	7.2%	1,132,044	9.1%
\$35,000-\$49,999	2,244	11.1%	56,252	10.4%	1,538,363	12.3%
\$50,000-\$74,999	2,867	14.1%	86,730	16.1%	2,137,590	17.1%
\$75,000-\$99,999	2,626	12.9%	64,887	12.0%	1,548,498	12.4%
\$100,000-\$149,000	2,626	12.9%	64,887	12.0%	1,548,498	12.4%
\$150,000 or more	4,284	21.1%	100,598	18.7%	1,717,694	13.8%
TOTAL	20,291	100.0%	539,179	100.0%	12,466,331	100.0%
Median Household Income	\$83,066	–	\$71,516	–	\$61,400	–

Source: 2008-2012 American Community Survey.

The median household income in Union City was \$83,066 in 2012 which was higher than the countywide median income of \$71,516 and significantly higher than California's median household income of \$61,400.

Employment

Table 5-6 shows employment by occupation for residents of Union City in 2007 and 2012. Industry employment estimates are by place of residence, so estimates do not indicate the number of jobs within the city.

Total civilian employment of Union City workers grew from approximately 31,923 in 2007 to 33,052 in 2012, an average annual growth rate (AAGR) of 0.7 percent. Alameda County civilian employment increased from 700,519 in 2007 to 723,700 in 2012, an AAGR of 0.7 percent. In 2012 39.9 percent of civilian workers living in Union City worked in management, professional, and related occupations, and 26.7 percent worked in sales and offices. These occupations make up the top two occupations for residents of Union City. Relatively higher paying jobs are in both categories, except for certain sales positions, translating into higher incomes for residents engaged in these activities. The top third occupation for residents of Union City was services (15.3 percent), which is generally not as high-paying.

Between 2007 and 2012 employment in construction, extraction, and maintenance and in production, transportation, and material moving decreased by 1.7 and 3.6 percent, respectively.

**TABLE 5-6
EMPLOYMENT BY OCCUPATION**

Union City
2007-2012

Employed Civilian Population 16 Years And Over	2007		2012		AAGR
	Population	Percent	Population	Percent	
Management, Professional, and Related	10,087	31.6%	13,180	39.9%	6.1%
Service	4,843	15.2%	5,043	15.3%	0.8%
Sales and Office	9,486	29.7%	8,821	26.7%	0.9%
Construction, Extraction, and Maintenance	2,577	8.1%	2,110	6.4%	-3.6%
Production, Transportation, and Material Moving	4,930	15.4%	3,898	11.8%	-4.2%
TOTAL	31,923	100.0%	33,052	100.0%	0.7%
Total Self-Employed Workers	1,914	6.0%	1,389	4.2%	-5.5%

Source: Census, 2000. 2007 and 2010-2012 American Community Survey.

The Employment Development Department (EDD) estimates the total labor force of cities and counties in California; however, the EDD does not break down employment by industry. The number of jobs that the EDD reports for Civilian Employment differs from the number of jobs reported for Total Industry Employment (also known as Wage and Salary Employment). Civilian Labor Force counts the number of working people by where they live. This includes business owners, the self-employed, unpaid family workers, private household workers, and wage and salary workers. A person with more than one job is only counted once.

Based on EDD estimates, the number of employed persons in Union City was 34,000 in October 2000, 32,500 in October 2008, and 33,300 in March 2013. This represents an AAGR of -0.6 percent from 2000 to 2008 and 0.49 percent from 2008 to 2013.

Table 5-7 shows how unemployment rates in Union City, Alameda County, and California varied between 1990 and 2013. As the table indicates, unemployment rates in Union City were generally lower than both Alameda County and the state overall. Lower overall unemployment rates in Union City may be attributed to the strong presence of the manufacturing industry and the more recent trend of technology-based companies locating in Union City.

Between 1990 and 2013 unemployment in Union City was at its lowest (2.2 percent) in 2000 and at its highest (10.6 percent) in 2010. Alameda County's highest unemployment rate was 11.3 percent in 2010 and California's highest unemployment rate was 12.4 percent. These high unemployment rates in 2010 were reflective of the national and global recession, and the rate of unemployment in Union City is back to pre-recession levels.

TABLE 5-7 CIVILIAN LABOR FORCE UNEMPLOYMENT RATE Union City, Alameda County, and California 1990-2013			
Year	Union City	Alameda County	California
1990	3.0%	4.1%	5.8%
1991	4.0%	5.5%	7.7%
1992	4.8%	6.6%	9.1%
1993	4.9%	6.7%	9.4%
1994	4.5%	6.2%	8.6%
1995	4.3%	5.7%	7.8%
1996	3.7%	5.1%	7.2%
1997	3.3%	4.5%	6.3%
1998	3.1%	4.2%	5.9%
1999	2.5%	3.5%	5.2%
2000	2.2%	3.6%	4.9%
2001	4.5%	4.8%	5.4%
2002	6.3%	6.7%	6.7%
2003	6.4%	6.9%	6.9%
2004	5.5%	5.9%	6.2%
2005	4.8%	5.2%	5.4%
2006	4.2%	4.5%	4.9%
2007	4.5%	4.8%	5.4%
2008	5.5%	6.2%	7.2%
2009	9.8%	10.5%	11.3%
2010	10.6%	11.3%	12.4%
2011	9.7%	10.4%	11.8%
2012	8.5%	9.0%	10.5%
2013	5.9%	7.3%	8.8%

Source: California Employment Development Department, December 2013.

Population, Household, and Employment Projections

The Association of Bay Area Governments (ABAG) releases regional projections every two years for population, households, total jobs, and employed residents. The following section presents the most recent (2013) projections for 2010 to 2040. These projections extend beyond the time horizon for this Housing Element.

Population and Household Projections

Union City's population is expected to grow moderately through 2040, with an average annual growth rate of 0.6 percent between 2010 and 2040. As Table 5-8 indicates, the city's population is projected to grow to 82,500 by 2040, representing an increase of 12,984 residents from the city's estimated 2010 population of 69,516. Households are expected to grow at about the same rate from 20,433 in 2010 to 23,650 in 2040, an AAGR of 0.5 percent.

Although Union City will grow by 18.6 percent between 2010 and 2040, Alameda County has a higher average annual growth rate (1.1 percent). This means the City will comprise 4.2 percent of the total county population by 2040, less than 4.6 percent in 2010.

**TABLE 5-8
POPULATION PROJECTIONS**

Union City and Alameda County
2010-2040

Year	Union City		Alameda County	
	Population	Households	Population	Households
2010	69,516	20,433	1,510,271	545,138
2020	73,400	21,520	1,654,200	598,430
2030	77,600	22,590	1,810,300	651,720
2040	82,500	23,650	1,987,900	705,330
2010-2040 CHANGE	12,984	3,217	477,629	160,192
AAGR	0.6%	0.5%	1.1%	1.0%

Source: Association of Bay Area Governments, Projections 2013.

Employment Projections

As Table 5-9 indicates, the city's total job count is projected to grow to 25,700 by 2040, representing an increase of 5,100 jobs from 2010. Union City's employment, in terms of total jobs and employed residents, is expected to grow slower than Alameda County between 2010 and 2040. From 2010 to 2020 Union City is expected to gain 2,900 jobs (an average annual growth rate of 0.8 percent) and 6,330 employed residents (an average annual growth rate of 0.7 percent). When the number of employed residents increases faster than the number of jobs, it generally indicates that many residents commute out of the city. By 2040 Union City will comprise 2.7 percent of the total county jobs and 4.0 percent of total employed residents.

TABLE 5-9 EMPLOYMENT PROJECTIONS Union City and Alameda County 2010-2040				
Year	Union City		Alameda County	
	Total Jobs	Employed Residents	Total Jobs	Employed Residents
2010	20,600	29,670	694,460	669,770
2020	23,500	33,810	826,790	792,510
2030	24,310	34,490	875,390	835,7700
2040	25,700	36,000	947,650	899,070
2010-2040 CHANGE	5,100	6,330	253,190	229,300
AAGR	0.8%	0.7%	1.2%	1.1%

Source: Association of Bay Area Governments, Projections 2013.

Potential Population Change and Job Growth Impacts on Housing Need

Union City currently (2014) has more employed residents than jobs, and many residents commute outside the city for work. To improve the jobs-to-households ratio, the city will need to attract more jobs relative to housing in the future.

Household Characteristics and Housing Supply

This section is broken into an analysis of household characteristics and housing supply. The first section analyzes household characteristics, such as household population, composition, size, tenure, and overcrowding. More simply stated, it summarizes the profile of Union City and Alameda County residents living in private households, whether they are renters or owners, how many people live in a household, and if the household is overcrowded. The second section analyzes the County's housing inventory and supply, including a discussion of vacant units.

Household Characteristics

The first part of this section analyzes household characteristics including household population, household composition, tenure, and household size.

Household Population

Household population is an important measure for establishing the number of persons residing in private households. Persons in institutional or group quarters are not included in the values for household population. As of 2013 Union City had a total household population of 70,811 (Table 5-2). From 2010 to 2013 the average number of persons per household grew from 3.38 in 2010 to 3.44 in 2013, and the number of households grew from 21,258 to 21,431. Union City had a higher ratio of persons per household than Alameda County (2.6) and California (2.7).

In terms of planning for the housing needs of all segments of the population, three group quarter categories hold special interest: inmates of correctional institutions, persons staying in nursing homes, and persons in other group quarters. From 2000 to 2010 the group quarters population grew in Union City from 342 to 528 persons. The overwhelming majority of these were residents of homes for the elderly (e.g., Masonic Home) or other non-institutional group quarters. Only 0.8 percent of all Union City residents were living in group quarters, compared to 2.6 and 2.3 percent of the population in Alameda County and California, respectively.

Household Composition

While household population measures the number of persons living in households, household composition measures the type of households. The Census divides households into two types: family and non-family. Family households are those that consist of two or more related persons living together. Non-family households include either persons who live alone or groups composed of non-related individuals.

As shown in Table 5-10, Union City had a larger proportion of family households compared to Alameda County and California. In 2012 83.0 percent of Union City households were family households compared to 64.7 percent countywide and 68.6 percent in the state.

TABLE 5-10 FAMILY AND NON-FAMILY HOUSEHOLDS Union City, Alameda County, and California 2000-2012						
	Union City		Alameda County		California	
	Households	Percent	Households	Percent	Households	Percent
2000						
Family Households	15,700	84.2%	339,096	64.8%	7,920,049	68.9%
Non-Family Households	2,942	15.8%	184,270	35.2%	3,582,821	31.1%
TOTAL	18,642	100.0%	523,366	100.0%	11,502,870	100.0%
2012						
Family Households	16,840	83.0%	348,592	64.7%	8,550,034	68.6%
Non-Family Households	3,451	17.0%	190,587	35.3%	3,916,297	31.4%
TOTAL	20,291	100.0%	539,179	100.0%	12,466,331	100.0%

Source: 2000 and 2010 U.S. Census, 2008-2012 American Community Survey.

Tenure

Tenure is a measure of the rates of homeownership and renter occupancy in a jurisdiction. Tenure for type of unit and number of bedrooms can help estimate demand for a diversity of housing types.

Home equity is the largest single source of household wealth for most Americans. Median net wealth for renters is about 3 percent of that of homeowners. The national homeownership rate has risen from around 40 percent before World War II, to 65.6 percent in 1980, 64 percent in 1995, 65 percent in 2002, and 69 percent in 2008. In 2013 the national homeownership rate was about 65 percent. Union City is known as a family-oriented community and has a consistently high rate of homeownership. As shown in Table 5-11, the homeownership rate for Union City is higher than Alameda County and the state as a whole. However, homeownership in Union City decreased from 71.3 percent in 2000 to 66.5 percent in 2010. In 2012, however, it appears that homeownership is beginning to increase again in Union City, with 68.2 percent of households owning a home.

The percentage of renter-occupied units increased in Union City (28.7 to 33.5 percent), Alameda County (45.3 to 46.6 percent), and the state (43.1 to 44.1 percent) between 2000 and 2010, but decreased slightly by 2012 (31.8, 46.3, and 44.0 percent, respectively). Both Alameda County and California had rental rates above 40 percent in 2000 and 2012.

TABLE 5-11 TENURE Union City, Alameda County, and California 1990-2012						
	Union City		Alameda County		California	
	Units	Percent	Units	Percent	Percent	Percent
Owner-Occupied Units						
1990	10,584	67.4%	255,459	53.3%	5,773,943	55.6%
2000	13,291	71.3%	286,277	54.7%	6,546,334	56.9%
2010	13,580	66.5%	291,242	53.4%	7,035,371	55.9%
2012	13,837	68.2%	289,758	53.7%	6,978,397	56.0%
Renter-Occupied Units						
1990	5,117	32.6%	224,059	46.7%	4,607,263	44.4%
2000	5,351	28.7%	237,089	45.3	4,956,536	43.1%
2010	6,853	33.5%	253,896	46.6%	5,542,127	44.1%
2012	6,454	31.8%	249,421	46.3%	5,487,934	44.0%

Source: U.S. Census Bureau, 2000 and 2010 Decennial Census Counts (ABAG Pre-Approved Data Package 2013), 2008-2012 American Community Survey.

Table 5-12 shows tenure by household size in Union City, Alameda County, and California in 2012. Union City had a high percentage of large households (5 or more people) for both owners and renters in 2012; 19.2 percent of owner-occupied households were large households, which was 8 percent higher than countywide and 5.1 percent higher than the California average. However, the difference is greater for renter-occupied households than owner occupied. Nearly 20.2 percent of renter-occupied households in Union City were large households, which was 10.4 percent higher than the countywide average and 5.6 percent higher than the California average.

Union City's family-oriented core is highlighted when comparing one- and two-person households. In 2012 14.0 percent of all households in Union City contained one person, while Alameda County and California had significantly higher proportions of one person households (27.5 percent and 24.3 percent). Two person households accounted for 27.1 percent of all households in Union City compared to 29.8 percent in Alameda County and 29.9 percent in California.

TABLE 5-12
HOUSEHOLD SIZE BY TENURE
Union City, Alameda County, and California
2012

	Union City		Alameda County		California	
	Households	Percent	Households	Percent	Households	Percent
Owner Occupied						
1-Person	1,409	10.2%	58,691	20.3%	1,392,960	20.0%
2-Persons	3,978	28.7%	93,089	32.1%	2,316,620	33.2%
3-Persons	2,588	18.7%	53,672	18.5%	1,146,668	16.4%
4-Persons	3,206	23.2%	51,766	17.9%	1,139,915	16.3%
5-Persons	1,480	10.7%	18,750	6.5%	547,990	7.9%
6-Persons	739	5.3%	7,923	2.7%	237,776	3.4%
7-Persons	437	3.2%	5,867	2.0%	196,468	2.8%
TOTAL	13,837	100.0%	289,758	100.0%	6,978,397	100.0%
Renter Occupied						
1-Person	1,437	22.3%	89,341	35.8%	1,637,478	29.8%
2-Persons	1,522	23.6%	67,321	27.0%	1,409,568	25.7%
3-Persons	1,231	19.1%	39,568	15.9%	885,043	16.1%
4-Persons	960	14.9%	28,745	11.5%	753,519	13.7%
5-Persons	717	11.1%	13,703	5.5%	435,393	7.9%
6-Persons	306	4.7%	6,281	2.5%	207,184	3.8%
7-Persons	281	4.4%	4,462	1.8%	159,749	2.9%
TOTAL	6,454	100.0%	249,421	100.0%	5,487,934	100.0%
All Households						
1-Person	2,846	14.0%	148,032	27.5%	3,030,438	24.3%
2-Persons	5,500	27.1%	160,410	29.8%	3,726,188	29.9%
3-Persons	3,819	18.8%	93,240	17.3%	2,031,711	16.3%
4-Persons	4,166	20.5%	80,511	14.9%	1,893,434	15.2%
5-Persons	2,197	10.8%	32,453	6.0%	983,383	7.9%
6-Persons	1,045	5.2%	14,204	2.6%	444,960	3.6%
7-Persons	718	3.5%	10,329	1.9%	356,217	2.9%
TOTAL	20,291	100.0%	539,179	100.0%	12,466,331	100.0%

Source: 2008-2012 American Community Survey.

Table 5-13 shows the number of bedrooms by tenure in Union City, Alameda County, and California in 2012. As shown in the table, 68.4 percent of occupied housing units in Union City contained three or more bedrooms in 2012. The percentage of occupied housing units with three or more bedrooms in Union City is significantly higher than the countywide percentage of 50.9 and statewide percentage of 55.4 percent.

Renter-occupied units tend to have a smaller number of bedrooms than owner-occupied units. This was the case in Union City in 2012, where 84.2 percent of owner-occupied units had three or more bedrooms, compared to only 33.4 percent of renter-occupied units. However, Union City's family-oriented characteristic carried over to renter-occupied units as well; 33.4 percent of rental units in Union City had three or more bedrooms compared to 22.5 percent countywide and 26.9 percent statewide.

TABLE 5-13 NUMBER OF UNITS BY BEDROOMS BY TENURE Union City, Alameda County, and California 2012						
	Union City		Alameda County		California	
	Units	Percent	Units	Percent	Units	Percent
Owner-Occupied						
No-Bedroom	132	1.0%	1,472	0.5%	34,487	0.5%
1-Bedroom	213	1.5%	9,899	3.4%	187,542	2.7%
2-Bedrooms	1,769	12.8%	60,099	20.7%	1,321,055	18.9%
3-Bedrooms	5,183	37.5%	123,723	42.7%	3,149,911	45.1%
4-Bedrooms	5,138	37.1%	74,702	25.8%	1,803,079	25.8%
5 or More Bedrooms	1,402	10.1%	19,863	6.9%	482,323	6.9%
TOTAL	13,837	100.0%	289,758	100.0%	6,978,397	100.0%
Renter-Occupied						
No-Bedroom	223	3.5%	17,692	7.1%	372,358	6.8%
1-Bedroom	1,561	24.2%	81,637	32.7%	1,532,111	27.9%
2-Bedrooms	2,516	39.0%	93,903	37.6%	2,108,039	38.4%
3-Bedrooms	1,510	23.4%	42,616	17.1%	1,088,722	19.8%
4-Bedrooms	533	8.3%	10,572	4.2%	317,442	5.8%
5 or More Bedrooms	111	1.7%	3,001	1.2%	69,262	1.3%
TOTAL	6,454	100.0%	249,421	100.0%	5,487,934	100.0%
All Households						
No-Bedroom	355	1.7%	19,164	3.6%	406,845	3.3%
1-Bedroom	1,774	8.7%	91,536	17.0%	1,719,653	13.8%
2-Bedrooms	4,285	21.1%	154,002	28.6%	3,429,094	27.5%
3-Bedrooms	6,693	33.0%	166,339	30.9%	4,238,633	34.0%
4-Bedrooms	5,671	27.9%	85,274	15.8%	2,120,521	17.0%
5 or More Bedrooms	1,513	7.5%	22,864	4.2%	551,585	4.4%
TOTAL	20,291	100.0%	539,179	100.0%	12,466,331	100.0%

Source: 2008-2012 American Community Survey.

Household Size

Average household size is a function of household population (the group quarters population is not counted) divided by occupied housing units. Larger household sizes mean that more dwelling units with three or more bedrooms will be needed to accommodate population growth. Household size is also an important measure of overcrowding.

Census Bureau defines a household as a group of people, related or not, living together in a dwelling unit. Table 5-14 shows historic household size information for Union City and neighboring communities from 1970 to 2012. Union City has the largest average household size compared to surrounding jurisdictions and Alameda County as a whole.

Table 5-14 shows that over the last 40 years, Union City consistently had one of the largest household sizes next to the neighboring jurisdiction of Newark. In 2012 ACS reported that Union City had a population per household (PPH) of 3.42, significantly higher than other nearby jurisdictions.

TABLE 5-14 HOUSEHOLD SIZE Union City and Selected Areas 1970 to 2012					
Year	Union City	Fremont	Hayward	Newark	Alameda County
1970	3.82	3.75	3.27	4.08	2.84
1980	3.28	2.96	2.68	3.49	2.53
1985	3.36	2.94	2.65	3.39	2.55
1990	3.39	2.86	2.75	3.15	2.59
1995	3.47	2.95	2.81	3.20	2.67
2000	3.57	2.96	3.08	3.26	2.71
2007	3.52	3.01	3.11	3.22	2.73
2012	3.42	3.05	3.24	3.28	2.75

Source: U.S. Census Bureau, 1970 and 2000; Department of Finance 1980-1985; 2005-2007 and 2008-2012 American Community Survey.

Overcrowded Housing

The Census defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens). Units with more than 1.5 persons per room are considered severely overcrowded. Overcrowding increases health and safety concerns and stresses the condition of the housing stock and infrastructure. Overcrowding is strongly related to household size, particularly for large households and especially very large households, and the availability of suitably sized housing. Overcrowding impacts both owners and renters; however, renters are generally more significantly impacted.

A typical home might have a total of five rooms (three bedrooms, living room, and dining room). If more than five people were living in the home, it would be considered overcrowded. There is some debate about whether units with larger households where seven people might occupy a home with six rooms should really be considered overcrowded. Nonetheless, units with more than 1.5 persons per room are considered severely overcrowded, and should be recognized as a significant housing problem.

Overcrowding in households typically results from either a lack of affordable housing (which forces more than one household to live together) and/or a lack of available housing units of adequate size.

While family size and tenure are critical determinants in overcrowding, household income also plays a strong role in the incidence of overcrowding. As a general rule, overcrowding levels tend to decrease as income rises, especially for renters (particularly for small and large families). The rate of overcrowding for very low-income households is generally nearly three times greater than households over 95 percent of the area median income. As with renters, owner-households with higher incomes have lower rates of overcrowding.

Table 5-15 compares occupants per room and overcrowding by tenure in Union City, Alameda County, and California in 2012. Union City had a higher proportion of overcrowded owner-occupied units (more than 1.01 occupants per room) (3.9 percent) when compared to Alameda County as a whole (3.0 percent), but was higher statewide with 4.1 percent. Severely overcrowded units (more than 1.5 occupants per room) were 1.2 percent of owner-occupied units in Union City compared to 0.7 percent of owner-occupied housing units countywide and 1.0 percent statewide.

In Union City overcrowding is typically more of a problem in rental units than owner units. When broken out by tenure, renter-households accounted for 32.0 percent of all households in the county; however, they accounted for 63.4 percent of all overcrowded households in Union City in 2012. To put it another way, 14.6 percent of renter-occupied households in Union City were overcrowded, in comparison to 3.9 percent of owner-occupied households. Nearly 3.9 percent of rental units in Union City were severely overcrowded, compared to 1.2 percent of owner-occupied units. The rate of overcrowding for renter-occupied households (14.6 percent) is much higher than the rate countywide (8.5 percent) and the state (12.3 percent), demonstrating that overcrowding in Union City, especially in renter-households, is a significant problem relative to the rest of Alameda County and California.

TABLE 5-15 OVERCROWDING Union City, Alameda County, and California 2012						
	Union City		Alameda County		California	
	Units	Percent	Units	Percent	Units	Percent
Owner-Occupied						
0.50 or Less	7,749	56.0%	200,565	69.2%	4,731,230	67.8%
0.51 to 1.00	5,544	40.1%	80,435	27.8%	1,962,331	28.1%
1.01 to 1.50	370	2.7%	6,682	2.3%	215,499	3.1%
1.51 to 2.00	71	0.5%	1,514	0.5%	51,558	0.7%
2.01 or More	103	0.7%	562	0.2%	17,779	0.3%
TOTAL	13,837	100.0%	289,758	100.0%	6,978,397	100.0%
Renter-Occupied						
0.50 or Less	2,688	41.6%	129,776	52.0%	2,559,222	46.6%
0.51 to 1.00	2,822	43.7%	98,367	39.4%	2,196,113	40.0%
1.01 to 1.50	691	10.7%	13,953	5.6%	439,920	8.0%
1.51 to 2.00	216	3.3%	5,583	2.2%	200,089	3.6%
2.01 or More	37	0.6%	1,742	0.7%	92,590	1.7%
TOTAL	6,454	100.0%	249,421	100.0%	5,487,934	100.0%
Total Occupied Housing Units						
0.50 or Less	10,437	51.4%	330,341	61.3%	7,290,452	58.5%
0.51 to 1.00	8,366	41.2%	178,802	33.2%	4,158,444	33.4%
1.01 to 1.50	1,061	5.2%	20,635	3.8%	655,419	5.3%
1.51 to 2.00	287	1.4%	7,097	1.3%	251,647	2.0%
2.01 or More	140	0.7%	2,304	0.4%	110,369	0.9%
TOTAL	20,291	100.0%	539,179	100.0%	12,466,331	100.0%

Source: 2008-2012 American Community Survey.

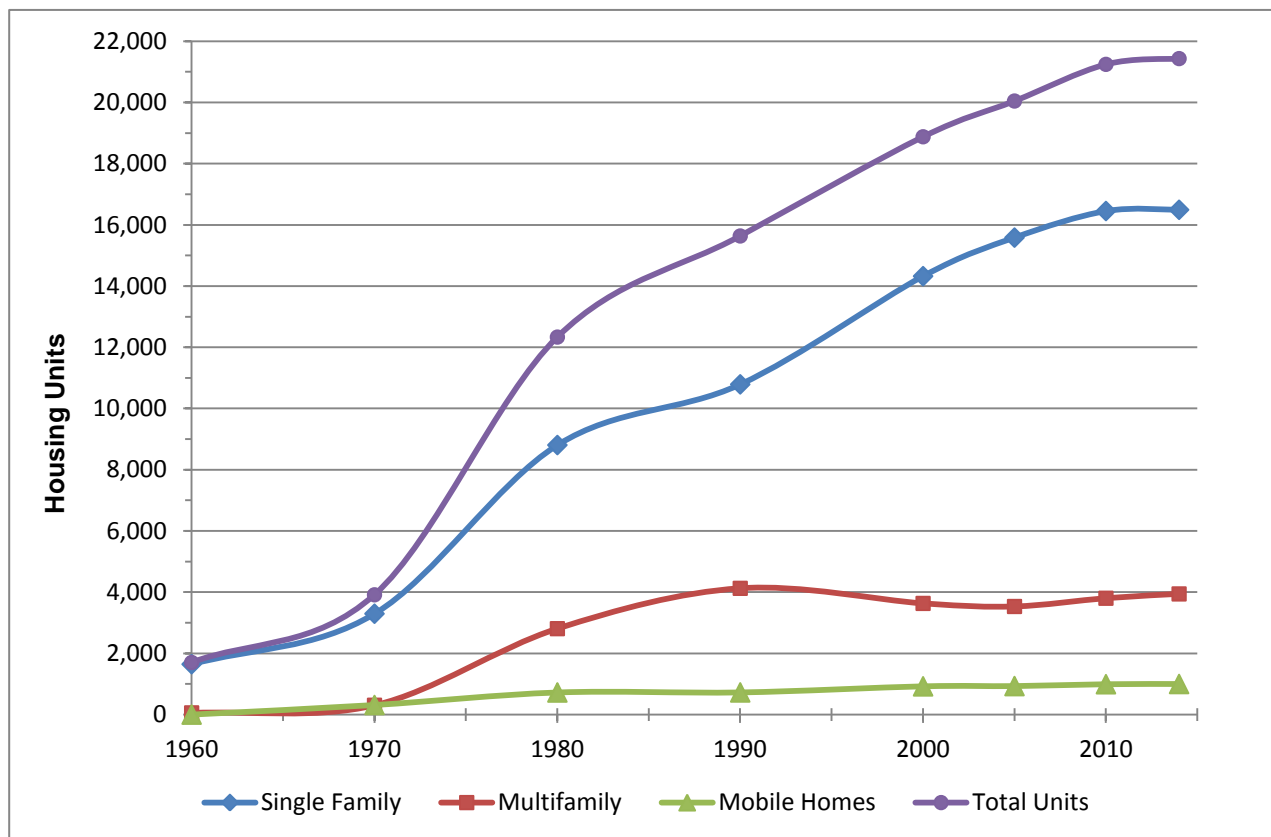
Housing Supply

While the previous section discussed the characteristics of persons living in households, this section provides information about the total supply of existing housing in Union City, Alameda County, and California. This section includes information about the total number of housing units available in Union City and Alameda County, changes in vacancy, and structural condition of the units.

Housing Units

Figure 5-1 shows the number of housing units by type built in Union City between 1960 and 2014. In 1960 and 1970 Union City's housing stock was made up overwhelmingly of single family units. Total units in Union City tripled between 1970 (3,913 units) and 1980 (12,333 units). Between 1970 and 1990 Union City expanded its multifamily housing stock to account for up to 26 percent of the total housing stock. By 2005 that proportion had decreased to only 19 percent multifamily units. In 2014 Union City had 21,431 housing units, with 16,491 single family units (77 percent) and 3,941 multifamily units (18 percent). Mobile homes and boats, RVs, vans, etc., accounted for 999 units (5 percent).

**FIGURE 5-1
HOUSING UNIT GROWTH
Union City
1960 to 2014**



Source: U.S. Bureau of the Census, 1960 and 1970; California State Department of Finance, 1980 to 2014.

Table 5-16 compares housing stock by type in Union City to Alameda County and California from 2000 to 2014. The table further categorizes housing units by splitting multifamily into buildings with two to four units and buildings with five or more units.

As shown in Table 5-16, Union City has a high percentage of single family units when compared to Alameda County as a whole and California. In 2000 the housing stock was 75.9 percent single family compared to 61 percent countywide and 64 percent in California. By 2014 the proportion of single family units increased slightly to 76.9 percent. Although the number of multifamily units increased by 7.2 percent from 2000 to 2014, Union City still had a low percentage of multifamily units compared to Alameda County as a whole and California. In 2014 multifamily units were 18.4 percent of total units in Union City compared to 37.9 percent countywide and 30.9 percent in California as a whole. Given the low percentage of multifamily homes and tendency for overcrowding for renter-occupied units, Union City may have a need for more multifamily units with adequate capacity for larger families.

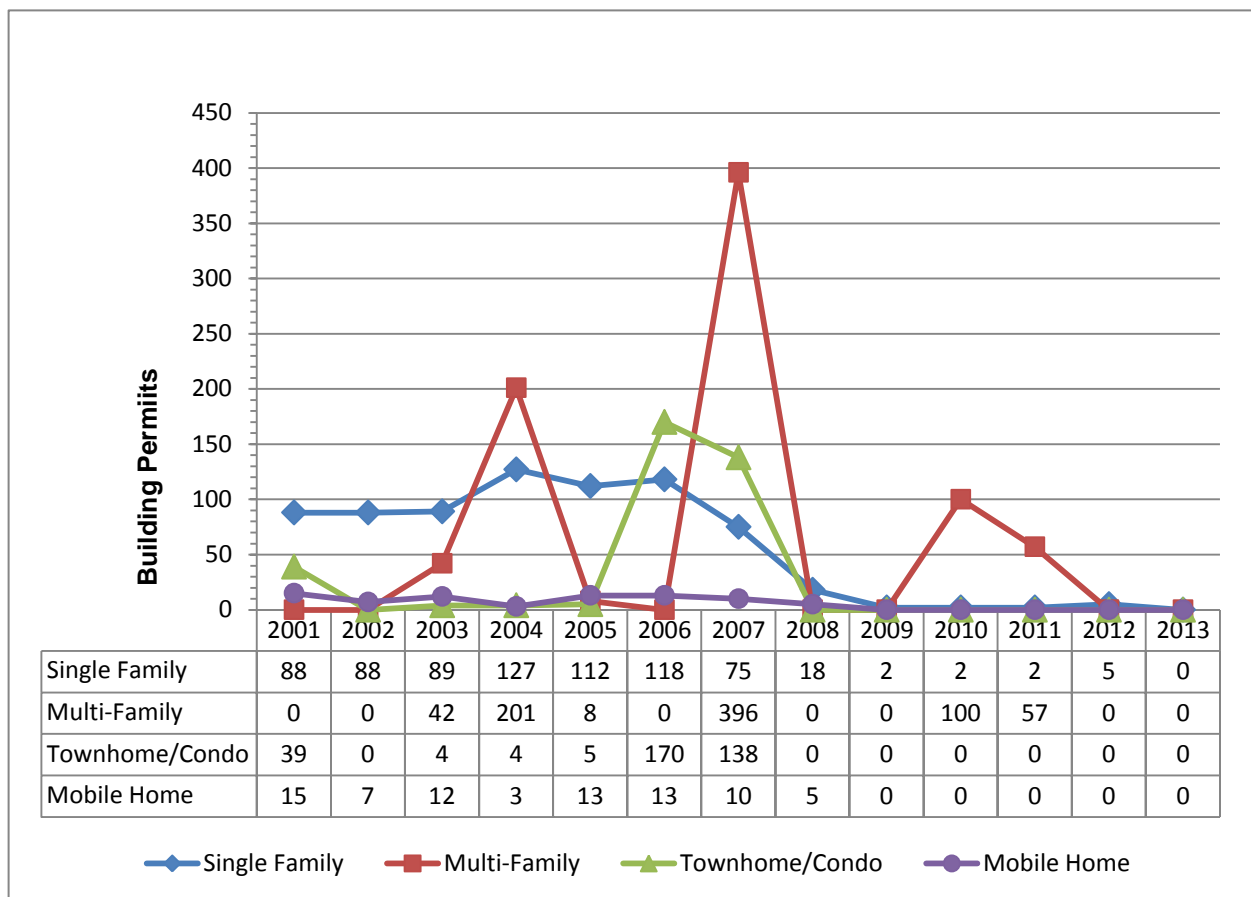
TABLE 5-16 HOUSING STOCK BY TYPE Union City, Alameda County, and California 2000 - 2014						
	2000		2010		2014	
	Number	Percent	Number	Percent	Number	Percent
Union City						
Single family	14,323	75.9%	16,481	77.5%	16,491	76.9%
2 to 4 units	1,106	5.9%	784	3.7%	784	3.7%
5+ units	2,525	13.4%	3,000	14.1%	3,157	14.7%
Mobile homes	923	4.9%	993	4.7%	999	4.7%
TOTAL	18,877	100.0%	21,258	100.0%	21,431	100.0%
Alameda County						
Single family	329,366	61.0%	353,586	60.8%	357,504	60.7%
2 to 4 units	61,023	11.3%	65,326	11.2%	65,633	11.1%
5+ units	142,144	26.3%	154,629	26.6%	157,973	26.8%
Mobile homes	7,650	1.4%	7,831	1.3%	7,838	1.3%
TOTAL	540,183	100.0%	581,372	100.0%	588,948	100.0%
California						
Single family	7,815,035	64.0%	8,925,512	65.3%	9,011,193	65.1%
2 to 4 units	1,024,896	8.4%	1,110,620	8.1%	1,119,175	8.1%
5+ units	2,804,931	23.0%	3,076,519	22.5%	3,154,907	22.8%
Mobile homes	569,688	4.7%	557,647	4.1%	560,000	4.0%
TOTAL	12,214,550	100.0%	13,670,298	100.0%	13,845,281	100.0%

Source: California Department of Finance (DOF), Official State Population and Housing Estimates, January 1, 2010 and 2014 (Table E-5),

Figure 5-2 shows building permit activity in Union City from January 2001 to December 2013. The figure shows a steady level of single family permits until the end of the housing “bubble” in 2006. Eighty-eight single family permits were approved in 2001 compared to only 18 in 2008; less than 10 single family permits were approved each year between 2009 and 2013. Market conditions as well as single family housing being nearly built out in Union City have led to the decline in single family construction.

Building permit activity for multifamily units in Union City is less indicative of market conditions than it is of how building permits are pulled for multifamily projects. From 2001 to 2008 there were two major multifamily projects that pulled upwards of 200 building permits per year. From 2008 to 2013, during the recession, no multifamily projects that large were approved, and few single family permits were issued. Overall, Union City has made efforts in the past few years to increase the number of multifamily projects and to rebuild the downtown core at higher densities with a multi-modal transit station as the catalyst.

FIGURE 5-2
BUILDING PERMITS BY YEAR
Union City
January 2001-December 2013



Source: Union City Economic and Community Development Department, 2014.

Occupancy/Vacancy Rates

Vacancy rates are an indicator of existing housing need. The difference between the current vacancy rate and optimal vacancy rate is a good measure of whether the market is responding to overall housing needs. Optimal vacancy rates differ between rental housing and for-sale housing. The Association of Bay Area Governments has set two rates as the regional vacancy objective. For rental housing a 5 percent vacancy rate is considered necessary to permit ordinary rental mobility. For for-sale housing a 2 percent vacancy rate is considered the threshold to permit ordinary mobility. If vacancy rates are below these levels, residents will have a difficult time finding appropriate units and competition for units will drive up housing prices. Table 5-17 shows vacancy rates in Union City by tenure. Both homeowner and rental vacancy rates are lower than the ideal rates.

TABLE 5-17 VACANY RATES BY TENURE Union City and California 1990-2012	
Housing Occupancy	Percent
Homeowner Vacancy Rate	1.7%
Rental Vacancy Rate	4.3%

Source: 2008-2012 American Community Survey.

As shown in Table 5-18, the vacancy rates in Union City and the surrounding area made a slight drop from 1990 to 2000 and were stable from 2000 to 2009, but rose after 2009. As the table indicates, the 2009 vacancy rate in Union City was 1.3 percent, which is only slightly higher than in 2000. In 2012 the vacancy rate rose to 3.9 percent. Considering California's 8.9 percent vacancy rate, Union City's vacancy rate is low.

**TABLE 5-18
OCCUPANCY/VACANCY**

Union City and California
1990-2012

	1990		2000		2009		2012	
	Units	Percent	Units	Percent	Units	Percent	Units	Percent
Union City								
Occupied Units	15,701	96.6%	18,642	98.8%	20,276	98.7%	20,541	96.1%
Vacant Units	558	3.4%	235	1.2%	257	1.3%	829	3.9%
TOTAL	16,259	100.0%	18,877	100.0%	20,533	100.0%	21,370	100.0%
California								
Occupied Units	10,381,206	92.8%	11,502,870	94.2%	12,733,414	94.1%	12,663,561	91.9%
Vacant Units	801,676	7.2%	711,679	5.8%	797,305	5.9%	11,06,927	8.1%
TOTAL	11,182,882	100.0%	12,214,549	100.0%	13,530,719	100.0%	13,740,488	100.0%

Source: California Department of Finance 2009 and 2012, Table E-5 and Table E-8 City/County/State Population and Housing Estimates, 4/1/1990 to 4/1/2000; and U.S. Census 1990 and 2000.

Housing Conditions

It is necessary to document the conditions of the housing stock in order to identify the number of potential substandard housing units (owner and rental) in need of repair, rehabilitation, or replacement. The U.S. Census provides only limited data that can be used to infer the condition of Union City's housing stock. Since housing stock age and condition are generally correlated, one Census variable that provides an indication of housing conditions is the age of a community's housing stock. Generally housing older than 30 years will require minimal repairs and improvements. Housing units over 50 years old are more likely to require major rehabilitation such as roofing, plumbing, and electrical system repairs. Union City's housing stock is relatively new. As demonstrated in Table 5-19, an estimated 17.9 percent of housing units in the city are over 30 years old and 7.3 percent are over 50 years old. The large majority of units were built between 1970 and 1979.

TABLE 5-19 YEAR-ROUND HOUSING UNITS BY YEAR BUILT Union City and Alameda County 2010				
Period	Union City		Alameda County	
	Number	Percent	Number	Percent
1939 or earlier	465	2.1%	122,496	21.0%
1940 to 1949	172	0.8%	50,518	8.7%
1950 to 1959	955	4.4%	81,040	14.0%
1960 to 1969	2,292	10.6%	81,741	14.1%
1970 to 1979	9,338	43.1%	93,339	16.1%
1980 to 1989	3,448	15.9%	63,564	10.9%
1990-1999	3,075	14.2%	47,084	8.1%
2000-2004	1,037	4.8%	25,411	4.4%
2005 or later	895	4.1%	15,532	2.7%

Source: US Census Bureau, 2000 Decennial Census Counts, 2007-2011 American Community Survey. (ABAG Pre-Approved Data Package).

Because Union City's housing stock is relatively young, the overall condition of housing is good. Housing in need of rehabilitation and/or replacement tends to be concentrated within the Decoto and Old Alvarado neighborhoods. In 1999 the City conducted a survey of dilapidated or substandard housing in both areas. The City identified 40 units in the Decoto area and 10 units in the Old Alvarado area in need of significant rehabilitation. These units were identified based on visual exterior, and in most cases, interior inspection. Homes showing noticeable signs of decay, such as broken or boarded up windows, cracks or large holes in walls, broken steps, and missing hand rails were identified and homeowners were approached and offered help in obtaining government assistance (e.g., rehabilitation loans through the City). There is no reason to believe that housing conditions have significantly deteriorated since the last survey. The City's rehabilitation program, which has been around since 1974, has been enormously successful for many households in particular and for the community as a whole. Since its inception in 1976, the City has rehabilitated over 900 homes.

Housing Affordability

Housing is classified as “affordable” if households do not pay more than 30 percent of income for payment of rent (including a monthly allowance for water, gas, and electricity) or monthly homeownership costs (including mortgage payments, taxes, and insurance). State law (65583(a) (2)) requires “an analysis and documentation of household characteristics, including level of payment compared to ability to pay.” Identifying and evaluating existing housing needs are a critical component of the housing element. This requires comparison of resident incomes with the local cost of housing. The analysis helps local governments identify existing housing cost burdens or unmet housing needs. This section includes an analysis of housing cost burden, ability to pay for housing, and the cost of housing.

The data in this section uses Comprehensive Housing Affordability Strategy (CHAS) data from HUD’s State of the Cities Data Systems (SOCDS) website. Income groups are shown in the SOCDS CHAS tabulation based on the HUD-adjusted area median family income.

Housing Cost Burden

This section provides an analysis of the proportion of households overpaying for housing. Current standards measure housing cost in relation to gross household income: households spending more than 30 percent of their income, including utilities, are generally considered to be overpaying or cost burdened. Severe overpaying occurs when households pay 50 percent or more of their gross income for housing. For owners housing costs include mortgage payment, taxes, insurance, and utilities. This is a share of income approach to measure housing affordability in terms of the percentage of income that a household spends for housing. The impact of high housing costs falls disproportionately on extremely low-, very low-, and low-income households, especially renter households. Lower-income households are defined as those that earn 80 percent or less of the area median household income. While some higher-income households may choose to spend greater parts of their income for housing, lower-income households may be limited by a lack of affordable housing. Low-income households frequently have insufficient resources for other critical essentials including food and medicine. This is a significant hardship for many workers, families, and seniors, but it also impacts local economies as money that might otherwise be spent in local stores generating sales tax revenues are being spent on housing.

In 2010 33.4 percent of households in Union City, over 6,600 households, earned very low or low incomes. That is, they earned less than 80 percent of the median countywide income. Further analysis of very low- and low-income households shows that about half were renters (52 percent).

Table 5-20 shows the Comprehensive Housing Affordability Strategy (SOCDS CHAS) special tabulation data from 2010 ACS data. The data reflects the percentage of households with a moderate housing cost burden (between 30 and 50 percent) and severe cost burden (greater than 50 percent) by income group and tenure for Union City and Alameda County as a whole. As shown in the table, 24.5 percent of all Union City households had a moderate housing cost burden in 2010, which was slightly higher than the countywide average of 22.9 percent.

As would be expected, housing cost burdens were more severe for households with lower incomes. Among lower-income households, 65.5 percent in Union City had a moderate housing cost burden in 2010 compared to 33.9 percent of non-lower-income households. The percentage of lower-income households with a moderate housing cost burden in Union City is nearly 2 percent lower (24.2 percent) than that for the countywide average (26.1 percent). An estimated 41.3 percent of low-income households had severe housing cost burdens. This is similar to the countywide proportion (43.8 percent).

While low-income households were split relatively evenly between renters and owners, non-low income households were largely weighted towards owners (11,230 owner households versus 1,965 renter households). In non-low-income households, the group with the highest proportion of overpayment was large family owners (42.3 percent), while renters had a very low rate of overpayment (10.7 percent overall). In non-low-income households, 29.6 percent of owners experienced a moderate cost burden and 10.9 percent of renters experienced a moderate cost burden.

Overall, housing cost burden was generally higher among owner households (32.9 percent of owner households compared to 30.2 percent of renter households). However, most owners with a cost burden had a moderate cost burden whereas most renters with a cost burden had a severe cost burden; 16.2 percent of renters had a moderate cost burden and 20.2 percent had a severe cost burden compared to 19.6 percent of owners with a moderate cost burden and 13.3 percent with a severe burden.

TABLE 5-20
HOUSING COST BURDEN BY INCOME CLASSIFICATION
 Union City and Alameda County
 2010

	Union City			Alameda County		
	Owners	Renters	Total	Owners	Renters	Total
Low-Income Households (Household Income <= 80% MFI)						
Number Low income w/ Cost Burden from 30%-50%	380	1,220	1,600	13,135	41,591	54,726
Percent Low income w/ Cost Burden from 30%-50%	12.0%	35.5%	24.2%	18.5%	29.9%	26.1%
Number Low income w/ Cost Burden > 50%	1,425	1,309	2,734	31,844	60,086	91,930
Percent Low income w/ Cost Burden > 50%	44.9%	38.1%	41.3%	44.9%	43.2%	43.8%
TOTAL Low Income Households with Cost Burden	1,805	2,529	4,334	44,979	101,677	146,656
TOTAL Low Income Households	3,175	3,440	6,615	70,925	139,077	210,002
Non-Low-Income Households (Household Income > 80% MFI)						
Number Non-Low income w/ Cost Burden from 30%-50%	3,325	215	3,540	55,986	10,478	66,464
Percent Non-Low income w/ Cost Burden from 30%-50%	29.6%	10.9%	26.8%	25.4%	10.7%	20.8%
Number Non-Low income w/ Cost Burden > 50%	929	0	929	18,378	566	18,944
Percent Non-Low Income w/ Cost Burden > 50%	8.3%	0.0%	7.0%	8.3%	0.6%	5.9%
TOTAL Non-Low-Income Households with Cost Burden	4,254	215	4,469	74,364	11,044	85,408
TOTAL Non-Low-Income Households	11,230	1,965	13,195	220,775	98,363	319,138
Total Households						
Number w/ Cost Burden from 30%-50%	3,705	1,435	4,855	69,121	52,069	121,190
Percent w/ Cost Burden from 30%-50%	25.7%	26.6%	24.5%	23.7%	21.9%	22.9%
Number w/ Cost Burden > 50%	2,354	1,309	3,663	50,222	60,652	110,874
Percent w/ Cost Burden > 50%	16.3%	24.2%	18.5%	17.2%	25.6%	21.0%
TOTAL Households with Cost Burden	6,059	2,744	8,518	119,343	119,343	232,064
TOTAL Households	14,405	5,405	19,810	291,700	237,399	529,099

Source: HUD SOCDs, Comprehensive Housing Affordability Strategy (CHAS) database, 2006-2010, from ABAG Pre-Approved Data Package.

Housing

Union City General Plan Element Update

Table 5-21 shows housing cost burden information for Union City in 2010 for special housing types by tenure, and income group.

Elderly households have lower rates of overpayment. Almost 9 percent of elderly renters had a moderate housing cost burden and about 8 percent had a severe housing cost burden; however, elderly renter households make up about 5 percent of all households (regardless of tenure or income level). The information in this table regarding elderly and large households is addressed in more detail in the Special Needs Housing section of this chapter.

**TABLE 5-21
HOUSING COST BURDEN FOR SPECIAL HOUSEHOLD TYPES BY HOUSEHOLD INCOME**

Union City
2010

	Renters			Owners		
	Elderly (1 & 2)	Small Related (2 to 4)	Large Related (5 or more)	Elderly (1 & 2)	Small Related (2 to 4)	Large Related (5 or more)
Low-Income Households (Household Income <= 80% MFI)						
Number of Low-Income Households w/ Cost Burden 30-50%	114	580	310	150	150	75
Percent of Low-Income Households w/ Cost Burden 30-50%	9.9%	18.0%	22.4%	5.4%	6.9%	7.2%
Number of Low-Income Households w/ Cost Burden > 50%	100	644	180	515	510	265
Percent of Low-Income Households w/ Cost Burden > 50%	8.7%	20.0%	13.0%	18.6%	23.6%	25.6%
Total Low-Income Households w/ Cost Burden > 30%	214	1,224	490	665	660	340
Percent of Low-Income Households w/ Cost Burden > 30%	18.6%	38.0%	35.4%	24.1%	30.6%	32.9%
Total Low-Income Households	1,149	3,219	1,385	2,765	2,160	1,035
Non-Low-Income Households (Household Income > 80% MFI)						
Number of Non-Low-Income Households w/ Cost Burden 30-50%	0	125	10	260	2,010	635
Percent of Non-Low-Income Households w/ Cost Burden 30-50%	0.0%	10.5%	4.9%	19.0%	28.4%	30.5%
Number of Non-Low-Income Households w/ Cost Burden > 50%	0	0	0	55	505	245
Percent of Non-Low-Income Households w/ Cost Burden > 50%	0.0%	0.0%	0.0%	4.0%	7.1%	11.8%
Total Non-Low-Income Households w/ Cost Burden > 30%	0	125	10	315	2,515	880
Percent of Non-Low-Income Households w/ Cost Burden > 30%	0.0%	10.5%	4.9%	23.1%	35.5%	42.3%
Total Non-Low-Income Households	130	1,190	205	1,365	7,075	2,080
Total Households						
Number of Total Households w/ Cost burden 30-50%	114	705	320	410	2,160	710
Percent of Total Households w/ Cost burden 30-50%	8.9%	16.0%	20.1%	9.9%	23.4%	22.8%
Number of Total Households w/ Cost burden > 50%	100	644	180	570	1,015	510
Percent of Total Households w/ Cost burden > 50%	7.8%	14.6%	11.3%	13.8%	11.0%	16.4%
TOTAL Households w/ Cost Burden > 30%	214	1,349	500	980	3,175	1,220
Percent of Total Households w/ Cost Burden > 30%	16.7%	30.6%	31.4%	23.7%	34.4%	39.2%
Total Households	1,279	4,409	1,590	4,130	9,235	3,115

Source: HUD SOCDs, Comprehensive Housing Affordability Strategy (CHAS) database, 2010.

Ability to Pay for Housing

The following section compares 2014 income levels and ability to pay for housing with actual housing costs. Each year the U.S. Department of Housing and Urban Development (HUD) reports the Area Median Income (AMI) for the Oakland-Fremont Metro Area. The State Department of Housing and Community Development (HCD) uses the AMI to set income levels (i.e., extremely low-, very low-, low, moderate-, and above moderate-income) that are used in affordable housing programs and projects. Since above moderate-income households do not generally have problems locating affordable units, affordable units are frequently defined as those reasonably priced for households that are moderate-income or below. The list below shows the definition of housing income limits as they are applied in California:

- **Extremely Low-Income Unit:** Affordable to households whose combined income is between the floor set at the minimum Supplemental Security Income (SSI) and 30 percent of the AMI.
- **Very Low-Income Unit:** Affordable to households whose combined income is between 31 and 50 percent of the AMI.
- **Low-Income Unit:** Affordable to households whose combined income is between 51 percent to 80 percent of the AMI.
- **Moderate-Income Unit:** Affordable to households whose combined income is between 81 percent to 120 percent of the AMI.
- **Above Moderate-Income Unit:** Affordable to household whose combined income is above 120 percent of the AMI.

According to HUD, the AMI for a four-person household in the Oakland-Fremont Metro Area was \$88,500 in 2014. For all income categories income limits are defined for various household sizes based on a four-person household. Income limits for larger or smaller households are calculated by HUD (See Table 5-22).

TABLE 5-22 HUD INCOME LIMITS BY PERSONS PER HOUSEHOLD Oakland-Fremont Metro Area 2014					
Income Categories	Persons per Household				
	1	2	3	4	5
Extremely Low-Income (30%*)	\$19,350	\$22,100	\$24,850	\$27,600	\$29,850
Very Low-Income (50%*)	\$32,200	\$36,800	\$41,400	\$46,000	\$49,700
Low-Income (80%*)	\$47,350	\$54,100	\$60,850	\$67,600	\$73,050
Median-Income (100%*)	\$61,950	\$70,800	\$79,650	\$88,500	\$95,580
Moderate-Income (120%*)	\$74,340	\$84,960	\$95,580	\$106,200	\$114,696

*Percentage of Fiscal Year 2014 Estimate of Median Family Income
Source: U.S. Department of Housing and Urban Development (HUD), 2014

HCD also publishes income limits for Alameda County. Table 5-23 summarizes 2014 HCD-defined household income limits for very low-, low-, and moderate-income households in Alameda County (including Union City) by the number of persons in the household. The table also includes the maximum affordable monthly rents and maximum affordable purchase prices for homes. Households earning the 2014 area median income for a family of four in Union City (\$93,500) could afford to spend up to \$2,338 per month on rent without overpaying. A three-person household would be classified as low-income if its annual income was less than \$42,100. This household could afford a \$1,053 maximum monthly rent.

For renters this is a straightforward calculation, but home ownership costs are less transparent. A household can typically qualify to purchase a home that is 2.5 to 3.0 times the annual income of that household, depending on the down payment, the level of other long-term obligations (such as a car loan), and interest rates. For a very low-income four-person household making \$46,750 per year, an estimated maximum purchase price would be \$188,835.

In practice the interaction of these factors allows some households to qualify for homes priced at more than three times their annual income, while other households may be limited to purchasing homes no more than two times their annual incomes. These factors - interest rates, insurance, and taxes - are held constant in the table below in order to determine maximum affordable rent and purchase price for households of each income category. It is important to note that this table is used for illustrative purposes only.

**TABLE 5-23
ABILITY TO PAY FOR HOUSING BASED ON HCD INCOME LIMITS**

Alameda County
2014

Extremely Low-Income Households at 30% of Median Family Income (MFI)						
Number of Persons	1	2	3	4	5	6
Income Level	\$19,650	\$22,450	\$25,250	\$28,050	\$30,300	\$32,550
Max. Monthly Gross Rent (1)	\$491	\$561	\$631	\$701	\$758	\$814
Max. Purchase Price (2)	\$79,371	\$90,681	\$101,991	\$113,301	\$122,389	\$131,478
Very Low-Income Households at 50% of MFI						
Number of Persons	1	2	3	4	5	6
Income Level	\$32,750	\$37,400	\$42,100	\$46,750	\$50,500	\$54,250
Max. Monthly Gross Rent (1)	\$819	\$935	\$1,053	\$1,169	\$1,263	\$1,356
Max. Purchase Price (2)	\$132,286	\$151,068	\$170,053	\$188,835	\$203,982	\$219,130
Low-Income Households at 70% of MFI For Sale and 60% of MFI for Rental						
Number of Persons	1	2	3	4	5	6
Income Level for Sale (70% MFI)	\$45,800	\$52,350	\$58,900	\$65,450	\$70,700	\$75,900
Income Level for Rental (60% MFI)	\$39,250	\$44,900	\$50,500	\$56,100	\$60,600	\$65,100
Max. Monthly Gross Rent (1)	\$981	\$1,123	\$1,263	\$1,403	\$1,515	\$1,628
Max. Purchase Price (2)	\$184,998	\$211,455	\$237,912	\$264,369	\$285,575	\$306,580
Median-Income Households at 100% of MFI						
Number of Persons	1	2	3	4	5	6
Income Level	\$65,450	\$74,800	\$84,150	\$93,500	\$101,000	\$108,450
Max. Monthly Gross Rent (1)	\$1,636	\$1,870	\$2,104	\$2,338	\$2,525	\$2,711
Max. Purchase Price (2)	\$264,369	\$302,136	\$339,903	\$377,671	\$407,965	\$438,057
Moderate-Income Households at 120% of MFI						
Number of Persons	1	2	3	4	5	6
Income Level	\$78,550	\$89,750	\$101,000	\$112,200	\$121,200	\$130,150
Max. Monthly Gross Rent (1)	\$2,291	\$2,618	\$2,946	\$3,273	\$3,535	\$3,796
Max. Purchase Price (2)	\$370,164	\$422,944	\$475,959	\$528,739	\$571,151	\$613,327

¹ Assumes that 30 percent of income (35 percent for moderate income) is available for either: monthly rent, including utilities; or mortgage payment, taxes, mortgage insurance, and homeowners insurance.

² Assumes 96.5 percent loan at 4.5 percent annual interest rate and 30-year term; assumes taxes, mortgage insurance, and homeowners insurance account for 21 percent of total monthly payments.

³ 2014 HCD Area Median Income for Alameda County \$93,500

Source: California Department of Housing and Community Development, 2014,
<http://www.hcd.ca.gov/hpd/hrc/rep/state/inc2k13.pdf>; Mintier Harnish, 2014.

Table 5-24 shows HUD-defined fair market rent levels (FMR) for the Oakland-Fremont Metropolitan Statistical Area (MSA) for 2014. In general the FMR for an area is the amount needed to pay the gross rent (shelter rent plus utilities) of privately-owned, decent, safe, and sanitary rental housing of a modest (non-luxury) nature with suitable amenities. The rents are drawn from the distribution of rents of all units

that are occupied by recent movers. Adjustments are made to exclude public housing units, newly built units, and substandard units.

As stated above, a three-person household classified as low-income with an annual income of \$50,500 (60 percent of MFI) could afford to pay \$1,263 monthly gross rent (including utilities). The 2014 FMR for a two-bedroom unit in Alameda County is \$1,578. Therefore, a low-income three-person household at the middle of the income range could not afford to rent a two-bedroom unit at the FMR level. A moderate-income three-person household, making \$101,000 could afford to pay \$2,946 in rent without overpaying. This is enough to pay the FMR for a four-bedroom apartment.

TABLE 5-24 HUD FAIR MARKET RENT BY UNIT BEDROOM¹ Alameda County 2014	
Bedrooms in Unit	2014 FMR
Studio	\$1,035
1 Bedroom	\$1,255
2 Bedrooms	\$1,578
3 Bedrooms	\$2,204
4 Bedrooms	\$2,704

¹ 50th percentile of market rents for Fiscal Year 2014 for Oakland-Fremont MSA (Alameda and Contra Costa Counties) and "Exception Rents."

Source: U.S. Department of Housing and Urban Development (HUD), 2014.

Affordable Housing by Income/Occupation

Table 5-25 is an abbreviated list of occupations and annual incomes for Union City residents, such as City employees, retired individuals, and minimum wage earners. The table shows the amounts that households at these income levels can afford to pay for rent as well as the purchase prices that they can afford. Few of the households with a single wage earner shown would be able to afford a three-bedroom unit at the FMR level of \$2,204, shown in Table 5-24, except a computer engineer, police officer, or civil engineer.

Households with a single wage earner employed by the school district would have difficulty purchasing a home in Union City, where the median sales price in 2014 was \$470,000 (according to DataQuick). A firefighter could afford to purchase a home for an estimated \$344,553. Generally, households are composed of more than one wage earner, which changes the affordability ranges. However, even households with two wage earners would have difficulty finding a home in their price range in the city. A household with a firefighter and a librarian, for example, with a combined income of \$158,000 could afford to purchase a home for \$639,701. Households with limited or fixed incomes are of particular interest when examining overall affordability of a city. The FMR rent for a studio unit (\$1,035) is more than six times the amount (\$161) that a single person on Supplemental Security Income (SSI) could afford to pay. Two workers earning minimum wage could afford a monthly rate of \$936, which is lower than the Fair Market Rent for a studio.

TABLE 5-25
AFFORDABLE RENTS AND HOUSING PRICES BY INCOME AND OCCUPATION
 Oakland-Fremont-Hayward Metropolitan Division
 2014

Category	Hourly Mean Wage	Average Income ⁴	Affordable Rent ¹	Affordable House Price ²
General Occupations³				
Computer Engineer	\$57.66	\$119,933	\$2,998	\$484,440
Civil Engineer	\$49.00	\$101,920	\$2,548	\$411,681
Police Officer	\$45.76	\$95,181	\$2,830	\$384,461
Fire Fighter	\$41.01	\$85,301	\$2,133	\$344,553
Librarian	\$35.13	\$73,070	\$1,827	\$295,149
Paralegal	\$29.81	\$62,005	\$1,550	\$250,454
Construction Worker	\$23.39	\$48,651	\$1,216	\$196,514
Childcare Worker	\$11.35	\$23,608	\$590	\$95,359
Two Wage Earners				
Civil Engineer and Paralegal	\$87.47	\$181,938	\$4,548	\$734,894
Firefighter and Librarian	\$76.14	\$158,371	\$3,959	\$639,701
Minimum Wage Earners				
Single Wage Earner	\$9.00	\$18,720	\$468	\$75,615
Two Wage Earners	\$18.00	\$37,440	\$936	\$151,230
SSI (Aged or Disabled)				
One person household with SSI only	--	\$6,421	\$161	\$19,981
Couple with SSI only	--	\$12,842	\$321	\$39,962

¹ Assumes one person household, unless otherwise stated. Assumes 30 percent of income devoted to monthly rent, including utilities.

² Assumes one person household, unless otherwise stated. Assumes 30 percent of income devoted to mortgage payment and taxes, 96.5 percent loan at 4.5 percent interest rate, 30-year term.

³ Hourly mean wage information from California Employment Development Department, 2013.

⁴ Annual income is calculated by multiplying the hourly mean wage by 40 hours per week for 52 weeks a year.

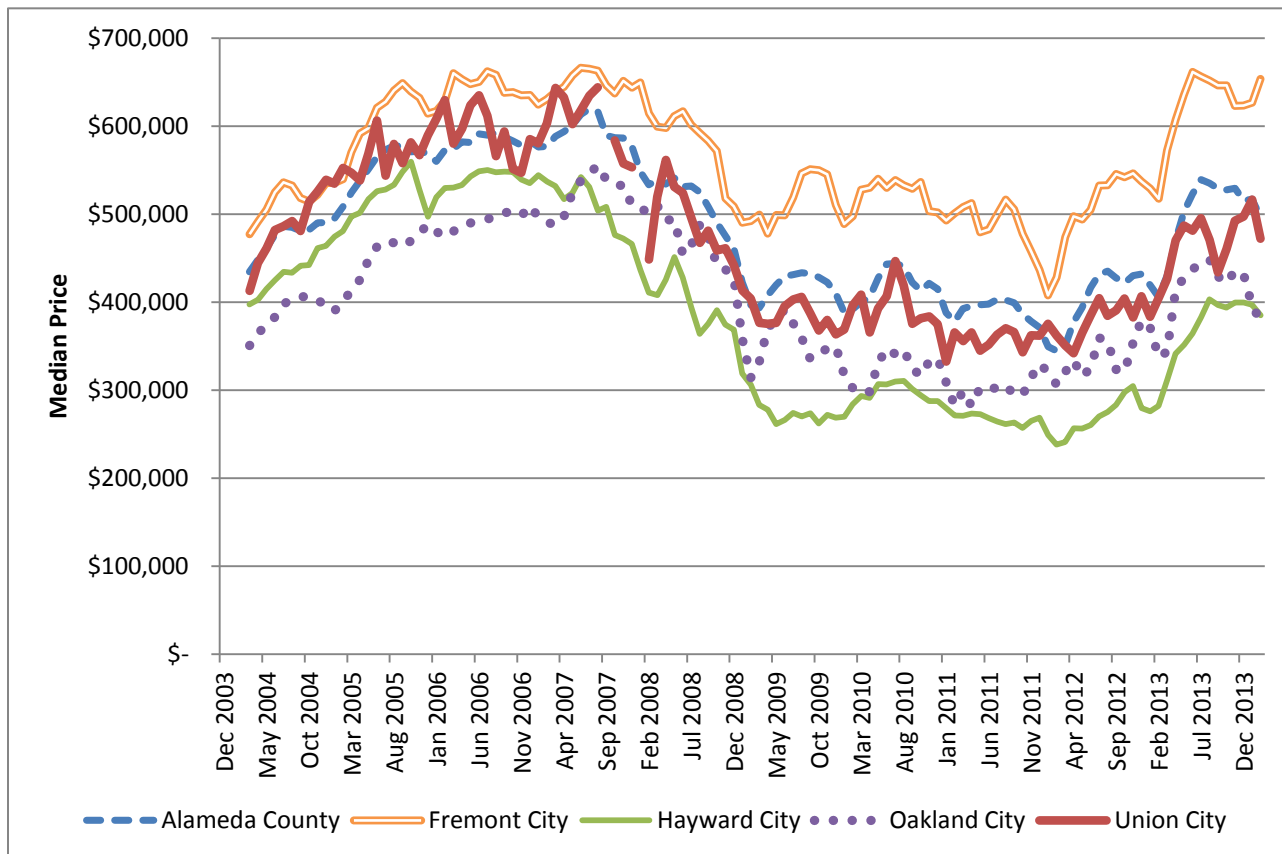
Source: U.S. Department of Housing and Urban Development (HUD), 2014; California Employment Development Department, 2014, Official Social Security Website, 2014.

Home Sale Prices

Between 1998 and 2008 there was a significant boom and bust in local housing markets. Overall this was a trend experienced throughout California and the nation due to the high volume of houses purchased in the early and mid-2000s with sub-prime mortgages. The boom contributed to the “housing bubble” of inflated sales rates and prices. From January 2002 to January 2006 the median home price in Union City increased 87 percent, from \$356,000 to \$664,000, and then fell back to \$415,000 by July 2008. This trend also occurred in the surrounding cities of Fremont, Hayward, and Newark (Figure 5-3). During this time Union City experienced a higher appreciation in prices than Alameda County as a whole, but by November 2008 median home prices were very similar; \$380,000 in Union City and \$370,000 in

Alameda County. Housing prices started to increase again in January 2011. The median sales price in 2014 was \$470,000 in Union City, compared to \$590,000 countywide (according to DataQuick).

FIGURE 5-3
MEDIAN HOME PRICE
Fremont, Hayward, Newark, and Alameda County
January 2004-February 2014



Source: zillow.com, 2014

Average Monthly Rents

Table 5-26 shows average rents over time. According to a report from Real Facts, average rents have increased between 2005 and 2013. Based on this survey of average monthly rents, average rental prices for all unit sizes would be affordable to a median-income household. However, a low-income household could afford to pay \$1,403 and so would not be able to afford even the average rent for a studio apartment.

**TABLE 5-26
AVERAGE RENT LEVELS**

Union City
2006-2013

	2005	2006	2007	2008	2009	2010	2011	2012	2013	Fair Market Rent 2014
Average	\$1,128	\$1,200	\$1,307	\$1,349	\$1,238	\$1,318	\$1,420	\$1,563	\$1,711	--
Studio	\$913	\$992	\$1,055	\$1,118	\$1,052	\$1,035	\$1,157	\$1,425	\$1,560	\$1,035
1 bedroom, 1 bath	\$999	\$1,088	\$1,197	\$1,229	\$1,119	\$1,173	\$1,281	\$1,432	\$1,578	\$1,255
2 bedroom, 1 bath	\$1,197	\$1,252	\$1,353	\$1,413	\$1,275	\$1,277	\$1,392	\$1,490	\$1,663	\$1,578
2 bedroom, 2 bath	\$1,327	\$1,403	\$1,528	\$1,578	\$1,445	\$1,611	\$1,707	\$1,876	\$2,010	\$1,578
3 bedroom, 2 bath	\$1,653	\$1,761	\$1,792	\$1,814	\$1,759	\$2,138	\$2,145	\$2,147	\$2,222	\$2,204

Note: -- indicates no data.

Source: For average rent levels realfacts.com, 2014; Fair Market Rent from HUD.

Special Housing Needs

Within the general population there are several groups of people who have special housing needs. These needs can make it difficult for members of these groups to locate suitable housing. The following subsections discuss these special housing needs of six groups identified in State Housing Element Law (Government Code, Section 65583(a)(7): elderly, persons with disabilities (including developmental disabilities), large households, farmworkers, families with single-headed households, and families and persons in need of emergency shelter. This section also describes the needs of extremely low-income households. Where possible, estimates of the population or number of households in Union City and Alameda County belonging to each group are shown.

Homeless Persons

Most families become homeless because they are unable to afford housing in a particular community. Nationwide about half of those experiencing homelessness over the course of a year are single adults. Most enter and exit the system fairly quickly. The remainder lives in the homeless assistance system, or in a combination of shelters, hospitals, the streets, jails, and prisons. There are also single homeless people who are not adults, including runaway and “throwaway” youth (children whose parents will not allow them to live at home).

Not all homeless people are the same, but many fall under several categories: the mentally ill, alcohol and drug users, vagrants, elderly, runaways and abandoned youths, single women with children who might be fleeing domestic violence, individuals and families who have recently lost jobs, as well as the working poor – those with jobs but whose income is too small to afford housing. Although each category has different specific needs, the most urgent need is for emergency shelter and case management (i.e., help with accessing needed services). Emergency shelters have minimal supportive services for homeless persons, and is limited to occupancy of six months or less. No individual or household may be denied emergency shelter because of an inability to pay.

For many, supportive housing, transitional housing, long-term rental assistance, and/or greater availability of low-income rental units are also needed. Supportive housing has no limit on length of stay and is linked to onsite or offsite services that assist residents in retaining housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

Transitional housing is usually in buildings configured as rental housing developments, but operated with State programs that require the unit to be cycled to other eligible program recipients after some pre-determined amount of time. Transitional housing programs provide extended shelter and supportive services for homeless individuals and/or families with the goal of helping them live independently and transition into permanent housing. Some programs require that the individual/family be transitioning from a short-term emergency shelter. The length of stay varies considerably by program, but is generally longer than two weeks and can last up to 60 days or more. In many cases transitional housing programs will provide services up to two years or more. The supportive services may be provided directly by the organization managing the housing or by other public or private agencies in a coordinated effort with the housing provider. Transitional housing is generally provided in apartment style facilities with a higher degree of privacy than short-term homeless shelters; may be provided at no cost to the resident; and may be configured for specialized groups within the homeless population such as people with substance abuse problems, the mentally ill, domestic violence victims, veterans, or people with HIV/AIDS.

It is very difficult to quantify the homeless population in a given community. However, there are numerous agencies that work with Union City homeless persons on a daily basis. Both Abode Services and Alameda County Housing and Community Development provide information on the homeless population.

Abode Services

Using information collected in April 2014 from 4,280 homeless persons served at local facilities from Fremont, Newark, and Union City, Abode Services reports that approximately 48 percent of adults are female and 52 percent are male; 1,241 are children; 27 percent are White; 30 percent are Black/African American; 22 percent are Latino/Hispanic; 4 percent are Asian; 4 percent are Pacific Islander; 5 percent are multi-racial; and 6 percent are Native American. Furthermore, 29 percent of adults were homeless for the first time, 25 percent were chronically homeless, 8 percent were veterans, 29 percent were survivors of domestic violence, and 64 percent had a long-term disability.

Alameda County Housing and Community Development

Beginning in 2003 Alameda County Housing and Community Development has been conducting a biennial point-in-time homeless count; however, this method requires a relatively large survey sample to be statistically relevant, and only a few cities within the county have sufficient samples sizes to support this type of count. The 2013 Homeless Count reflected a total of 4,264 individuals identified as homeless on the night of January 30, 2013. The County has also implemented a countywide Homeless Management Information Systems Report (HMIS) system (i.e., electronic database and reporting system), and to date (2012), more than 40,000 unduplicated clients have been entered from 35 agencies in Alameda County. The HMIS report reflects a count of 5,844 individuals who were categorized as “literally homeless” on January 30, 2013. The HMIS data on last known permanent address is used to assign percentages to cities. The count of homeless in Union City as determined to be 70, or 1.2 percent of the total homeless population in Alameda County.

Countywide demographic data from the HMIS system can be used to provide a clearer picture of who is homeless, what their needs may be, and how local government can best serve them. The HMIS system data has limitations (e.g., does not count homeless in institutions), but gives one of the most accurate pictures available of the homeless population in Alameda County. According to the HMIS system, in 2013:

- 3 percent were between the ages of 18 and 24 and 10 percent were older than 61
- 60 percent were male
- 33 percent were Hispanic/Latino; 36 percent were Black or African American
- 20 percent were employed
- 52 percent of adults and 36 percent of children reported having a disability
- 7 percent reported being veterans
- 52 percent were high school graduates
- 20 percent had gone through post secondary education
- 48 percent reported that it was their first time being homeless

The following is a list of agencies operating support services, emergency shelters, and transitional and supportive housing in Union City and the surrounding area:

- Centro de Servicios, Union City: Centro de Servicios has assisted more than 800 families and individuals every month since its inception in 1974. This nonprofit corporation is a major service provider for the homeless population. The center provides basic necessities, such as food, clothing, and blankets as well as referrals, counseling, job listings, and workshops to its clients. The organization's major source of funding is Union City's CDBG Program. Staff estimates that they assist at least 20-50 homeless or at-risk clients per week from Union City. Most (80 percent) of these clients are Latino. Many live in substandard housing, in their cars, or at local parks and campgrounds. Staff makes referrals to nearby shelters, especially Sunrise Village in Fremont and Second Chance in Newark.
- Second Chance, Newark: Second Chance is a counseling and recovery agency that operates five outpatient centers and a short-term emergency shelter. This emergency shelter has 30 beds for single men and women and for families. Supportive services are provided on-site. During 2013 approximately 3,000 people were served.
- Abode Services (formerly known as Tri-City Homeless Coalition), Fremont: Abode Services works to provide housing and services to homeless people in the community as they work to help people remain stably housed and live as independently as possible. In 2013 they served more than 4,000 adults and children across their programs in Alameda and Santa Clara Counties, offering three main types of services: emergency shelter and street outreach services, supportive housing for formerly homeless families and individuals, and supportive services, such as mental health services and employment support. They provide extensive services to Tri-City residents, including permanent supportive housing, emergency shelter and services at Sunrise Village Emergency Shelter in Fremont, and social and health services through the HOPE Project Mobile Health Clinic. Their programs serve a wide variety of people, including families with children, at risk youth exiting foster care, veterans and their families, and people who are chronically homeless. Since 2010 they have created homes for almost 3,000 households experiencing homelessness.
- SAVE (Safe Alternatives to Violent Environments): SAVE is a non-profit community-based organization founded in 1976 to address domestic violence. They provide supportive services, advocacy and education, and emergency housing. In 2012 SAVE provided shelter to 243 women and children through programs including an emergency shelter, 12-18 month transitional housing, subsidized housing programs, and motel vouchers.
- Family Emergency Shelter Coalition (FESCO), Hayward: FESCO operates an emergency shelter, the Marquis House, with 24 beds; a transitional co-housing facility, the Banyan House, with eight family units; and four transitional rental units. The Marquis House serves about 120 adults and over 200 children per year.
- Emergency Shelter Program, Hayward: The Emergency Shelter Program operates a 32-bed shelter for women and children and a child care center. The shelter serves approximately 220-260 women and children each year, and provides referrals for over 5,000 women and children per year.

- Human Outreach Agency, Hayward: Human Outreach Agency provides supportive services and housing for single men. The Flagg Street House is a 20-bed supportive housing program that provides shelter for up to 90 days.

Many of the service providers listed above report that they have zero vacancy rates and are forced to turn homeless adults and families away on a weekly basis. Union City is working in a collaborative effort with service providers and the County of Alameda to mitigate this problem through its ongoing funding of Abode Services, Centro de Servicios, Tri-City Volunteers, and Safe Alternatives to Violent Environments (SAVE), as well as its participation in the EveryOne Home program.

Farmworkers

There is no estimate of the number of agricultural workers living in Union City. The 2012 ACS estimate for farmworkers combines Union City residents who are employees in agriculture with those who work in forestry, fisheries, hunting, and mining (these figures do not include seasonal workers). As of 2012 30 Union City residents, or 0.1 percent of employed residents, worked in these sectors. The U.S. Census of Agriculture (2012) reported 804 hired farm labor workers in Alameda County. Of these 355 laborers worked 150 days or more and 449 worked less than 150 days. It is likely that many of the Union City residents working in agriculture are employed by landscaping nurseries, landscaping services, and gardens in the East Bay Area. Given that there are no significant agricultural operations in Union City, farmworker housing is not a significant housing need in the city.

Persons with Disabilities

Persons with disabilities typically have special housing needs because of their physical and/or developmental capabilities, fixed or limited incomes, and higher health costs associated with their disabilities. A disability is defined broadly by the Census Bureau as a physical, mental, or emotional condition that lasts over a long period of time and makes it difficult to live independently. While there is limited data available on the housing needs of persons with disabilities in Union City, data on the number of persons with disabilities and the types of these disabilities from the 2012 ACS one-year estimates are useful in inferring housing needs. The Census Bureau defines six disabilities: hearing, vision, cognitive, ambulatory, self-care, and independent living. Independent living does not apply to the 5-17 age group.

Table 5-27 shows information from the 2012 ACS on the disability status and types of disabilities by age group for persons five years and older in Union City, Alameda County, and California. As shown in the table, 10 percent of the total population in Union City five years and older had one or more disabilities in 2012, slightly higher than the 9.7 percent in Alameda County, and lower than the 10.9 percent in California. In terms of the three age groups shown in the table, 3.1 percent of Union City's population 5 to 17 years of age, 6.8 percent of the population 18 to 64 years of age, and 35.2 percent of seniors (65 years of age and older) had one or more disabilities in 2012. These percentages are slightly lower the statewide averages for all age groups.

Table 5-27 also provides information on the exact nature of these disabilities. The total disabilities number shown for all age groups in Union City (14,666) exceeds the number of persons with disabilities (6,541) because a person can have more than one disability. Among school age children the most frequent disability was cognitive (81.8 percent). For persons age 18 to 64 years, the most frequent disabilities were independent living (51.1 percent) and ambulatory (50.9 percent), followed closely by cognitive (46.3 percent). Finally, for seniors ambulatory and independent living disabilities were the most frequent (59.5 percent and 58.2 percent, respectively).

**TABLE 5-27
DISABILITY STATUS & TYPES OF DISABILITIES BY AGE GROUP, PERSONS FIVE
YEARS & OLDER**

Union City, Alameda County, and California
2012

	Union City		Alameda County		California	
	Number	Percent	Number	Percent	Number	Percent
Total Persons Age 5-17 Years	12,054	100.0%	244,263	100.0%	6,686,804	100.0%
Total 5-17 with a Disability	374	3.1%	8,166	3.3%	264,088	3.9%
Total Disabilities Tallied	630	100.0%	11,647	100.0%	372,797	100.0%
Hearing	69	0.6%	1,093	0.4%	36,587	0.5%
Vision	57	0.5%	802	0.3%	49,466	0.7%
Cognitive	306	2.5%	6,535	2.7%	185,815	2.8%
Ambulatory	24	0.2%	1,256	0.5%	38,905	0.6%
Self Care	174	1.4%	1,961	0.8%	62,024	0.9%
Total Persons Age 18-64 Years	44,789	100.0%	1,020,332	100.0%	23,798,381	100.0%
Total 18-64 with a Disability	3,057	6.8%	68,303	6.7%	1,891,395	7.9%
Total Disabilities Tallied	6,503	100.0%	126,974	100.0%	3,536,565	100.0%
Hearing	448	1.0%	13,514	1.3%	363,508	1.5%
Vision	618	1.4%	11,821	1.2%	343,928	1.4%
Cognitive	1,415	3.2%	31,240	3.1%	807,868	3.4%
Ambulatory	1,555	3.5%	31,654	3.1%	924,653	3.9%
Self Care	904	2.0%	13,272	1.3%	378,111	1.6%
Independent Living	1,563	3.5%	25,473	2.5%	718,497	3.0%
Total Persons 65+ Years	8,840	100.0%	178,585	100.0%	4,502,405	100.0%
Total 65+ with a Disability	3,110	35.20%	63,688	35.7%	1,647,862	36.6%
Total Disabilities Tallied	7,533	100.0%	145,368	100.0%	3,374,994	100.0%
Hearing	1,128	12.80%	22,333	12.5%	659,512	14.6%
Vision	703	8.00%	11,566	6.5%	300,771	6.7%
Cognitive	1,084	12.30%	16,521	9.3%	483,415	10.7%
Ambulatory	1,852	21.00%	41,836	23.4%	1,074,690	23.9%
Self Care	956	10.80%	18,760	10.5%	476,199	10.6%
Independent Living	1,810	20.50%	34,352	19.2%	830,407	18.4%
Total Persons 5+ Years	65,683	100.0%	1,443,180	100.0%	34,987,590	100.0%
Total Persons with a Disability	6,541	9.9%	140,157	9.7%	3,803,345	10.8%
Total Disabilities Tallied	14,666	100.0%	283,989	100.0%	7,734,356	100.0%
Hearing	1,645	2.5%	36,940	2.5%	1,059,607	3.0%
Vision	1,378	2.1%	24,189	1.6%	694,165	1.9%
Cognitive	2,805	4.2%	54,296	3.7%	1,477,098	4.2%
Ambulatory	3,431	5.2%	74,746	5.1%	2,038,248	5.8%
Self Care	2,034	3.1%	33,993	2.3%	916,334	2.6%
Independent Living	3,373	5.1%	59,825	4.1%	1,548,904	4.4%

Source: 2012 American Community Survey.

Developmental Disabilities

SB 812, which took effect January 2011, amended State housing element law to require an evaluation of the special housing needs of persons with developmental disabilities. A "developmental disability" is defined as a disability that originates before an individual becomes 18 years old, continues or can be expected to continue indefinitely, and constitutes a substantial disability for that individual. This includes intellectual disabilities, cerebral palsy, epilepsy, and autism.

Table 5-28 shows developmental disabilities by type. According to the California Department of Developmental Services, as of November 2013, there were a total of 572 residents with developmental disabilities served by the Regional Center of the East Bay in Union City. Of the total 23.8 are under the age of 14, 15.9 percent are between the ages of 15 and 22, 49.3 percent are between the ages of 23 and 54, 8 percent are between 55 and 64, and 3.0 percent are older than 65 years. Most developmentally-disabled residents in Union City have an intellectual disability (67.7 percent) and many are autistic (26.7 percent).

Many developmentally disabled residents of Union City receiving services lived in a group home facility (217 residents or 37.9 percent), but most lived in their own home (337 or 58.9 percent). Many developmentally disabled persons are able to live and work independently. However, more severely disabled individuals require a group living environment with supervision, or an institutional environment with medical attention and physical therapy. Because developmental disabilities exist before adulthood, the first housing issue for the developmentally disabled is the transition from living with a parent/guardian as a child to an appropriate level of independence as an adult.

Table 5-28 only shows residents served by the Regional Center of the East Bay. It is possible the count is much higher. The Housing Consortium of the East Bay (HCEB) estimates 1,200 individuals with developmental disabilities in Union City. This includes 302 individuals younger than the age of 14, 184 between the ages of 15 and 22, 576 ages 23 to 54, 104 ages 55 to 65, and 34 above the age of 65. According to HCEB, there will be 402 more housing units needed for residents with developmental disabilities in Union City by 2023.

TABLE 5-28 DEVELOPMENTAL DISABILITY BY TYPE City of Union City 2013		
Disability Type	Number¹	Percent
Autism	153	26.7%
Epilepsy	116	20.3%
Cerebral Palsy	106	18.5%
Intellectual Disability	387	67.7%
Other Diagnosis	99	17.3%
Total*	572	100%

¹ Served through the Regional Center of the East Bay. Numbers do not add up to the total because some clients have more than one disability.

Source: California Department of Developmental Service, December 12, 2013.

Housing Needs for Persons with Disabilities

Persons with disabilities in Union City have different housing needs depending on the nature and severity of the disability. Physically disabled persons generally require modifications to their housing units, such as wheelchair ramps, elevators or lifts, wide doorways, accessible cabinetry, and modified fixtures and appliances. If a disability prevents a person from operating a vehicle, then proximity to services and access to public transportation are particularly important. If a disability prevents an individual from working or limits income, then the cost of housing and the costs of modifications are likely to be even more challenging. Those with severe physical or mental disabilities may also require supportive housing, nursing facilities, or care facilities. In addition, many disabled people rely solely on Social Security Income, which is insufficient for market rate housing.

Living arrangements for disabled persons depend on the severity of the disability. Many persons live independently with other family members. To maintain independent living, disabled persons may need special housing design features, income support, and in-home supportive services for persons with medical conditions. Special design and other considerations for persons with disabilities include single-level units, availability of services, group living opportunities, and proximity to transit. While regulations adopted by the State require all ground floor units of new apartment complexes with five or more units to be accessible to persons with disabilities, single family units have no accessibility requirements.

Severely mentally-ill persons are especially in need of assistance. Mentally-disabled individuals are those with psychiatric disabilities that impair their ability to function in the community to varying degrees. The National Institute for Mental Health (2010) estimates that in 2009, 45.9 million adults age 18 and older, (20 percent) suffered from mental illness. If accurate for Union City, nearly 14,325 residents have some form of mental disability that requires special housing accommodations, medical treatment, and/or supportive services.

Community Resources for Independent Living (CRIL), a Hayward-based, nonprofit organization, serves people with physical, mental, and developmental disabilities throughout Southern Alameda County. The program director for CRIL reports that in 2013/2014 the organization assisted approximately 14 disabled people from Union City in their search for housing out of a total of 42 consumers. The number of disabled served by CRIL has gone up, as has the number of consumers seeking assistance in their search for housing. CRIL staff cites accessibility and affordability as the primary obstacles to finding adequate housing for their clients, many of whom rely on SSI as their sole source of income. Due to the high cost of land, many multi-story developments are being built, which can provide accessibility constraints for physically disabled people. In addition, a number of landlords have stopped taking Section 8 vouchers because they will profit more by providing market-rate housing. The program director for CRIL notes that many disabled people who were in housing are now in danger of losing their housing.

Many of the affordable housing projects in Union City have accommodations for persons with physical disabilities. Dyer Complex and Nidas Court, the two public housing projects operated by PACH Inc., offer units to both senior and disabled persons. Adrienne Village Apartments offers four wheelchair accessible units and Mission Gateway, Greenhaven, Mission Sierra, Rosewood Terrace, and Wisteria Place each offer accessible units.

Reasonable Accommodation

State and Federal laws prohibit housing discrimination against the disabled in land use practices and decisions, such as applying special requirements that limit the ability of disabled individuals to live in the residence of their choice. Both the Federal Fair Housing Act and the California Fair Employment and Housing Act direct local governments to make reasonable accommodations (i.e., modifications or exceptions) in their zoning laws and other land use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. For example, it may be reasonable to accommodate requests from persons with disabilities to waive a setback requirement or other standard of the Zoning Ordinance to ensure that homes are accessible for the mobility impaired. Whether a particular modification is reasonable depends on the circumstances.

The City recently (2014) amended its Zoning Ordinance to include a reasonable accommodation procedure for an individual seeking equal access to housing. Chapter 18.115 of the code outlines this process.

Definition of Family

There are a number of State and Federal rules that govern the definition of family, including the Federal Fair Housing Amendments Act of 1988, the California Fair Housing and Employment Act, the California Supreme Court case *City of Santa Barbara v. Adamson* (1980), and the California Constitution privacy clauses. The laws for families have a few primary purposes: to protect people with disabilities, to protect non-traditional families, and to protect privacy. According to HCD and Mental Housing Advocacy Services there are three major points to consider when writing a definition of family:

- Jurisdictions may not distinguish between related and unrelated individuals.
- The definition may not impose a numerical limit on the number of persons in a family.
- Land use restrictions for licensed group homes for six or fewer individuals must be the same as those for single families.

The City defines a “family” as “one or more persons occupying a dwelling and living as a single not-for-profit housekeeping unit as distinguished from a group occupying a hotel, club, boardinghouse, fraternity, or sorority house.” This definition is not considered restrictive.

Senior Households

Seniors are defined as persons 65 years and older and senior households are those households headed by a person 65 years and older. Seniors have special housing needs based on factors such as age, health, self-care capacity, economic status, family arrangement, and homeownership. Particular needs for the elderly include smaller and more efficient housing, barrier-free and accessible housing, and a wide variety of housing with health care and/or personal services. Various programs can help meet the needs of seniors, including, but not limited to, congregate care, supportive services, rental subsidies, shared housing, and housing rehabilitation assistance. For elderly with disabilities, housing with features that accommodate disabilities can help ensure continued independent living. Elderly with mobility/self-care limitation also benefit from transportation alternatives. Senior housing with these accommodations can allow more independent living.

Table 5-29 shows information on the number of seniors, the number of senior households, and senior households by tenure in Union City, Alameda County, and California in 2010. There were 7,710 people

in Union City 65 years or older in 2010. Seniors represented 11.1 percent of the population in Union City in 2010 compared to 11.1 percent countywide and 11.4 percent statewide. In 2010 there were approximately 3,633 households in Union City headed by a householder age 65 or older. Senior households represented 17.7 percent of all households in Union City, compared to 18.4 percent in Alameda County and 20.4 percent in California. Senior households have a high homeownership rate. In Union City 72.0 percent of senior households owned their homes in 2010, compared to 66.5 percent of all households. Approximately 1,016 (28.0 percent) of senior-headed households were renters.

As shown in Table 5-29, in 2010 there were 3,110 individuals age 65 or older with disabilities (35.2 percent), of which 956 (10.8 percent) had self-care limitations and 1,810 (20.5 percent) had disabilities that interfered with independent living.

TABLE 5-29
SENIOR POPULATIONS AND HOUSEHOLDS
Union City, Alameda County, and California
2010

	Union City		Alameda County		California	
	Number	Percent	Number	Percent	Number	Percent
Population						
Total Population	69,516	-	1,510,271	-	37,253,956	-
Number of Persons 65 years and older	7,710	11.1%	167,746	11.1%	4,246,514	11.4%
Total Households						
Owner	13,580	66.5%	291,242	53.4%	7,035,371	55.9%
Renter	6,853	33.5%	253,896	46.6%	5,542,127	44.1%
Total	20,433	100.0%	545,138	100.0%	12,577,498	100.0%
Senior-Headed Households						
Owner	2,617	72.0%	69,899	69.5%	1,871,250	72.9%
Renter	1,016	28.0%	30,641	30.5%	694,699	27.1%
Total	3,633	100.0%	100,540	100.0%	2,565,949	100.0%
Percentage						
Seniors as Percent of all Households	-	17.7%	-	18.4%	-	20.4%
Percent of Owner Households Headed by a Senior	-	19.3%	-	24.0%	-	26.6%
Percent of Renter Households Headed by a Senior	-	14.8%	-	12.1%	-	12.5%

Source: 2010 U.S. Census.

Table 5-30 shows overpayment for seniors compared to all households by tenure in 2010. Union City had a higher percentage of senior homeowners overpaying for housing (35.4 percent) than countywide (32.7 percent) and California (33.3 percent). However, the percentage of senior renters who are overpaying is significantly less in Union City (39.3 percent) compared to countywide (54.6 percent) and California (58.6 percent). This may be due to the fact that the great majority of seniors in Union City are homeowners and that rental housing is less common in the city as a whole.

TABLE 5-30
HOUSING COST BURDEN BY AGE AND TENURE
 Union City, Alameda County, and California
 2012

	Union City			Alameda County			California		
	Total	Cost Burden Greater Than 30%		Total	Cost Burden Greater Than 30%		Total	Cost Burden Greater Than 30%	
		Households	Percent		Households	Percent		Households	Percent
Owner Households									
All Householders	14,400	5,790	40.2%	293,275	119,950	40.9%	7,055,640	2,867,965	40.6%
Householder > 65 years	2,770	980	35.4%	72,470	23,700	32.7%	1,936,275	644,680	33.3%
Renter Households									
All Householders	5,405	2,739	50.7%	243,715	115,670	47.5%	5,377,530	2,739,965	51.0%
Householder > 65 years	710	279	39.3%	32,980	18,010	54.6%	711,270	416,930	58.6%

Source: 2006-2010 CHAS Data.

Union City also has three affordable, privately-owned senior rental projects with a total of 209 affordable units. More information on these properties can be found in Table 5-41 which displays subsidized and restricted affordable housing projects. Wisteria Place and Rosewood Terrace each have a waitlist of over 400 people and are not accepting new applications. Some market-rate senior housing developments, including the Acacia Creek Retirement Community, have vacancies

PACH Inc. owns and operates two public housing projects for seniors and disabled people in Union City: Dyer Complex (50 one-bedroom units); and Nidus Court (50 one-bedroom units), both affordable to 30 percent of median income or flat rate. These complexes provide a total of 98 units for seniors.

As indicated above, the number of affordable housing units for seniors includes 209 privately-owned subsidized housing units, and 98 units of public housing, for a total of 307 units. There are currently (April 2014) thousands of applications on the Section 8 and public housing waiting lists. The waiting list is currently (April 2014) closed, but Alameda County Housing Authority hopes to open their waitlist in the last quarter of 2014. This indicates that there is a severe shortage of housing available for low-income seniors in Union City.

Large Households

HUD defines a large household as one with five or more members. Large families may have specific needs that differ from other households due to income and housing stock constraints. The most critical housing need of large households is access to larger housing units with more bedrooms than a standard three-bedroom dwelling. As a result large households may be overcrowded in smaller units. In general, housing for large households should provide safe outdoor play areas for children and should be located to provide convenient access to schools and child care facilities.

Table 5-31 shows the number and share of large households in Union City, Alameda County, and California in 2012. According to 2012 ACS, 2,689 owner-households, or 20.2 percent of the total owner-households in Union City, had five or more members; this proportion is even higher for renters (24.6 percent). The number of large owner households (2,689) was higher than the number of large renter households (1,681).

The share of large households out of total households in Union City (21.7 percent) was significantly higher than the proportion of large households in Alameda County (11.0 percent), and higher than the proportion in California as a whole (14.3 percent of total households). As discussed previously and shown in Table 5-13, 33.4 percent of the renter-occupied units in Union City in 2012 had three or more bedrooms. The figure is much larger than 22.5 percent in Alameda County and 26.9 percent in California. However, the statistics presented earlier in the chapter on overcrowding show that 14.6 percent of rental units in Union City are overcrowded compared to 8.5 percent in Alameda County (see Table 5-15). This suggests that there may be a need for large rental units in Union City.

TABLE 5-31 LARGE HOUSEHOLDS Union City, Alameda County, and California 2012						
	Union City		Alameda County		California	
	Households	Percent	Households	Percent	Households	Percent
Owner-Occupied						
Less than 5 Persons	10,604	79.8%	254,506	88.9%	5,861,278	86.4%
5+ Persons	2,689	20.2%	31,699	11.1%	920,539	13.6%
Total	13,293		286,205		6,781,817	
Persons per Household	3.54	-	2.91	-	3.00	-
Renter-Occupied						
Less than 5 Persons	5,163	75.4%	233,468	89.1%	4,899,887	84.9%
5+ Persons	1,681	24.6%	28,601	10.9%	870,954	15.1%
Total	6,844	100.0%	262,069	100.0%	5,770,841	100.0%
Persons per Household	3.50	-	2.62	-	2.93	-
All Households						
Less than 5 Persons	15,767	78.3%	487,974	89.0%	10,761,165	85.7%
5+ Persons	4,370	21.7%	60,300	11.0%	1,791,493	14.3%
Total	20,137	100.0%	548,274	100.0%	12,552,658	100.0%
Persons per Household	3.53	-	2.77	-	2.97	-

Source: 2012 American Community Survey.

Families with Single-Headed Households

According to the U.S. Census Bureau, a single-headed household contains a household head and at least one dependent, which could include a related or unrelated child, or an elderly parent. Female-headed households have special housing needs because they are often either single-parents or single-elderly adults living on low- or poverty-level incomes. Single-parent households with children often require special consideration and assistance as a result of their greater need for affordable housing, accessible day care, health care, and a variety of other supportive services. Single-parent households also tend to receive unequal treatment in the rental housing market. Moreover, because of their relatively lower household incomes, single-parent households are more likely to experience difficulties in finding affordable, decent, and safe housing.

Table 5-32 shows the number of single-parent headed households in Union City, Alameda County, and California in 2012. As shown in the table, there were 863 female-headed households in Union City, representing 4.3 percent of all households; and 451 male-headed households, representing 2.2 percent of all households in Union City. A total of 1,314 (6.5 percent) households in Union City were single-headed. This percentage is less than the percentage countywide (8.6 percent) and in California (10.0 percent).

TABLE 5-32
SINGLE-PARENT HOUSEHOLDS
Union City, Alameda County, and California
2012

	Union City		Alameda County		California	
	Households	Percent	Households	Percent	Households	Percent
Total Households	20,137	100.0%	548,274	100.0%	12,552,658	100.0%
Single Female Households with Children	863	4.3%	33,923	6.2%	909,065	7.2%
Single Male Households with Children	451	2.2%	13,307	2.4%	349,757	2.8%
Total Single-Headed Households With Children	1,314	6.5%	47,230	8.6%	1,258,822	10.0%

Source: 2012 American Community Survey.

Extremely Low-Income Households

Extremely low-income households are defined as those households with incomes under 30 percent of the County's median income. Extremely low-income households typically consist of minimum wage workers, seniors on fixed incomes, the disabled, and farmworkers. This income group is likely to live in overcrowded and substandard housing conditions. This group of households has specific housing needs that require greater government subsidies and assistance, housing with supportive services, single room occupancy (SRO) and or shared housing, and/or rental subsidies or vouchers. In recent years rising rents, higher income and credit standards imposed by landlords, and insufficient government assistance has exacerbated the problem. Without adequate assistance this group has a high risk of homelessness.

For a family of four in Union City, a household making under \$28,050 in 2014 would be considered an extremely low-income household by HCD. As shown in Table 5-33, Union City had a lower percentage (10.1 percent) of extremely low-income households than countywide (14.8 percent) and statewide (14.1 percent) in 2010. Union City had a lower proportion of extremely low-income owners (4.5 percent) than countywide (6.1 percent) and statewide (6.8 percent), as well as a lower proportion of extremely low-income renters (24.8 percent) than countywide (25.5 percent); however, this is higher than the statewide average of extremely low-income renters (23.9 percent). Table 5-33 also shows that in 2010, a total of 1,335 extremely low-income households had a cost burden greater than 50 percent, which was lower (66.9 percent) than countywide (68.5 percent) and similar to the statewide average (66.8 percent). Based on Union City's 2014-2022 Regional Housing Needs Allocation (RHNA), there is a projected need for 158 extremely low-income housing units (which assumes 50 percent of the very low-income allocation).

TABLE 5-33
HOUSING COST BURDEN OF EXTREMELY LOW-INCOME HOUSEHOLDS
 Union City, Alameda County, and California
 2010

	Union City			Alameda County			California		
	Owners	Renters	Total	Owners	Renters	Total	Owners	Renters	Total
Total Households	14,400	5,405	19,805	293,275	238,750	532,025	7,112,050	5,280,800	12,392,850
Number of Extremely Low-Income Households	655	1,340	1,995	18,015	60,905	78,920	482,570	1,260,320	1,742,890
Percent of Total Households that are Extremely Low-Income	4.5%	24.8%	10.1%	6.1%	25.5%	14.8%	6.8%	23.9%	14.1%
Number of Extremely Low-Income Households w/ Cost Burden > 30%	505	1,025	1,525	13,435	48,465	61,895	357,025	1,027,880	1,384,905
Percent w/ Cost Burden > 30%	77.1%	76.5%	76.4%	74.6%	79.6%	78.4%	74.0%	81.6%	79.5%
Number of Extremely Low-Income Households w/ Cost Burden > 50%	470	870	1,335	10,660	41,740	52,395	293,485	870,555	1,164,040
Percent w/ Cost Burden > 50%	71.8%	64.9%	66.9%	59.2%	68.5%	66.4%	60.8%	69.1%	66.8%

Source: HUD SOCDS, Comprehensive Housing Affordability Strategy (CHAS) Database, 2010.

SECTION 5.3 FUTURE NEEDS ASSESSMENT

HCD is required to allocate each region's share of the statewide housing need to Councils of Governments (COG) based on Department of Finance (DOF) population projections and regional population forecasts used in preparing regional transportation plans. The COG develops a Regional Housing Need Plan (RHNP) allocating the region's share of the statewide need to cities and counties within the region. The RHNP promotes the following objectives:

- Increase the housing supply and the mix of housing types, tenure, and affordability in all cities and counties within the region in an equitable manner;
- Promote infill development and socioeconomic equity;
- Protect environmental and agricultural resources; and encourage efficient development patterns; and
- Promote an improved intraregional balance between jobs and housing.

Housing element law recognizes the most critical decisions regarding housing development occur at the local level within the context of the periodically updated general plan.

Regional Housing Needs Allocation (RHNA)

This section describes projected future housing needs for Union City based on the 2014-2022 Regional Housing Needs Allocation (RHNA) adopted by the Association of Bay Area Governments (ABAG) on July 18, 2013. ABAG allocates a "fair share" by income category based on projected housing need for each jurisdiction. Each jurisdiction is required to report to HCD on how the fair share allocation can be accommodated within the planning period. The allocations are intended to be used by jurisdictions when updating their housing elements as the basis for assuring that adequate sites and zoning are available to accommodate at least the number of units allocated. In addition to the 2014-2022 RHNA, Union City must account for unaccommodated need from the previous RHNA period (2007-2014). See Appendix B for a calculation of unaccommodated need from the 2007-2014 RHNA.

Table 5-34 shows the current and projected housing needs for the period from January 1, 2014, to October 31, 2022, for Union City. As shown in Table 5-34, ABAG allocated 1,106 new housing units to Union City. The allocation is equivalent to a yearly need of approximately 126 housing units for the 8.8-year time period. Adding the unaccommodated need of 84 lower-income units from the 2007-2014 RHNA, the city has a total need of 1,190 units and a yearly need of approximately 135 units. Of the total 1,190 housing units, 773 units are to be affordable to moderate-income households and below, including 158 extremely low-income units, 159 very low-income units, 264 low-income units, and 192 moderate-income units.

**TABLE 5-34
2014-2022 RHNA AND UNACCOMMODATED NEED FROM 2007-2014 RHNA**

**Union City
2014-2022**

	Extremely Low- Income Units¹	Very Low- Income Units	Low- Income Units	Moderate- Income Units	Above Moderate- Income Units	TOTAL UNITS
2014-2022 RHNA	158	159	180	192	417	1,106
Unaccommodated Need from 2007- 2014 RHNA	0	0	84	0	0	84
Total RHNA	158	159	264	192	417	1,190

¹ Extremely low-income allocation is equal to 50 percent of very low-income allocation (317 units).

Source: Association of Bay Area Council of Governments (ABAG), 2014-2022 Regional Housing Needs Allocation (RHNA) (July 18, 2013).

SECTION 5.4 RESOURCE INVENTORY

Section 5.4 assesses the availability of land and services to meet the unaccommodated RHNA described in Section 5.3. This section discusses Union City's planned projects, capacity on vacant/underutilized sites under existing zoning, and capacity on sites that could potentially be rezoned to higher densities.

Projects Planned Since January 1, 2014

Since the RHNA projection period runs from January 1, 2014, to October 31, 2022, Union City's RHNA can be reduced by the number of new units planned, built, or approved since January 1, 2014. As shown in Table 5-35, there are two developments planned as of January 1, 2014: Block 3 of the Station District and Pulte Homes Cabello project.

Union City's Station District is a transit-oriented community that encompasses approximately 100 acres around the Union City BART Station. The Intermodal Station provides direct and easy access to BART, local and regional bus service (Union City Transit, AC Transit and Dumbarton Express), and future connections to passenger rail services that will link to Sacramento, San Jose, Silicon Valley, and the San Joaquin Valley. Phase 1 of the project, which includes 155 apartment units for very low-, and extremely low-income families and two manager units, is now built and occupied. Block 3 (Phase 2) of the Station District is planned for 242 market-rate apartment units. The proposed project is currently being reviewed by the City, but it is anticipated that the project will be approved early in the planning period. Based on a

projected rent schedule for the project, 215 of the units will be affordable to moderate-income households and 27 will be affordable to above moderate-income households.

The Pulte Homes Cabello Project includes 45 homes at 4500 Cabello Street on an eight acre property that once housed Cabello Elementary School, which has been closed since 2007. The New Haven Unified School District sold the property in 2013 to Pulte Homes in an effort to generate funds to offset district budget cuts. The proposed homes would range in size from 2,900 to 3,341 square feet on 5,000 square foot or larger lots. The proposed project is currently being reviewed by the City, but it is anticipated that the project will be approved early in the planning period. All 45 units are inventoried as above moderate-income units.

**TABLE 5-35
PLANNED PROJECTS**

Union City
January 1, 2014

Project	General Plan Land Use Designation	Date Approved	Total Units Approved	Total BP Issued	Total Units By Income			
					Very Low	Low	Mod.	Above Mod.
Planned								
Block 3 of the Station District	CSMU	Pending Approval	242	0	0	0	215	27
4500 Cabello	CF	Pending Approval	45	0	0	0	0	45
TOTAL ALL INCOME LEVELS			287	0	0	0	215	72

Source: Union City Economic and Community Development Department, 2014.

Sites Inventory

An adequate supply of land for residential construction is one of the most critical resources necessary to meet future housing demand. State law governing the preparation of housing elements emphasizes the importance of an adequate land supply by requiring that each housing element contain “an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites” (Government Code Section 65583(a)(3)).

The residential land inventory is required “to identify sites that can be developed for housing within the planning period and that are sufficient to provide for the jurisdiction’s share of the regional housing need for all income levels” (Government Code Section 65583.2(a)). The phrase “land suitable for residential development” in Government Code Section 65583(a) (3) includes all of the following:

- Vacant sites zoned for residential use;
- Vacant sites zoned for nonresidential use that allows residential development; and
- Underutilized sites that have zoning that allows residential development and are capable of being developed at a higher density.

In order to calculate the number of units that will accommodate its share of the regional housing need for lower-income households, a jurisdiction is required to do either of the following (Government Code Section 65583.2I(3)):

- Provide an analysis demonstrating how the adopted densities accommodate this need. The analysis shall include, but is not limited to, factors such as market demand, financial feasibility, or information based on development project experience within a zone or zones that provide housing for lower-income households.
- Use the “default density standards” that are “deemed appropriate” in State law to accommodate housing for lower-income households given the type of the jurisdiction. Union City is classified as a “metropolitan jurisdiction” and the density standard is defined as “sites allowing at least 30 units per acre.” HCD is required to accept sites that meet this density standard as appropriate for accommodating Union City’s share of the regional housing need for lower-income households.

The extent to which the City has “adequate sites” for housing affordable to very low- or low-income households will depend, in part, on General Plan and zoning standards, particularly typical density, parking, building coverage, height, and setback standards.

Once the City has demonstrated that it has the theoretical development capacity to accommodate the RHNA, it has two obligations. First, the City must maintain a “no net loss” policy of its residential development capacity over the eight-year housing element time frame. Sites listed in the adopted Housing Element land inventory may not be down-zoned to lower-density residential uses, rezoned to non-residential uses, or approved for fewer units than the number included in the site inventory unless the City makes a finding that there is sufficient remaining capacity to meet the RHNA. If there is not sufficient capacity, the City must upzone/rezone alternative sites prior to the density reduction or rezone on the inventoried site. Second, the City must continue to allocate available funding resources to and facilitate the development of affordable housing, as it has done frequently in the past. The City is not obligated to ensure construction of low-income housing on any particular site within its city limits.

Methodology

The following criteria were used to identify vacant and underutilized sites:

- **Location:** Only parcels within city limits were included in the inventory.
- **Vacancy:** Vacant parcels were initially selected based on the County Assessor’s use codes in the parcel database. Vacancy status was verified through aerial photographs and field observation. Since the Assessor’s use codes are not completely accurate for all parcels, the vacant parcel list was supplemented with additional entries from City staff.
- **General Plan land use designations:** Only parcels with the following land use designations that allow for residential development were retained in the inventory (see also Table 5-36):
 - Residential (3 to 6 du/acre) (R 3-6)
 - Residential (6 to 10 du/acre) (R 6-10)
 - Residential (10 to 17 du/acre) (R 10-17)
 - Residential (17 to 30 du/acre) (R 17-30)

- Residential (30 to 60 du/acre) (R 30-60)
- Station Mixed-Use (CSMU) (60-165)
- Retail Commercial (CR)
- **Zoning districts:** Only parcels with the following zoning districts that allow for residential development were retained in the inventory (see also Table 5-36 and Table 5-47):
 - RS 10000 Single Family Residential District
 - RS 8000 Single Family Residential District
 - RS 7000 Single Family Residential District
 - RS 6000 Single Family Residential District
 - RS 6000(D) Single Family Residential District
 - RS 4500 Single Family Residential District
 - R 5000 Decoto Residential District
 - 511 Area District
 - RM 3500 Multifamily Residential District
 - RM 2500 Multifamily Residential District
 - RM 1500 Multifamily Residential District
 - CSMU Station Mixed Use Commercial District
 - CN Neighborhood Commercial District
 - CC Community Commercial District
 - CS Specially Commercial District
- **Size:** All vacant residential or mixed use-zoned parcels were inventoried; however, only parcels or clusters of parcels larger than 0.8 acres are identified in this Housing Element inventory, assuming that parcels smaller than this size would not be economically feasible for developing affordable housing. While this 0.8-acre minimum excludes some parcels that could potentially be developed for higher-density housing, it enabled the inventory to focus on the most developable parcels. When parcels had an appropriate land use designation or zoning that only covered a part of a parcel, only the parts of the parcel allowing for residential development were included in the inventory.
- **Density:** The General Plan land use designation density ranges are stated as the allowable range of dwelling units per gross acre.
- **Adequacy:** All parcels (or portions of parcels) that met the criteria above were reviewed by City staff to confirm vacancy status, ownership, adequacy of public utilities and services, possible environmental constraints (e.g., flood zones and steep slopes), and other possible constraints to development feasibility.
- **Buildout Capacity:** The City assumes that development will occur at 85 percent of maximum buildout capacity. The City evaluated the implementation of its current

multifamily development standards and on-site improvement requirements and determined that the imposition of setback, building height, and parking requirements, as well as site improvement requirements listed in Section 5.5 Potential Housing Constraints do not allow maximum densities to be achieved. The City does not have any performance standards for the mixed-use designation that dictate how much residential, commercial, or office can be included in the development. Mixed-use sites will have commercial uses only on the ground floor, and are therefore capable of meeting 85 percent of maximum density. This is further demonstrated by projects that have been approved and constructed at densities at or above 85 percent. The following is a list of project examples that meet this criteria:

- **Station Center Family Housing:** This mixed-use project has commercial on the ground floor with residential units above. The project has a total of 157 units, of which 155 are affordable units. It was approved in 2009 and is located in the Station District and has a CSMU General Plan and zoning designation. The project has a density of 73 units per acre. At the time the project was approved, the maximum density in the CSMU was 80 units per acre, so this development was 91 percent of the maximum density allowed.
- **Avalon Bay Communities:** This project, built in 2006, is also located in the Station District and has a CSMU General Plan and zoning designation. The project has a total of 438 units. It has a density of 76 units per acre. At the time the project was approved, the maximum density in the CSMU was 80 units per acre, so this development was 95 percent of the maximum density allowed.
- **Residential Capacity in the Station District:** The City assumed a different residential development capacity for the mixed-use site in the CSMU zoning district. The CSMU zoning district, which is the Station Mixed-Use General Plan (CSMU) designation, is a high-density (i.e., up to 165 units per acre) transit-oriented development area. Since the density allows for a broad range, the Housing Element uses a conservative assumption of 55 percent of maximum capacity in this district, or 88 units per acre.
- **Market Feasibility of Developing Underutilized Sites.** Union City is a nearly built out city. However, it is located in a region with significant demand for new residential development. Much of the recent and proposed residential developments in Union City have been on underutilized sites that have existing uses. The most significant example of new development on underutilized land is the Station Area, where hundreds of new housing units have been built, and hundreds more are planned, on more than 80 acres of previously contaminated underutilized land that once contained a steel plant and other industrial uses. The proposed project at 4500 Cabello, shown in Table 5-35 above, is also on an underutilized site. The project proposed to build 45 homes on a 7.85-acre parcel that is currently developed with an elementary school. With limited vacant land, much of the development that will occur in the future will be on underutilized sites.

Land Use Category and Affordability

Table 5-36 summarizes the land use designations and corresponding zoning districts that are used in the land inventory. Each land use designation corresponds with at least one zoning district, in some cases more than one. For example R17-30 and R30-60 land use designations could have the same zoning district, RM 1500.

For R3-6 and R6-10 designations, which correspond with R, RS, and 511 districts, one primary dwelling unit and one secondary dwelling unit are allowed on each site; units constructed in these districts are most likely affordable to only above moderate-income households. In regard to moderate-income households, the R10-17 land use designation is most likely to accommodate these households. The R10-17 land use designation is consistent with the RM2500 and RM3500 zoning districts which allow 2,500 and 3,500 square feet of site area per dwelling unit, respectively, and can accommodate a range of 10 to 17 units per acre.

The CR designation includes three zoning districts: Neighborhood Commercial District (CN), Community Commercial (CC), and Specialty Commercial (CS). Residential uses above ground floor commercial uses are a permitted use in the Old Alvarado and Mission Boulevard neighborhoods for CN, CC, and CS districts with densities of up to 30 units per acre. The R17-30, R30-60, and CSMU designations and their corresponding zoning districts, have density ranges (i.e., between 17 to 30 du/acre for the R17-30 designation, 30 to 60 du/acre for the R30-60 designation, and 60 to 165 du/acre for the CSMU designation) that accommodate lower-income households. In addition, lower-income housing can be provided by housing types, such as manufactured or modular homes or secondary dwelling units, which are allowed under single family land use designations and zoning districts.

TABLE 5-36
RESIDENTIAL LAND USE CATEGORIES AND ESTIMATED AFFORDABILITY
LEVEL
Union City
2014

General Plan Land Use Designation		Zoning Districts		Assumed Affordability Level
R 3-6	Residential (3 to 6 du/acre)	RS 6000	Single Family Residential	Above Moderate-Income
		RS 6000D	Single Family Residential, DIPSA	
		511	511Area District	
R 6-10	Residential (6 to 10 du/acre)	RS 4500	Single Family Residential	
		R 5000	Decoto Residential	
		511	511Area District	
R 10-17	Residential (10 to 17 du/acre)	RM 3500	Multifamily Residential	Moderate-Income
		RM 2500	Multifamily Residential	
R 17-30	Residential (17 to 30 du/acre)	RM 1500	Multifamily Residential	Extremely Low-, Very Low-, and Low-Income
CR	Retail Commercial (up to 30 du/acre)	CC	Community Commercial	
		CS	Specialty Commercial In the Old Alvarado and Mission Boulevard neighborhoods	
R 30-60	Residential (30 to 60 du/acre)	RM 1500	Multifamily Residential	
CSMU	Station Mixed Use-Commercial (60 to 165 du/acre)	CSMU	Station Mixed-Use Commercial District	

Source: Union City General Plan and Zoning Ordinance; and Mintier Harnish, 2014.

Capacity on Vacant and Underutilized Sites Under Existing Zoning

Union City is nearly built out and has a limited supply of land. In order to accommodate the City's RHNA, the City will need to rezone several sites. Table 5-37 shows the location, size, number of parcels, and the estimated number of potential housing units that may be accommodated on vacant and underutilized sites under existing zoning.

Table 5-37 shows that there is a total of 30.9 acres of land that could accommodate an estimated 562 units, including 427 lower-income units and 135 above moderate-income units. There are seven vacant and underutilized sites that, under existing zoning, provide residential capacity in Union City:

- Sites that begin with the letters "LI" are inventoried for "lower-income" units. There are four "LI" sites (LI-1, LI-2, LI-3, and LI-4) included in this section.
- Sites that begin with the letters "AM" are inventoried for "above moderate-income" units. There is one "AM" site (AM-1) included in this section.
- Sites that begin with the letters "PR" are "potential rezone" sites. There are two "PR" sites (PR-2 (portion) and PR-4) included in this section. These sites are included in Table 5-37 because they are currently zoned for residential uses. The expected units on these sites are based on existing zoning.

While these sites provide enough capacity in the above-moderate income category to meet the City's total RHNA, they leave an unmet need of 154 lower-income units (i.e., low-, very low- and extremely low-income) and 210 above moderate-income units. In order to meet this need, the sites inventory includes four potential rezone sites, summarized in Table 5-38. The potential rezone sites are sites that the City will consider rezoning to higher densities to accommodate the RHNA. The locations of vacant/underutilized sites and potential rezone sites are shown in Figure 5-4.

Site LI-1: Station District Block 2

Station District Block 2 is the site with the most residential potential. The site was included in the 2010 Housing Element and remains vacant. The 3.5-acre site is located within Union City's Intermodal Station district, which is an ABAG Priority Development Area (PDA), and will be eligible for capital infrastructure funds, planning grants, and technical assistance, which will help remove impediments to the development of the site. The site has a CSMU General Plan and zoning designation, which allows up to 165 units per acre. For purposes of reducing reliance on this site in the inventory, the City is assuming 55 percent of the maximum allowed density, or 88 units per acre. This results in 318 expected units, all of which are inventoried as lower-income units based on the allowed density.

The Intermodal Station District and Transit Facility Plan, adopted in February 2002, sets land use regulations for the land within the Station District, including Block 2. Windflower Properties, LLC has Disposition and Development Agreement with Union City for developing Block 2 which includes performance benchmarks. Site LI-1 is included in Table 5-37 and shown in Figure 5-5.

Site LI-2: Union City Boulevard South

The Union City Boulevard South is a three-parcel site totaling 2.1 acres. This site was included in the 2010 Housing Element and remains vacant. It is located in the Old Alvarado neighborhood. The site is designated CR and zoned CS, which allows up to 30 units per acre in a mixed-use development. City staff has received preliminary development plans over the last several months for this site that propose an

attached townhome product type. This product type is yielding a lower unit count than the assumed 85 percent used in some of the other development estimates. Although none of these projects have moved forward, a lower unit count of 40 is assumed for this site, all of which were inventoried as lower-income. Site LI-2 is included in Table 5-37 and shown in Figure 5-6.

Site LI-3: Silver Dollar

Silver Dollar is a 0.5-acre parcel that is mostly vacant. There are two single family homes and the vacant Silver Dollar Bar on the parcel. The site is designated CR and zoned CS, which allows up to 30 units per acre in a mixed-use development. Assuming 85 percent of the maximum allowed density, this site can accommodate 13 units, all of which were inventoried as lower-income. Site LI-3 is included in Table 5-37 and shown in Figure 5-7. The existing bar has been vacant for approximately seven years and the building is dilapidated. City staff has received several inquiries within the last few months regarding potential redevelopment of the site to accommodate a mixed-use residential project.

Site LI-4: Mission Boulevard

Mission Boulevard is made up of seven vacant parcels totaling 2.2 acres between Mission Boulevard and 2nd Street. This site was included in the 2010 Housing Element and remains vacant. It is designated CR and zoned CC, which allows up to 30 units per acre in a mixed-use development. Assuming 85 percent of the maximum allowed density, this site can accommodate 56 units, all of which were inventoried as lower-income. Site LI-4 is included in Table 5-37 and shown in Figure 5-8.

Site AM-1: Turk Island

Turk Island is a 6.2-acre parcel site that was included in the 2010 Housing Element. This vacant site is overlain by six feet of landfill material that must be removed prior to development. Additional site constraints include high voltage wires running on the western part of the site; however, in discussions with interested developers, the high voltage wires were never brought up as an issue. The site is designated R3-6 and Zoned 511, which allows up to six units per acre. Assuming 85 percent of the maximum allowed density, this site can accommodate 31 units, all of which were inventoried as above moderate-income. Site AM-1 is included in Table 5-37 and shown in Figure 5-9.

Site PR-2 (portion): Whipple Road

Whipple Road (portion) is a single parcel that is part of the larger six-parcel PR-2 Potential Rezone Site. The parcel included in the vacant/underutilized sites inventory is the largest of the six and is the only residentially-zoned parcel within the PR-2 Potential Rezone Site. The City does not have any applications in process for this property and it is unclear if the owners are interested in redevelopment. However this site was listed in the 2002 and 2010 Housing Elements. The existing zoning of R6-10 allows up to 10 units per acre. Assuming 85 percent of the maximum allowed density, this site can accommodate 25 units, all of which were inventoried as above moderate-income. Site PR-2 (portion) is included in Table 5-37 and Figure 5-11. Since the PR-2 (portion) is part of the larger PR-2 potential rezone site, it is also included in Table 3-38, and the capacity for higher-density residential if rezoned is described on page 5-82.

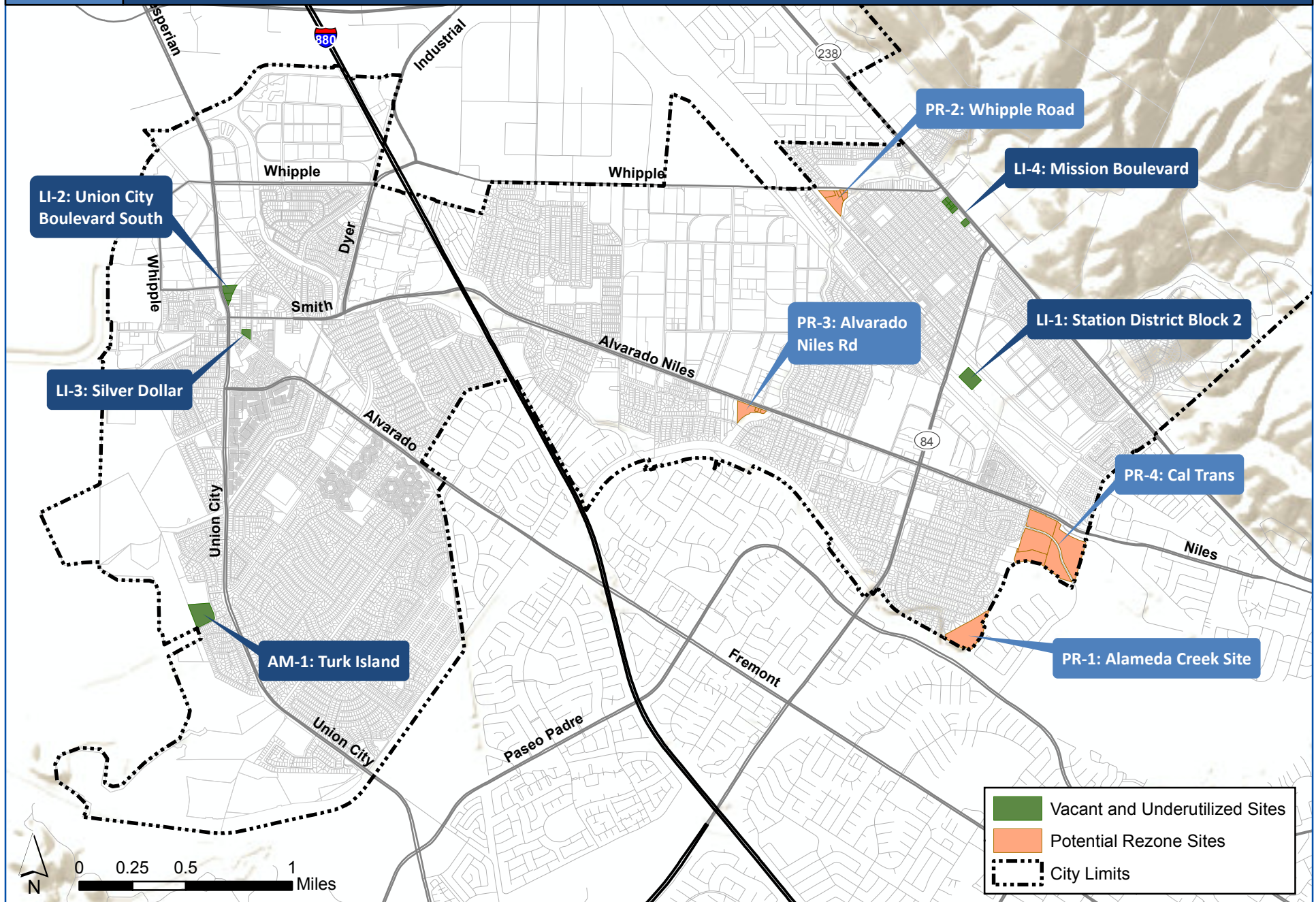
Site PR-4: Cal Trans

The Cal Trans site is a collection of five parcels totaling 37.5 acres located south of Alvarado Niles Road on the southern edge of the city limits. This site is vacant and has few development constraints. The site is owned by Cal Trans and a portion of the site is planned for the East-West Connector Project, which will provide improved access between I-880 and Mission Boulevard. Cal Trans will not need all of the site for the connector, and the Housing Element only identifies the capacity on remnant properties that will be left over once the connector is completed.

All five parcels on this site have some acreage designated for residential development. In Table 3-37 the acreage available for residential development is shown in the column with total acres in parenthesis. Only 13.9 of the 37.5 total acres are currently zoned for residential development, all of which is R3-6. The remainder is either OS or PI. Assuming 85 percent of the maximum allowed density of six units per acre, this site can accommodate 79 units under existing zoning, all of which were inventoried as above moderate-income. Site PR-4 is included in Table 5-37 and shown in Figure 5-13. It is also included as a potential rezone site in Table 5-38, and the capacity for higher-density development if rezoned, is described in more detail on page 5-83.

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Figure 5-4: Vacant/Underutilized Sites and Potential Rezone Sites



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**TABLE 5-37
VACANT AND UNDERUTILIZED SITES
Union City
2014**

APN		Site Name	General Plan	Zoning	Maximum Density	Parcels	Acres	Maximum Allowed Units ¹	Expected Units ²
LOWER-INCOME SITES									
LI-1	87-340-2	Station District Block 2	CSMU	CSMU	165 u/a	1	3.5	578	318
LI-2	483-10-26-5	Union City Boulevard South	CR	CS	30 u/a	3	0.7	21	40 ²
	483-10-26-9						0.1	3	
	483-10-26-7						1.3	39	
		SITE LI-2 SUBTOTAL					2.1	63	
LI-3	483-10-39	Silver Dollar	CR	CS	30 u/a	1	0.5	15	13
LI-4	486-3-29	Mission Boulevard	CR	CC	30 u/a	7	0.3	9	8
	486-3-30						0.2	6	5
	486-3-28						0.3	9	8
	486-3-35						0.2	6	5
	486-3-34-3						0.2	6	5
	486-3-34-4						0.4	12	10
	486-6-30						0.6	18	15
		SITE LI-3 SUBTOTAL					2.2	66	56
SUBTOTAL LOWER-INCOME UNITS							7.8	707	427

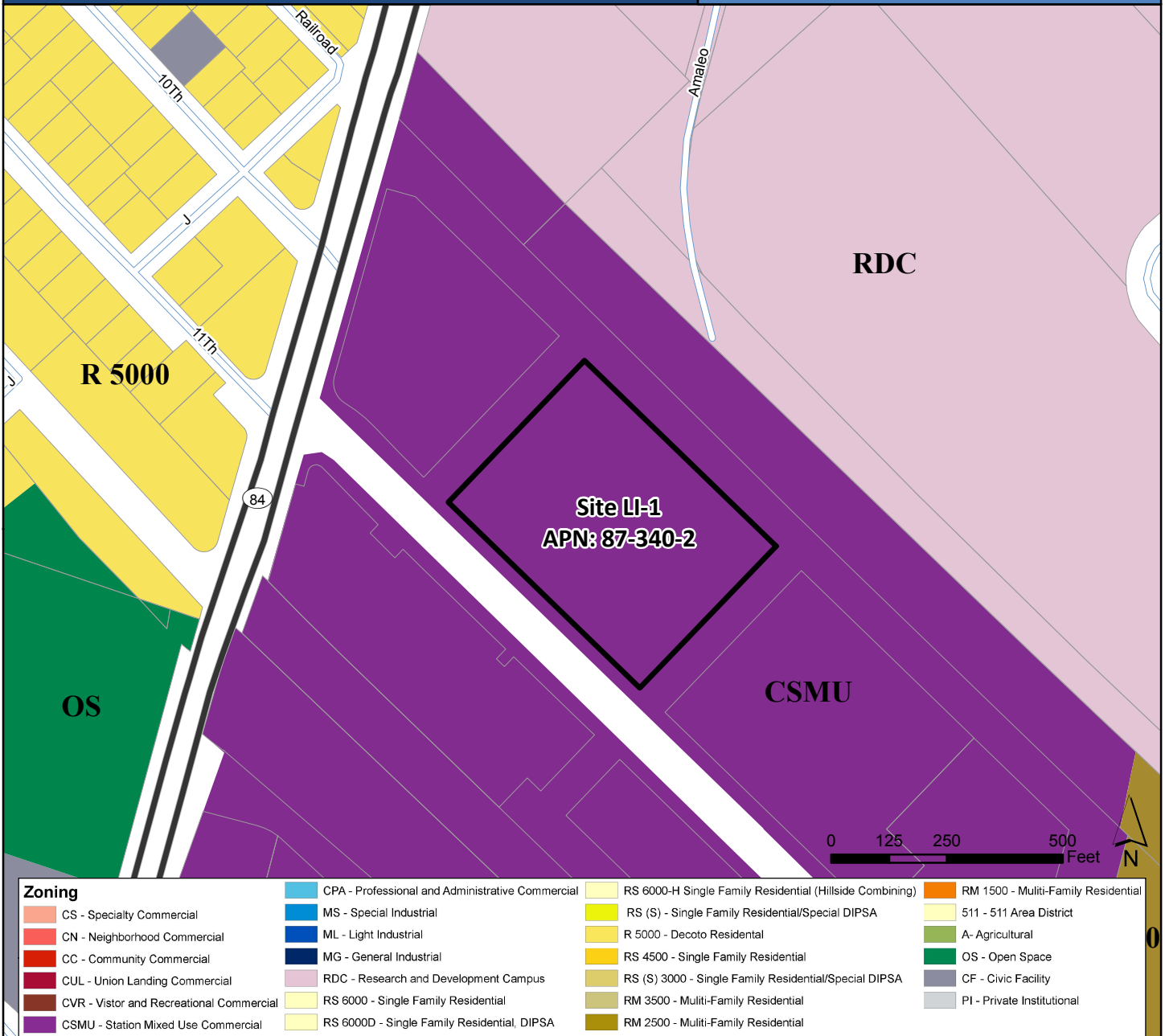
**TABLE 5-37
VACANT AND UNDERUTILIZED SITES
Union City
2014**

APN		Site Name	General Plan	Zoning	Maximum Density	Parcels	Acres	Maximum Allowed Units ¹	Expected Units ²
ABOVE MODERATE-INCOME SITES									
AM-1	482-53-4	Turk Island	R3-6	511	6	1	6.2	37	31
PR-2 (portion)	486-18-70	900 Whipple Road	R6-10	R5000	10	1	2.96	30	25
PR-4	87-11-17-7	Cal Trans	R3-6; OS	RS6000; OS		5	2.2 (8.2)	13	12
	87-11-16-3		R3-6; OS	RS6000; OS			1.3 (4.8)	8	8
	87-11-15-15		R3-6	RS6000			5.6 (6.8)	33	31
	87-11-17-6		3-6; OS	RS6000; OS			2 (6.6)	12	11
	87-11-15-14.		R3-6; PI	R3-6; PI			2.8 (11.1)	17	16
		SITE PR-4 SUBTOTAL						13.9 (37.5)	83
SUBTOTAL ABOVE MODERATE-INCOME UNITS							23.1	150	135
TOTAL ALL SITES							30.9	857	562

¹Represents the maximum number of units allowed for the specified land use designation.

²Expected units are calculated as 85 percent of the maximum density for all designations and zones except CSMU and site LI-2. This accounts for a realistic unit capacity based on requirements for infrastructure improvements and densities achieved in past projects. Expected units in the CSMU designation/zone are calculated as 55 percent of the maximum allowed density of 165 units per acre to reduce reliance on this site to meet the RHNA. LI-2 expected density is based on preliminary development plans for the area.

Source: Union City Economic and Community Development Department; Mintier Harnish, 2014.

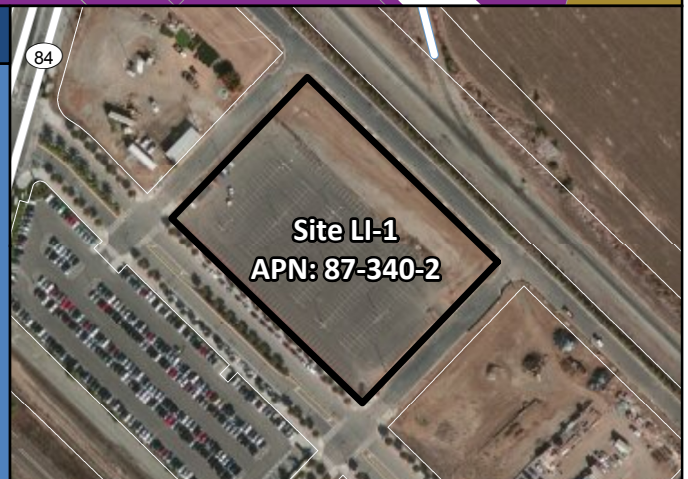


Site LI-1: Station District Block 2 Expected Units: 318

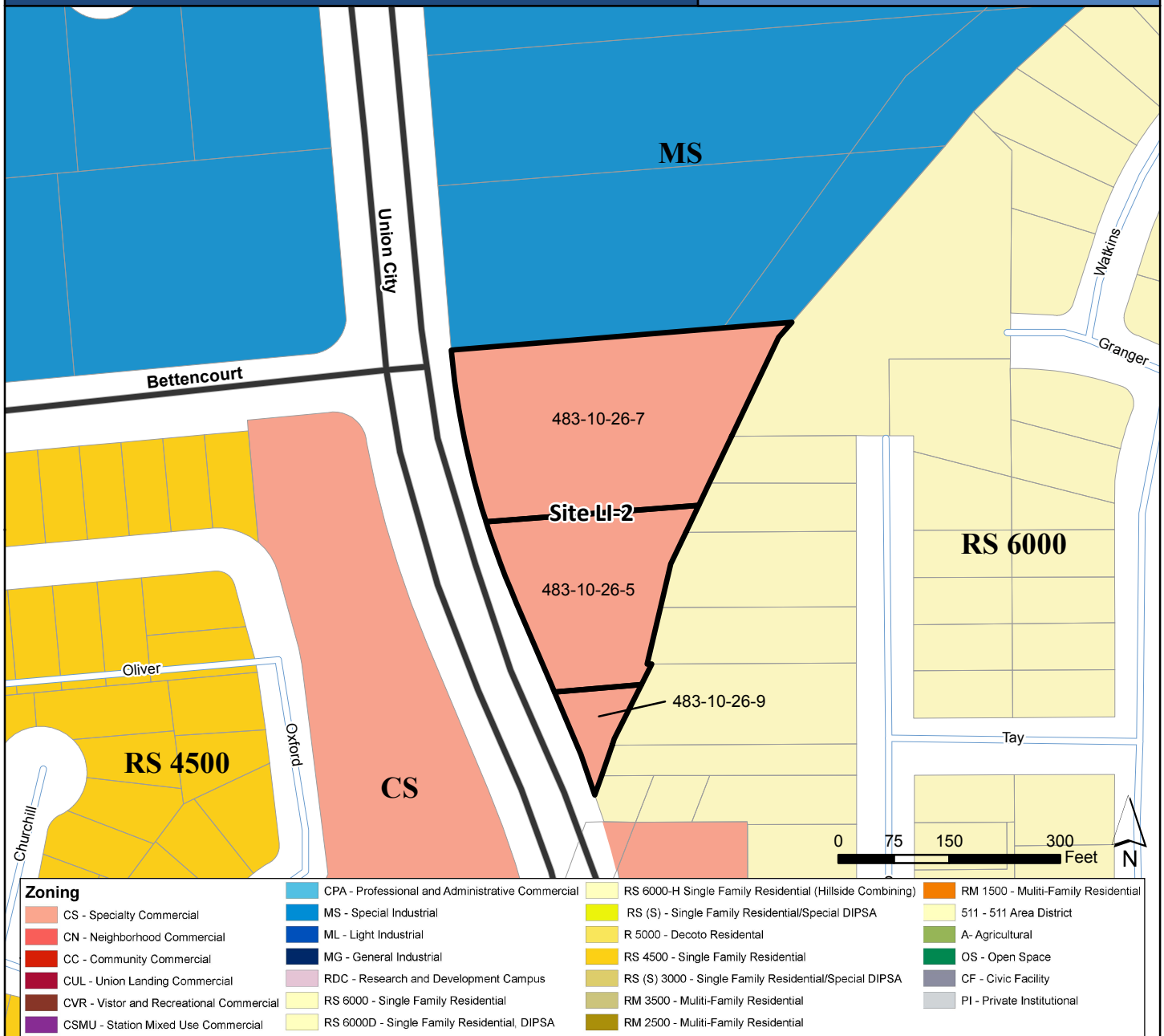
APN: 87-340-2
Acres: 3.5
Zoning: CSMU
General Plan: CSMU
Maximum Density: 165 u/a

Notes:

Located in the Station District, this site can accommodate mixed-use development with at least 90 percent of the site developing as residential. The CSMU zoning allows 165 units per acre. However, the expected units for the Station District site is based on an assumption of 55 percent of the maximum allowed units to reduce the reliance on this site to meet the RHNA.



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Site LI-2: Union City Boulevard South Expected Units: 54

APN: 483-10-26-5, 7, 9

Acres: 2.1

Zoning: CS

General Plan: CR

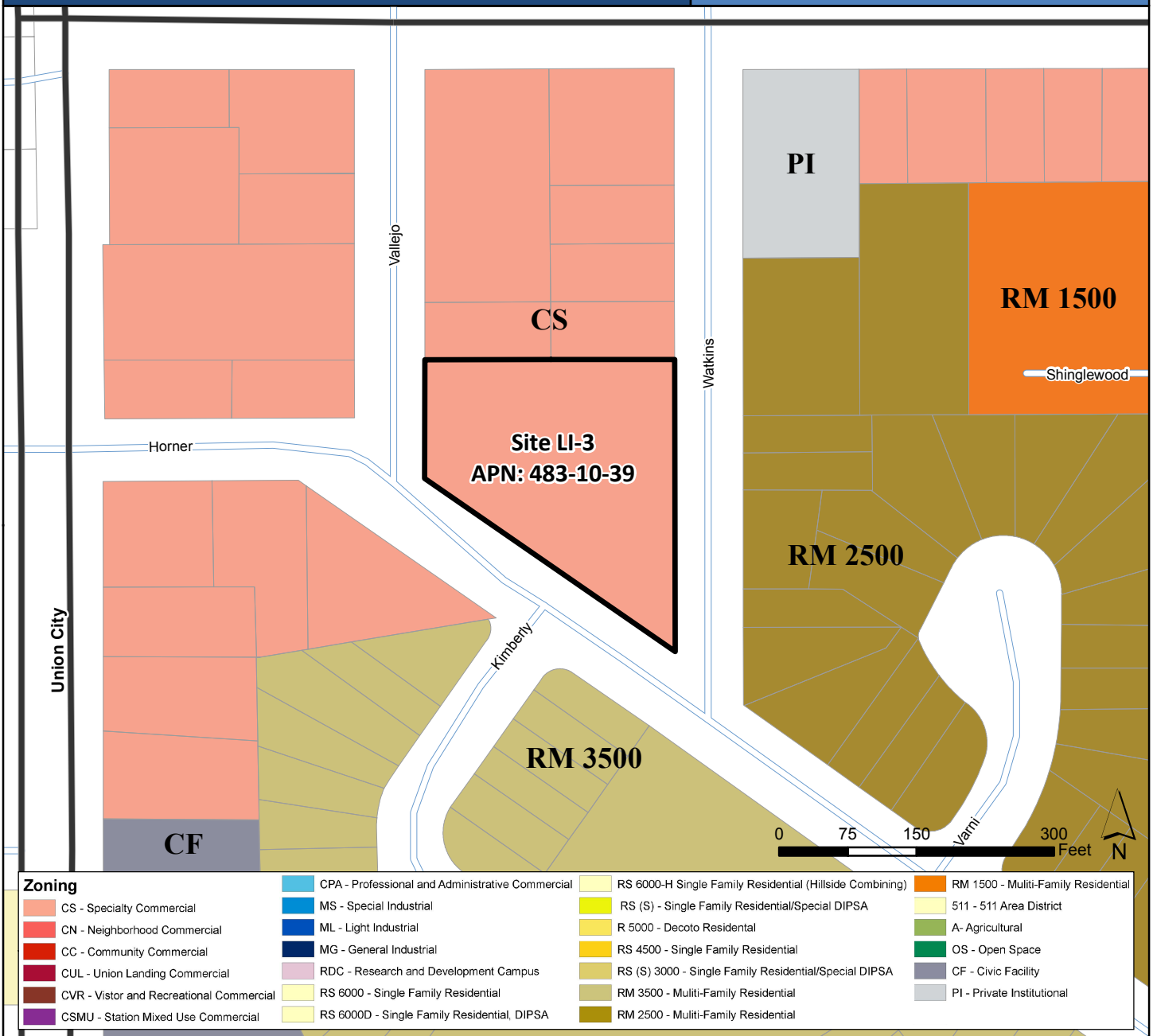
Maximum Density: 30 u/a

Notes:

Located in the Old Alvarado neighborhood, this site can accommodate mixed-use development to accommodate lower-income units.



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Site LI-3: Silver Dollar

Expected Units: 13

APN: 483-10-39

Acres: 0.5

Zoning: CS

General Plan: CR

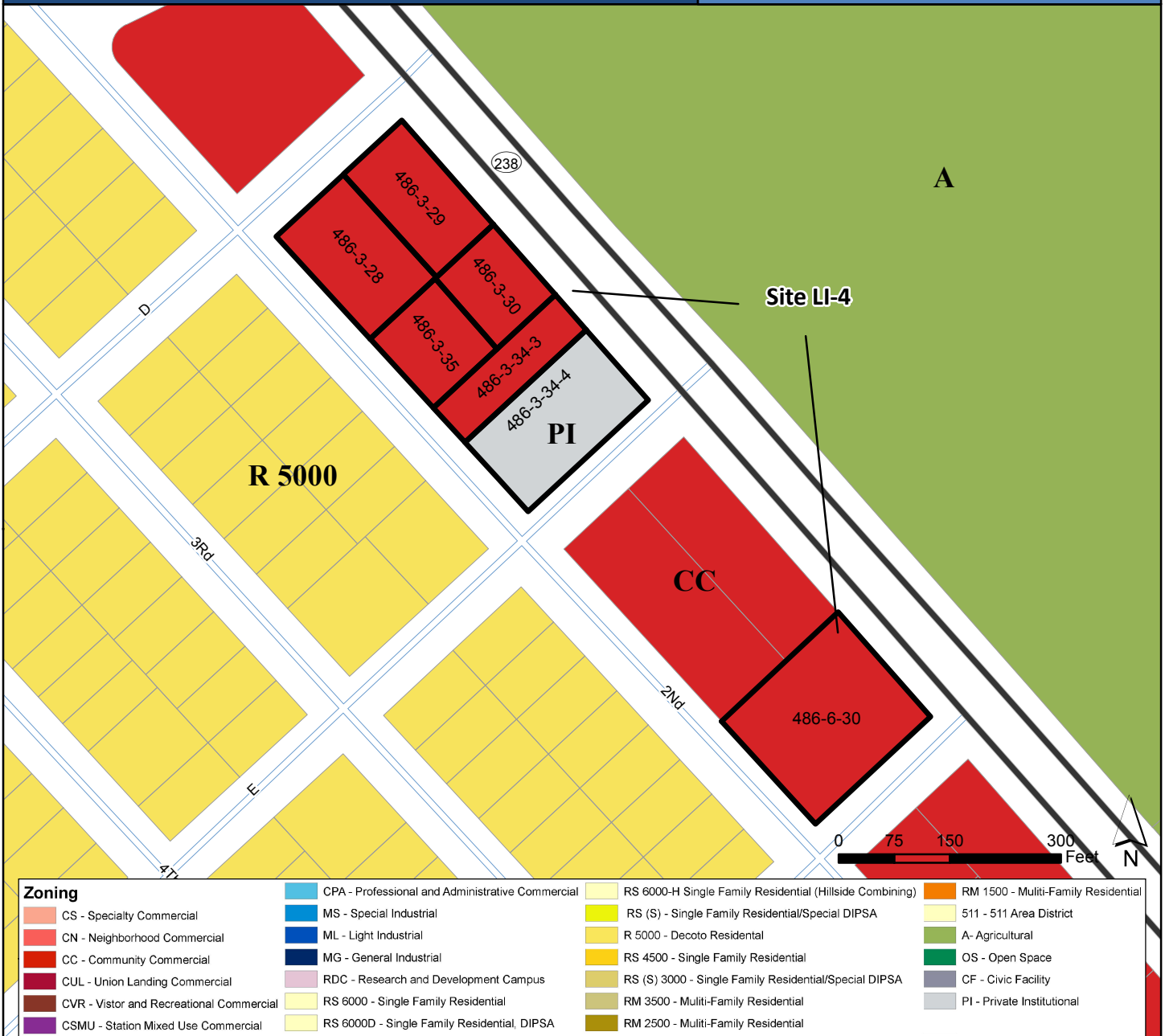
Maximum Density: 30 u/a

Notes:

This site currently (2014) contains residential uses and a vacant bar. This site can accommodate mixed-use development with at least 85 percent of the site developing as residential to accommodate lower-income units.



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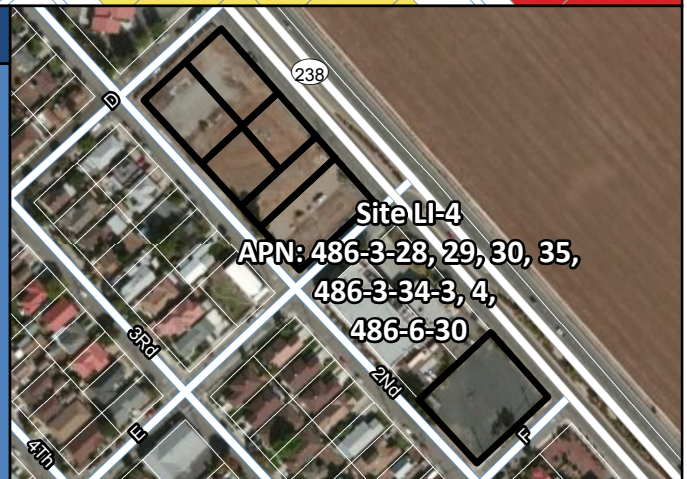
Site LI-4: Mission Boulevard

Expected Units: 56

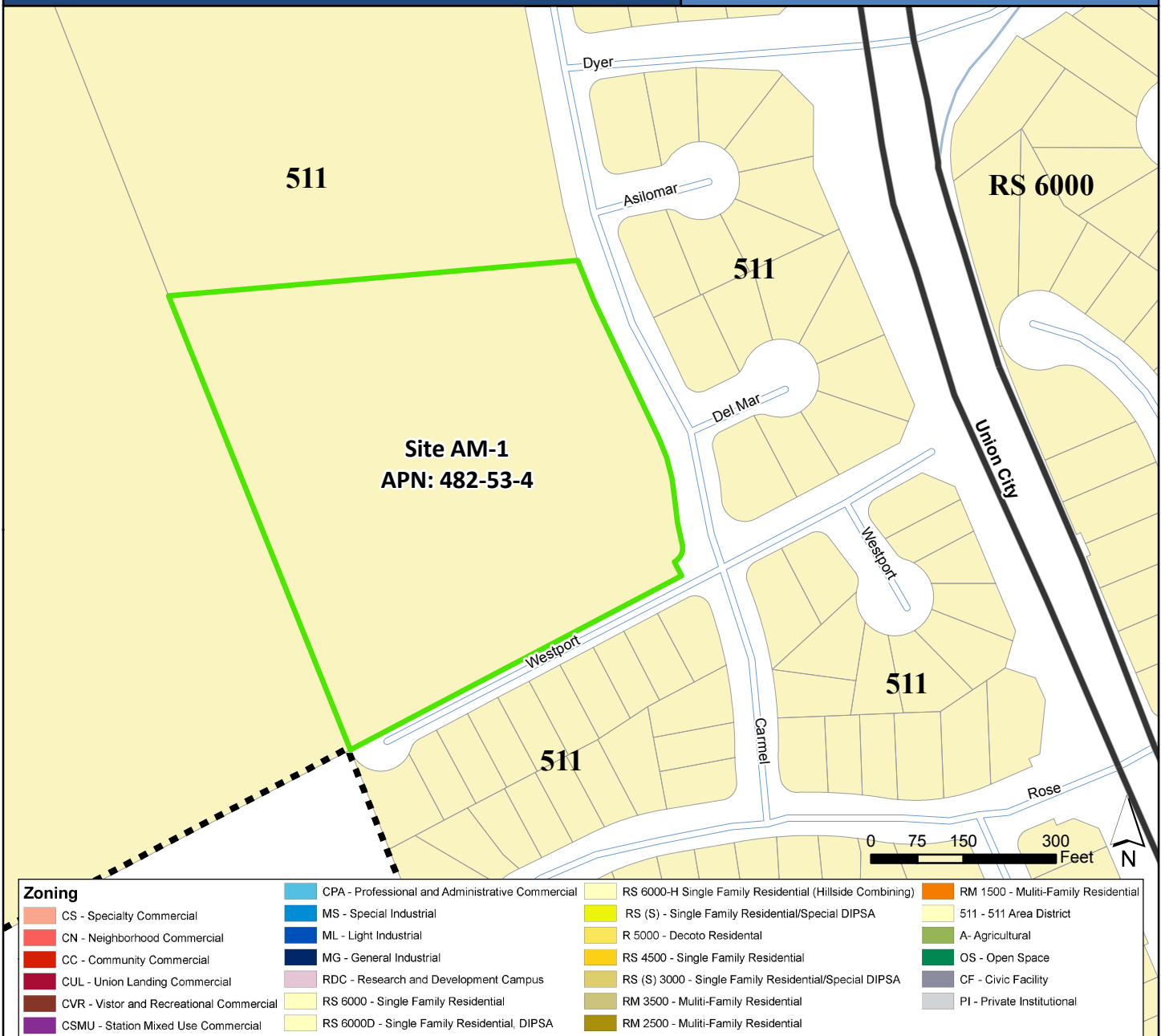
APN: 486-3-28, 29,
30, 35,
486-3-34-3, 4,
486-6-30
Acres: 2.2
Zoning: CS
General Plan: CR
Maximum Density: 30 u/a

Notes:

Located along Mission Boulevard, this site can accommodate mixed-use development at up to 30 units per acre. It is inventoried for lower-income households.



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Site AM-1: Turk Island

Expected Units: 31

APN: 482-53-4

Acres: 6.2

Zoning: 511

General Plan: R3-6

Notes:

The site is overlain by 6 feet of landfill material that must be removed prior to development. Additional site constraints include high voltage wires running on the western part of the site.



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Proposed Sites for Rezoning

While the sites identified in Table 5-37 provide enough capacity in the moderate-income category, they leave a remaining need of 154 lower-income units and 210 above moderate-income units. In order to meet this need, the City has identified four potential rezone sites, summarized in Table 5-38. When the new zoning is adopted, these sites will allow the City to meet its RHNA in all categories. The rezone program is supported through Program HE-A.a. The City will complete the rezoning within two years of adoption of the Housing Element and monitor the availability of vacant land.

Two of the potential rezone sites (PR-1 and PR-3) are currently zoned for non-residential uses. If rezoned, these sites would provide new capacity that was not previously counted in Table 3-37. The other two rezone sites (PR-2 and PR-4) are, at least in part, currently zoned for residential uses. The capacity from these sites under existing zoning was counted towards the RHNA in Table 3-37. The rezone program would upzone these sites to higher densities. In these cases the expected units under existing zoning are removed and the expected units under their potential zoning are added to the inventory. As a result, 104 above moderate-income units were removed from the inventory. The total residential potential on all four sites, if rezoned, is 515 units, including 314 lower-income units and 201 moderate-income units. The potential sites for rezoning are summarized in Table 3-38.

Site PR-1: Alameda Creek

The Alameda Creek Site is a single parcel site located adjacent to an existing neighborhood on the southern edge of the city limits. The parcel was included in the 2010 Housing Element as a potential rezone site. This parcel, owned by the Alameda County Water district, can accommodate residential development on at least 3.5 acres of the 10.4-acre site. This site is currently designated and zoned OS and the East-West Connector is planned to run through a portion of the site. A minimum of 3.5 acres could be rezoned to RM1500 to accommodate lower-income households. Assuming 85 percent of the maximum allowed density of 30 units per acre, this site could accommodate 89 units after the rezoning, all of which are inventoried as lower-income. Site PR-1 is included in Table 5-38 and shown in Figure 5-10. (*Note: This site was identified in the 2009 Housing Element as a potential site to rezone.*)

Site PR-2: Whipple Road

The Whipple Road Site is made up of six parcels totaling 5.21 acres. The largest parcel (APN: 486-18-70) is currently designated R6-10 and zoned R5000. Since this parcel has residential zoning in place, it was included as an underutilized site in Table 5-37. The PR-2 site includes this parcel and four others that are all currently designated CR and zoned CN. Under the rezone program, all five parcels would be designated R17-30 and zoned RM1500. This would allow up to 30 units per acre. Assuming 85 percent of the maximum allowed density of 30 units per acre, this site could accommodate 133 units, all of which are inventoried as lower-income. Since a portion of this site (i.e., APN 486-18-70) was counted in Table 5-37 as an underutilized R6-10 site, 25 above moderate-income units are removed from the inventory as a result of this rezoning. Site PR-2 is included in Table 5-38 and shown in Figure 5-11.

Site PR-3: Alvarado Niles Road

The Alvarado Niles Road site is made up of four parcels totaling 5.21 acres. This site is currently designated and zoned Agriculture. There are residences on all four parcels and one parcel is currently (2014) used for farming. The parcel used for farming is surrounded by urban development on all sides. Staff has received inquiries in the past regarding the development of this property for multi-family

residential similar to what is developed along the northerly property line. Under the rezone program all four parcels would be designated R17-30 and zoned RM1500, allowing for up to 30 units per acre. Assuming 85 percent of the maximum allowed density, this site could accommodate 133 lower-income units after the rezoning. Site PR-3 is included in Table 5-38 and shown in Figure 5-12.

Site PR-4: Cal Trans

The Cal Trans site is a collection of five parcels totaling 37.5 acres located south of Alvarado Niles Road on the southern edge of the city limits. This site is vacant and has few development constraints. All five parcels have some acreage designated for residential development. In Table 3-38 the acreage currently available for residential development is shown in the column with total acres in parenthesis. There are 13.9 of the 37.5 total acres currently zoned for residential (R3-6) development. The remainder is either OS or PI. Since this parcel has residential zoning in place, it was included as a vacant site in Table 5-37. Under the rezone program the residential portion of all four parcels would be designated R10-17 and zoned RM2500, while the OS and PI areas would remain the same. This would allow up to 17 units per acre. Assuming 85 percent of the maximum allowed density, this site could accommodate 201 units, all of which are inventoried as moderate-income. Since this site was counted in Table 3-37 as a vacant site, 79 above moderate-income units are removed from the inventory as a result of this rezoning. Site PR-4 is included in Table 5-38 and shown in Figure 5-13.

**TABLE 5-38
POTENTIAL SITES FOR REZONING**

**Union City
2014**

Site No.	APN	Address/Name	No. of Parcels	Acres ¹	Current General Plan	Current Zoning	Potential General Plan	Potential Zoning	Expected Units with Rezoning	Existing Use
POTENTIAL LOWER-INCOME SITES										
PR-1	87-10-45	Alameda Creek Site	1	3.5 (10.4)	OS	OS	R17-30	RM 1500	89	Vacant
PR-2	486-18-70 ¹	900 Whipple Road	1	2.96	R6-10	R5000	R17-30	RM 1500	75	Operational Cement Plant
	486-18-69	920 Whipple Road	1	1.17	CR	CN	R17-30	RM 1500	30	Industrial Building / Possibly Vacant / Same owner as Cement Plant so may have been previously used in their operations
	486-18-71	884 Whipple Road	1	0.27	CR	CN	R17-30	RM 1500	7	On-site building originally constructed as a house but unclear how it is used now. Same owner as Cement Plant.
	486-18-61	854 Whipple Road	1	0.18	CR	CN	R17-30	RM 1500	5	Vacant / Same owner as Cement Plant
	486-18-63	854 Whipple Road	1	0.16	CR	CN	R17-30	RM 1500	4	Vacant / Same owner as Cement Plant
	486-18-62	854 Whipple Road	1	0.47	CR	CN	R17-30	RM 1500	12	Vacant / Different Owner
	<i>Subtotal</i>		6	5.21					133	
PR-3	475 -151-6	33491 Alvarado Niles Road	1	3.02	Agriculture	Agriculture	R17-30	RM 1500	77	Farm and residence
	475 -151-2	33601 Alvarado Niles Road	1	0.18	Agriculture	Agriculture	R17-30	RM 1500	5	Residence
	475 -151-3	33615 Alvarado	1	0.14	Agriculture	Agriculture	R17-30	RM 1500	4	Residence

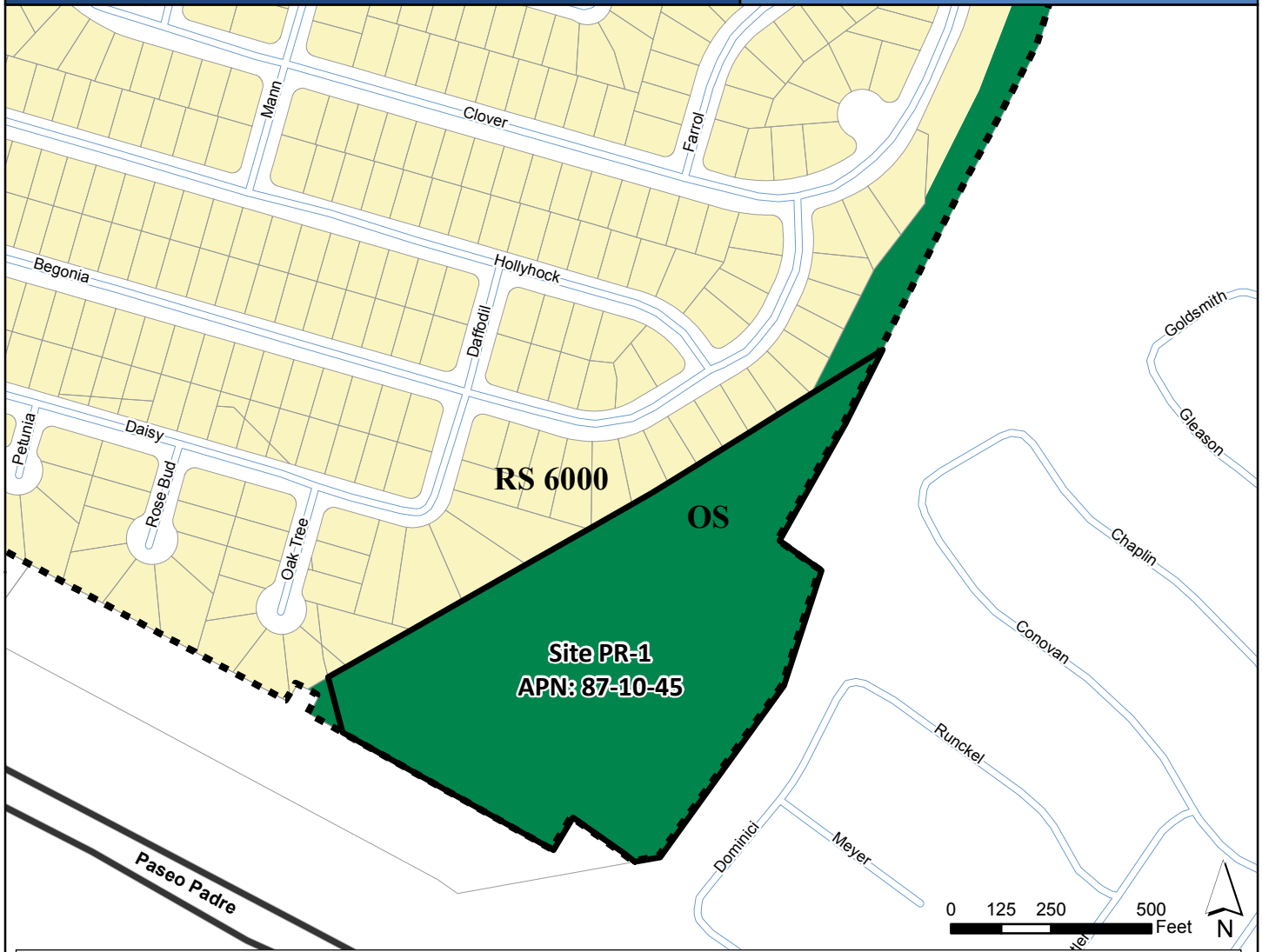
**TABLE 5-38
POTENTIAL SITES FOR REZONING
Union City
2014**

Site No.	APN	Address/Name	No. of Parcels	Acres ¹	Current General Plan	Current Zoning	Potential General Plan	Potential Zoning	Expected Units with Rezoning	Existing Use
		Niles Road								
	475 -151-4	33627 Alvarado Niles Road	1	0.23	Agriculture	Agriculture	R17-30	RM 1500	6	Residence
	<i>Subtotal</i>		4	3.58					92	
SUBTOTAL POTENTIAL SITES FOR LOWER-INCOME UNITS									314	
POTENTIAL MODERATE-INCOME SITES										
PR-4 ²	87-11-17-7	Cal Trans	1	2.2 (8.2)	R3-6;OS	RS6000;OS	R10-17; OS	RM 2500; OS	32	Vacant
	87-11-16-3		1	1.3 (4.8)	R3-6;OS	RS6000;OS	R10-17; OS	RM 2500; OS	19	
	87-11-15-15		1	5.6 (6.8)	R3-6	RS6000	R10-17	RM 2500	81	
	87-11-17-6		1	2 (6.6)	3-6; OS	RS6000;OS	R10-17; OS	RM 2500;OS	29	
	87-11-15-14		1	2.8 (11.1)	R3-6;PI	R3-6;PI	R10-17; PI	RM 2500; PI	40	
	<i>Subtotal</i>		4	13.9 (37.5)					201	
SUBTOTAL POTENTIAL SITES FOR MODERATE-INCOME UNITS									201	
TOTAL POTENTIAL UNITS ON ALL SITES									515	

¹ Numbers outside of parenthesis denote the residential acreage of the parcel. Numbers within parenthesis denote total acreage of parcel.

² This site is currently zoned for residential and was included as a vacant/underutilized site in Table 5-37. The expected units with rezoning column in this table shows its total capacity after rezoning. The units counted under its existing zoning will be removed from the inventory.

Source: Union City Economic and Community Development Department and Mintier Harnish, 2014.



Zoning		
CS - Specialty Commercial	CPA - Professional and Administrative Commercial	RS 6000-H Single Family Residential (Hillside Combining)
CN - Neighborhood Commercial	MS - Special Industrial	RS (S) - Single Family Residential/Special DIPSA
CC - Community Commercial	ML - Light Industrial	R 5000 - Decoto Residential
CUL - Union Landing Commercial	MG - General Industrial	RS 4500 - Single Family Residential
CVR - Visitor and Recreational Commercial	RDC - Research and Development Campus	RS (S) 3000 - Single Family Residential/Special DIPSA
CSMU - Station Mixed Use Commercial	RS 6000 - Single Family Residential	RM 3500 - Multi-Family Residential
	RS 6000D - Single Family Residential, DIPSA	RM 2500 - Multi-Family Residential
		RM 1500 - Multi-Family Residential
		511 - 511 Area District
		A - Agricultural
		OS - Open Space
		CF - Civic Facility
		PI - Private Institutional

Site PR-1: Alameda Creek Site

Expected Units: 89

APN: 87-10-45

Acres: 3.5 (10.4 total)

General Plan Designation

Current: OS

Potential: R17-30

Zoning

Current: OS

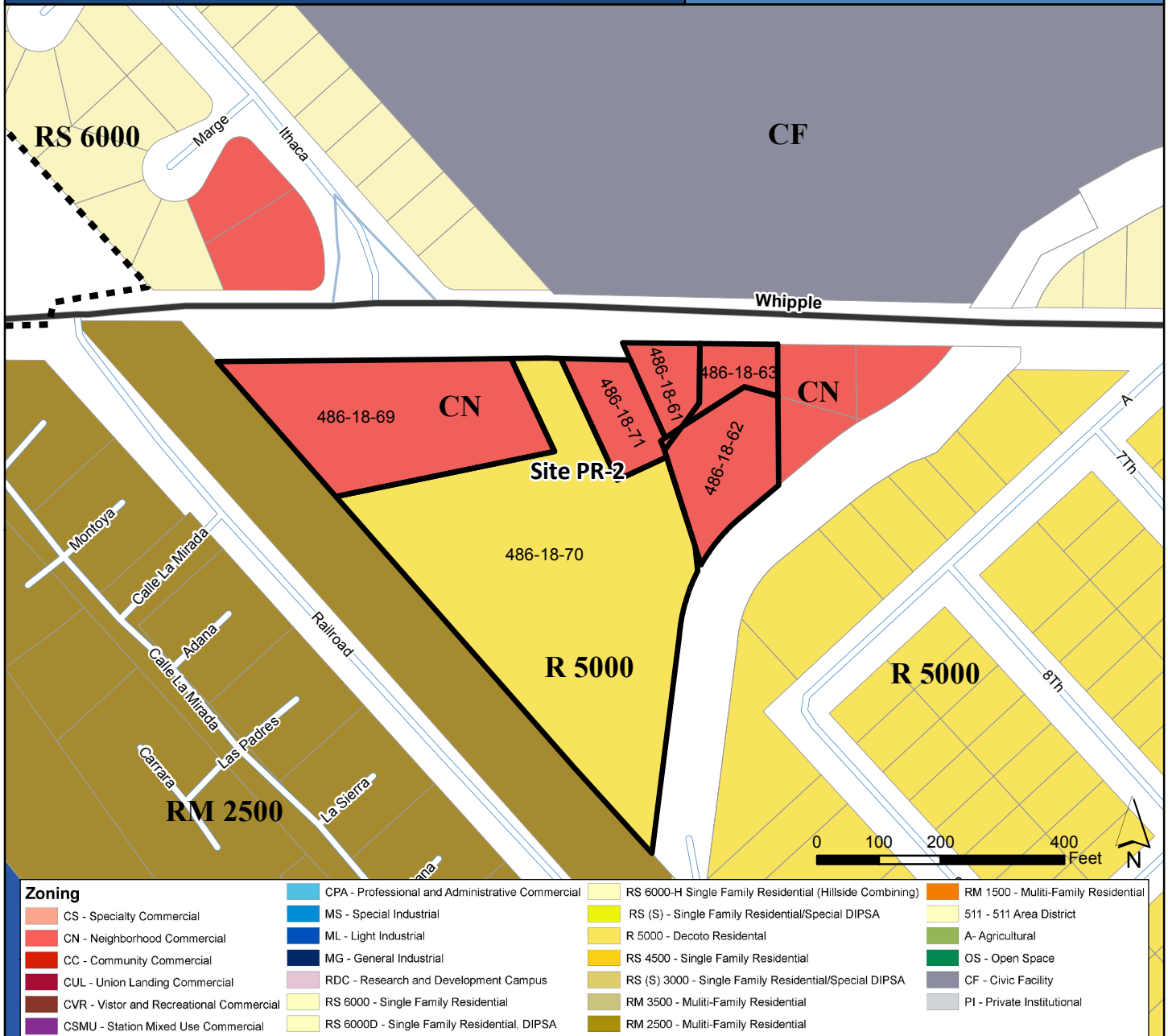
Potential: RM 1500

Notes:

This parcel is owned by Alameda County Water District. A minimum of 3.5 acres could be rezoned to R17-30 to accommodate lower-income units. The remaining seven acres would remain open space.



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Site PR-2: Whipple Road Site

Expected Units: 133

APN: 486-18-61,
62, 63, 69, 70, 71
Acres: 5.21

General Plan Designation

Current: CR, R6-10
Potential: R17-30

Zoning

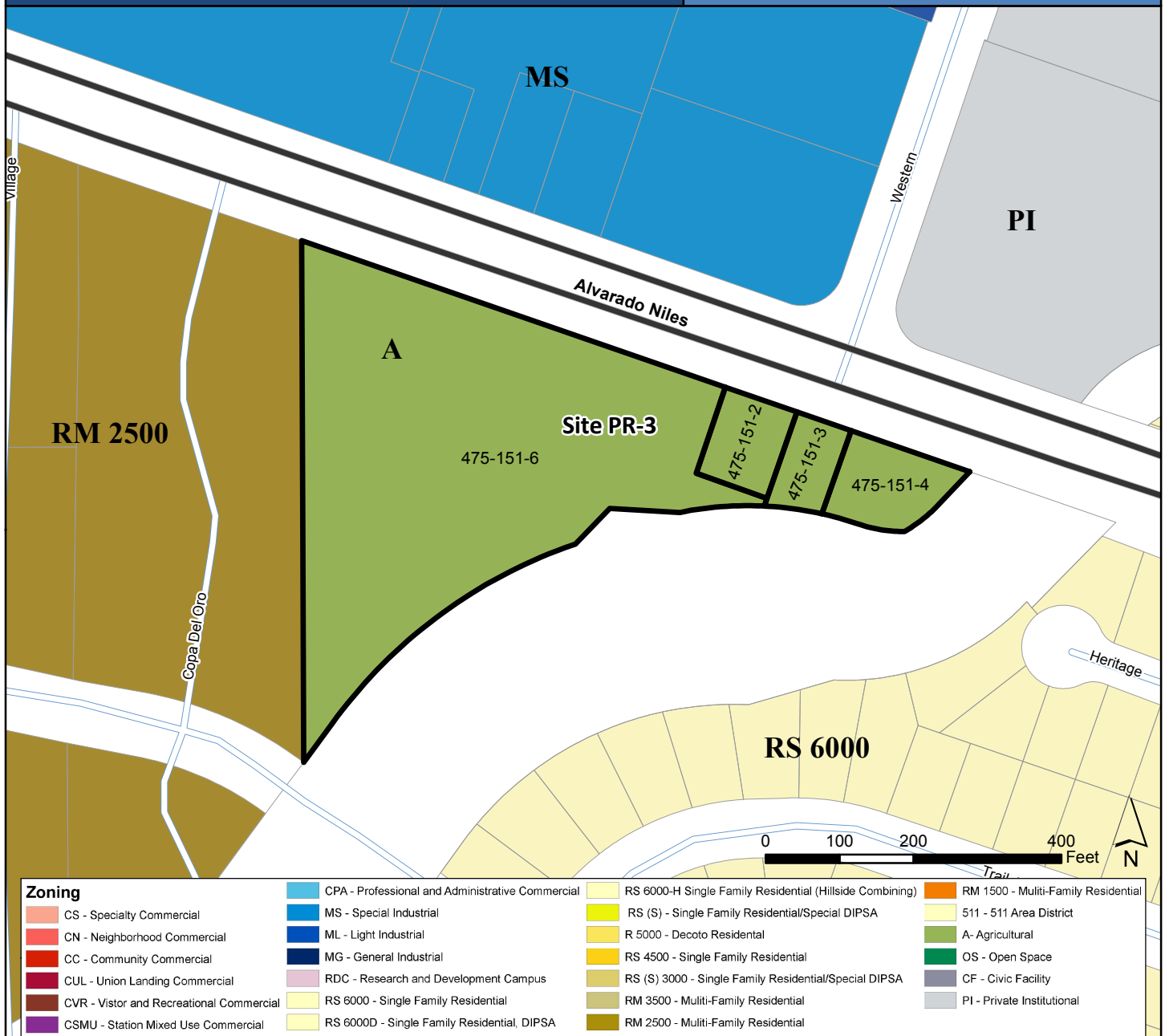
Current: CN, R5000
Potential: RM 1500

Notes:

This site, formerly occupied by Cemex, is a vacant building. The City does not have any applications in process for this property and it is unclear if the owners are interested in redevelopment, however this site was listed in the 2002 and 2010 Housing Elements. All 5.21 acres could be rezoned to RM 1500 to accommodate lower-income units.



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Site PR-3: Alvarado Niles Road

Expected Units: 92

APN: 475-151-2,

3, 4, 6

Acres: 3.58

General Plan Designation

Current: Agriculture

Potential: R17-30

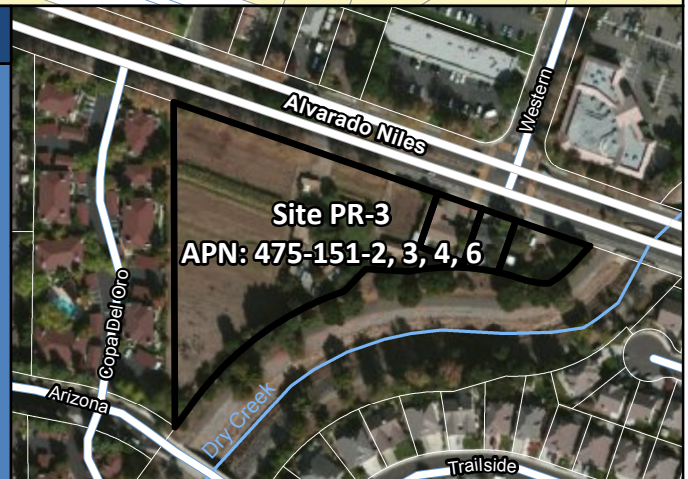
Zoning

Current: Agriculture

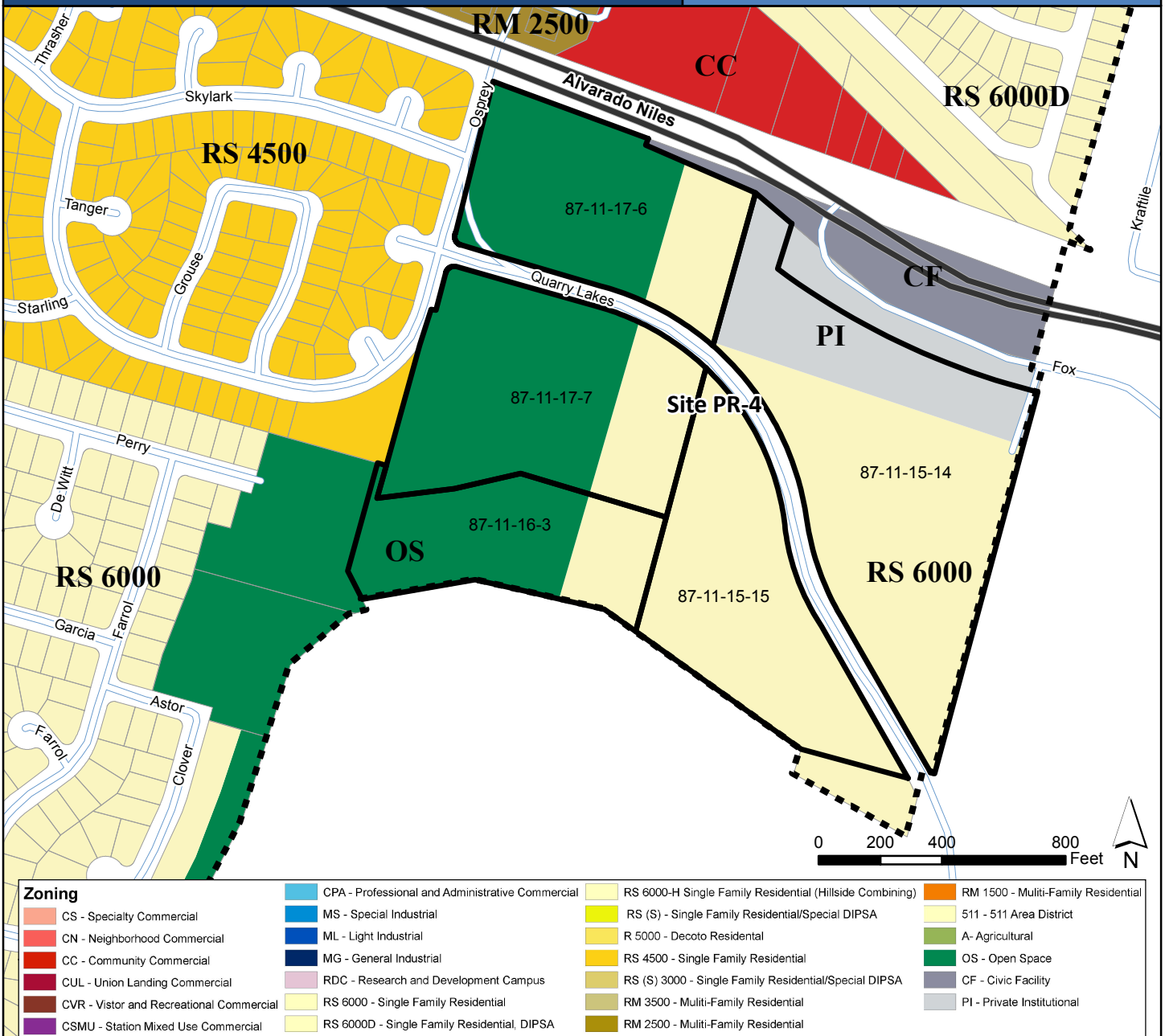
Potential: RM 1500

Notes:

This site is currently (2014) occupied by a farm and single family residences. The City does not have any applications in process for this property and it is unclear if the owners are interested in redevelopment. All 3.58 acres could be rezoned to RM 1500 to accommodate lower-income units.



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Site PR-4: Cal Trans Site

Expected Units: 201

APN: 87-11-15-14, 15
87-11-16-3, 87-11-17-6, 7
Acres: 13.9 (37.5)

General Plan Designation

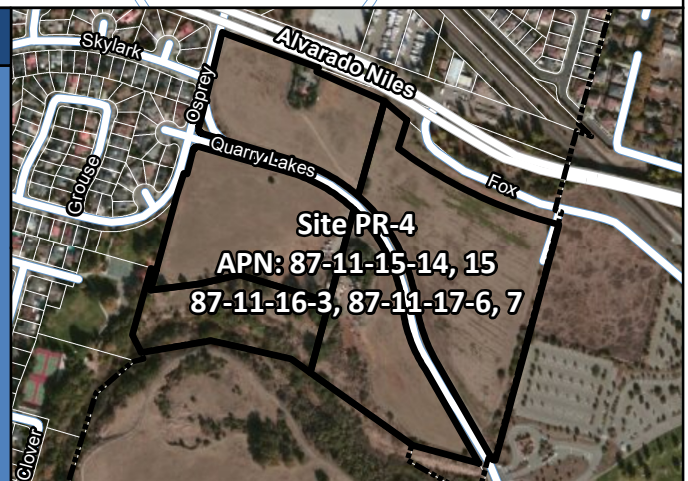
Current: R3-6, OS, PI
Potential: R17-30, PI

Zoning

Current: RS 6000, OS, PI
Potential: RM 2500, PI

Notes:

All 5 parcels in this site currently (2014) have some acreage designated for residential development. The site is vacant and has few development constraints. Of the 37.5 total acres on this site, 13.9 could be rezoned to RM 2500 to accommodate moderate income units. The areas currently zoned OS and PI would not be rezoned.



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Projection of Second Units

Second units can be an important source of affordable housing since they can be constructed relatively cheaply because of no associated land costs and most often do not require government subsidies to bridge the affordability gap. In addition, second units provide other benefits, such as supplemental income to the homeowner and “lifecycle housing” for seniors.

State law allows jurisdictions to rely on second units to accommodate a portion of the regional housing need. In order to do so the element must include an estimate of the potential number of second units that are likely to be developed in the planning period based on an analysis that considers various factors, including community need for second units and the number of second units built in the past. Given the built out nature of Union City, there is a growing need for second units to meet housing demand.

While no second units were built during the previous Housing Element planning period, this was more a reflection of market conditions during the recession and less a reflection of the demand or feasibility of building second units in Union City. The City has recently begun to receive more inquiries for second units. Assuming an average of two units per year from January 1, 2014, to October 31, 2022, there will be an estimated 17 second units built during the RHNA planning period.

While second units are affordable by design and many may be rented at rates affordable to lower-income households, the Housing Element takes a conservative approach and counts the projection of second units toward the moderate-income RHNA.

RHNA Summary

Table 5-39 provides a summary of Union City’s ability to meet the 2014-2022 RHNA. After adding the unaccommodated need from the 2007-2014 Housing Element, the total RHNA for the 2014-2022 Housing Element is 1,190 units, including 581 lower-income units, 192 moderate-income units, and 417 above moderate-income units. After accounting for planned projects and capacity on vacant and underutilized land, Union City had a 40-unit surplus for moderate-income units but a remaining need of 154 lower-income units and 210 above moderate-income units.

The rezone program described in this Housing Element could result in capacity for an additional 314 lower-income units and 201 moderate-income units. However, since some of the sites were, at least in part, counted as vacant/underutilized sites under existing zoning, the rezone program would remove 104 above moderate-income units from the inventory. After accounting for the rezone program, the City has a surplus of 160 lower-income units and 214 moderate-income units. The above moderate-income deficit of 314 units is accommodated by the surplus in the lower-income and moderate-income categories.

**TABLE 5-39
RHNA SUMMARY**

Union City
2014-2022

	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
Unaccommodated Need from 2007-2014 RHNA	0	0	84	0	0	84
2014-2022 RHNA	158	159	180	192	417	1,106
Total RHNA (Table 5-34)	158	159	264	192	417	1,190
Planned Projects (Table 5-35)	0	0	0	215	72	287
Capacity on Vacant and Underutilized Sites Under Existing Zoning (Table 5-37)	427			0	135	562
Second Units	0			17	0	17
<i>Remaining Surplus/Need(-)</i> ¹	<i>-154</i>			<i>40</i>	<i>-210</i>	-324
Capacity on Proposed Sites for Rezoning (Table 5-38) ²	314			201	-104	515
Surplus(+)/Deficit(-) After Rezoning ³	+160			+241	-314	+87

¹ Remaining Need is calculated by subtracting planned projects and capacity on vacant and underutilized sites under existing zoning from the total RHNA.

² The negative 104 above moderate-income units represent the units that were counted as vacant/underutilized sites under existing zoning.

³ Surplus (+)/Deficit (-) After Rezoning is calculated by subtracting the proposed sites for rezoning from the remaining need.

Source: Union City Economic and Community Development Department and Mintier Harnish, 2014.

Adequacy of Public Facilities, Services, and Infrastructure

This section addresses the adequacy of public facilities, services, and infrastructure to accommodate planned residential growth. Public services and facilities are not expected to pose a constraint on residential development within the time frame of the Housing Element (i.e., 2015-2023). The following paragraphs summarize the current (2014) status of each of those services essential to residential development.

Water

Union City is served by the Alameda County Water District (ACWD), which obtains its water supply from both surface water and ground water sources. The district's service area also includes Fremont and Newark and covers a total area of 105 square miles. ACWA currently (2012) serves 82,533 customers out of the total population of its service area (331,387). The ACWD currently (2012) produces an average of 43 million gallons per day. However, maximum production capacity is 63 million gallons per day. Seventy percent of supplies are used by residential customers, with the remainder used by commercial, industrial, institutional, and large landscape customers.

ACWD meets district water demands from the following sources:

- The State Water Project (40 percent);
- San Francisco PUC – Hetch Hetchy (20 percent); and
- Alameda Creek Watershed Runoff (40 percent).

Long-range water planning for the ACWD service area is provided in the district's Integrated Resources Plan (IRP), adopted in 2014. Due primarily to water conservation, ACWD's daily water demand today is roughly 10 million gallons less than was predicted in 2005. Based on the IRP, ACWD has capacity to meet demand for the next 35 years, under multiple scenarios.

Although the ACWD has no control on water service hookups, there are no constraints on providing service in its service area relative to pipe sizes, age of pipes, or other infrastructure issues.

Sewer

The Union Sanitary District (USD) provides wastewater collection and treatment services for Union City, Fremont, and Newark. They operate over 789 miles of sanitary sewers and 9.9 square miles within Union City, out of 60.1 square miles of total service area. The 2012 Average Dry Weather Flow (ADWF) was 24 million gallons per day (MGD) out of its permitted plant capacity of 33 MGD. Peak flow capacity in wet weather is 85 MGD. Districtwide, 97.2 percent of USD's customers are domestic or residential, 1.5 percent are commercial, and 1.2 percent are industrial. The annual sewer service charge was approximately \$320 in 2014, which is the third lowest out of 27 Bay Area agencies and communities.

USD operates the Alvarado Wastewater Treatment Plant, which is located within the city limits, just west of Union City Boulevard, south of its intersection with Alvarado Boulevard. USD recently (2012) received the National Association of Clean Water Agencies (NACWA) Gold "Peak Performance Award."

The Union Sanitary District has capacity to meet projected need through the Housing Element Planning Period. There are currently (July 2014) no plans to expand capacity.

Inventory of Local, State, and Federal Housing and Financing Programs

Federal, State, and local agencies and private developers have a long history of active involvement and cooperation in the provision of affordable housing and the improvement of housing conditions in Union City. Because of the high cost of new construction, more than one source of public funds is required to construct an affordable housing development. Union City does not act as a developer in the production of affordable units, but relies upon the private sector to develop new units with the assistance of these various funding sources.

Local Funding and Housing Programs

This section describes funding sources and local housing programs operated by the City, Alameda County, and the Alameda County Housing Authority

Former Redevelopment Agency and Successor Agency

Union City's Redevelopment Agency was dissolved on February 1, 2012. Prior to the dissolution of redevelopment, the Low- and Moderate-Income Housing Fund (LMIHF) was the main source of housing funds used to support the City's housing programs. State law required that the Redevelopment Agency deposit 20 percent of the gross tax increment revenues from redevelopment project areas into the LMIHF to be used exclusively for housing for persons of low- and moderate-income. With the elimination of the Redevelopment Agency, there will be no future funding for the LMIHF from property tax increment.

The City of Union City acts as the Housing Successor Agency of the Former Redevelopment Agency. As the Housing Successor, the City oversees bond proceeds of the former Redevelopment Agency. In 2014 the Successor Agency conveyed approximately \$2.6 million in 2010 Housing Bonds to the City of Union City. The funding is being used as follows:

- \$1.6 million to upgrade and repair backbone infrastructure through the Repair and Replacement program at the Tropic Mobile Home Park. This freed up funds for the Tropics Mobile Home Park owners to continue to operate the Rental Assistance program, which provides grants ranging from \$86 to \$176 a month to 122 very low- and extremely low-income households; and
- \$1 million for the Union City Home Rehabilitation Program, which will provide grants ranging from \$500 to \$35,000 to very low- and extremely low-income households for home rehabilitation.

Housing Authority of the County of Alameda

The Housing Authority of the County of Alameda (HACA) exercises housing authority responsibilities for Union City as well as for the balance of Alameda County, excluding Oakland, Berkeley, Livermore, and the City of Alameda, which all contain their own housing authorities. It manages the Section 8 Housing Choice Voucher Program (HCVP), Section 8 Project-Based Voucher Program (PBV), Section 8 Moderate Rehabilitation Program, and public housing. HACA operated four public housing complexes in Union City, with a total of 194 units; however, in 2014 the management of 158 units including Nidus Court, Dyer Street, and 58 scattered sites moved to PACH, Inc., an affiliate of HACA. The Housing

Authority now owns and operates only 36 units of conventional public housing for very low-income families in Union City.

These units now receive Project-Based Voucher (PBV) assistance so that the units remain affordable. Many of the tenants remained in place while others chose to move with use of a Housing Choice Voucher. Vacancies for the PBV units were filled by persons from the HACA waiting list. There are currently (2014) 640 applicants on their combined waiting list that may receive Housing Choice Vouchers, and 2,107 that may be assisted in their public housing units. HACA is only accepting applications from applicants in need of supportive services offered at a particular PBV project and displaced families. They anticipate opening the waitlist before 2015.

There is a total of 7,021 vouchers used in HACA's jurisdiction; 797 of these vouchers are in Union City. Table 5-40 shows the breakdown of the vouchers in Alameda County by income.

TABLE 5-40 NUMBER OF HOUSING CHOICE VOUCHER UNITS BY INCOME Alameda County, excluding Oakland, Berkeley, Livermore, and the City of Alameda 2014				
Extremely Low-Income	Very Low-Income	Low-Income	Above Low-Income	Total
5,546	1,097	344	34	7,021
79.0%	15.6%	4.9%	0.5%	100%

Source: Housing Authority of the County of Alameda, 2014.

Currently (April 2014), HACA does not own any vacant land in Union City, nor does it plan to construct any more affordable housing in Union City at this time.

Additional Local Funding and Programs

The City's financial support of private sector applications for funding to outside agencies is very important. Funding provided by Union City can be used as matching funds required of some programs. Local funding is also used for leverage. City support of private sector applications enhances the competitive advantage of each application for funds. The Redevelopment Agency used to be the primary source of local funds before it was dissolved in 2012. Union City is acting as the successor agency.

In 2001 the City adopted an inclusionary housing program, which includes an in-lieu fee provision, although the emphasis of the program is for the developers to actually build the affordable units. More information on the inclusionary housing program is in the affordable housing ordinance section.

The City provides first-time homebuyer assistance with a revolving pool of funds used to leverage private bank funding. The initial funding for the revolving loan guarantees came from the now abolished Redevelopment Agency.

The City supports and funds ECHO housing to provide fair housing counseling and other services. The City also participates in the monitoring of activities contained in the HOME Consortium's Analysis of Impediments to Fair Housing.

The City contracts with the County of Alameda for housing rehabilitation and minor home repairs. The City's rehabilitation program, currently (July 2014) implemented by the County, has rehabilitated over 900 homes since its beginning in 1976.

In the area of homeless and special needs population assistance, the City uses general funds to support agencies that address homeless issues and special needs.

As part of the Community Reinvestment Act (CRA), the City encourages local lenders to provide favorable lending terms for projects that involve the provision of affordable rental and ownership housing. Staff works with local lenders to increase lending in lower-income census tracts. The City also encourages lenders to improve the quality and diversity of products that they offer clients in the community.

In most cases other entities, including for-profit and non-profit developers, apply for funds or other program benefits. For example, nonprofit developers apply directly to HUD for Section 202 and Section 811 loans, as did Eden Housing for the Rosewood Terrace and Wisteria Place senior projects. Union City does not act as a developer in the production of affordable units, but relies upon the private sector to develop new units with the assistance of these various funding sources. The City can help sponsor grant and loan applications, provide matching funds, or furnish land at below market cost. However, there are also programs, such as Hospital Elder Life Program (HELP), to which the City would apply directly.

State and Federal Programs

Funding available from the State of California and the Federal government is in a constant state of flux. The three programs described below are long-standing sources.

Community Development Block Grant Program

The Community Development Block Grant Program (CDBG) is the largest Federal housing-related program for affordable housing. It is a “pass-through” program that allows local governments to use Federal funds to alleviate poverty and blight.

CDBG funds are used for a variety of housing efforts, including activities aimed at reducing costs for private development, housing acquisition, and rehabilitation through short- and long-term loans, and fair housing activities. Historically, Union City has received between \$450,000-\$700,000 annually through CDBG funding. However, the amount of CDBG funding has decreased significantly in recent years. In 2013 and 2014 the City received about \$450,000 in CDBG funds.

California Housing Finance Agency (CalHFA)

CalHFA provides a variety of tax-exempt bond financing for the creation and preservation of affordable housing. They also provide first-time homebuyer loans for lower- and moderate-income households.

The Residential Development Loan Program (RDLP) is project-specific funding that offers a deferred, 3 percent interest rate loan with a maximum term of five years to local government agencies for financing site acquisition, predevelopment, and construction costs to facilitate the development of affordable infill, owner-occupied housing projects. The Program also directly links RDLP-financed projects to CalHFA's California Homebuyer's Downpayment Assistance Program (CHDAP) to provide subordinate loans to eligible first-time homebuyers. The program had an estimated \$175 million from Proposition 46 and Proposition 1C in December 2007.

The City's down payment assistance program will be using CalHFA loans wherever possible for its first time homebuyer's program.

California HOME Investment Partnership Act

The California HOME Investment Partnership Act is a formula-based block grant program similar to CDBG. HOME funds are intended to provide incentives for the acquisition, construction, and rehabilitation of affordable rental and ownership units. The City is required to provide matching funds. In 2013 Union City participated in the Alameda County HOME consortium's application for funds from HOME. About \$88,000 in HOME funds were used to augment the City's Housing Rehabilitation in 2013.

Low Income Housing Tax Credit (LIHTC) Program

The Low Income Housing Tax Credit (LIHTC) Program is a Federal and State housing subsidy program that provides tax credits to the private sector for the construction or acquisition and rehabilitation of affordable rental housing. To be eligible for a tax credit, 20 percent of the units in a housing development must rent to very low-income households earning less than 50 percent of area median income, or 40 percent of the units must rent to households with incomes of less than 60 percent. Federal law requires that developments maintain the restrictions for 30 years or longer, but State law requires that developments retain these levels of affordability for at least 55 years. To be successful, tax credit projects require an additional subsidy that can include no- or low-cost land, local government contributions, or density bonuses and other concessions. There are four projects in Union City with a total of 518 low-income units that were built using tax credits: Vintage Court Senior Apartments, Mission Gateway, Station District Family Housing (Mid-Pen), and Los Robles Apartments.

Alameda County Mortgage Certificate Program

The Mortgage Credit Certificate (MCC) Program provides assistance to first-time homebuyers for the purchase of owner-occupied single family homes, townhomes, and condominiums by reducing the amount of Federal income taxes otherwise due (but not to exceed the amount of Federal taxes owed for the year after other credits and deductions have been taken). The unused tax credits can be carried forward three years, until used.

The Federal income tax advantage provided by the MCC for a homebuyer who keeps the same mortgage loan and lives in the same house in Alameda County will be equal to 15 percent of the mortgage interest paid annually on a dollar-for-dollar basis. This means the total of 15 percent of the mortgage interest is deducted directly from the annual tax debt of the participants. The remaining 85 percent of their mortgage interest is taken as a deduction from their gross income in the usual manner. This allows participants to qualify for a greater mortgage amount with the same income. There are requirements to qualify for a MCC Certificate, including income eligibility requirements.

The City participates in Alameda County's Mortgage Certificate (MCC) Program, which provides a tax credit to subsidize the mortgage interest rate for qualified first-time home buyers. Between 1/2010 and 6/2014, 6 MCC's were administered in Union City.

Section 8 Housing Choice Vouchers

The Federal Section 8 program provides rental assistance to very low-income households in need of affordable housing. The Section 8 program assists a very low-income household by paying the difference between 30 percent of the gross household income and the cost of rent. Section 8 assistance is structured as vouchers; this allows the voucher recipients to choose housing that may cost above the fair market rent

as long as the recipients pay for the additional cost. As described earlier, HACA administers the HUD Section 8 program and currently manages 797 Section 8 vouchers and units in Union City.

Assisted Housing Projects Eligible for Conversion

The expiration of housing subsidies may be the greatest near-term threat to California's affordable housing stock for low-income families and individuals. Rental housing financed 30 years ago with Federal low interest mortgages are now, or soon will be, eligible for termination of their subsidy programs. Owners may then choose to convert the apartments to market-rate housing. Also, HUD Section 8 rent supplements to specific rental developments may expire in the near future. In addition, State and local subsidies or use restrictions are usually of a limited duration.

State law requires that housing elements include an inventory of all publicly assisted multifamily rental housing projects within the local jurisdiction that are at risk of conversion to uses other than low-income residential within 10 years from the Housing Element adoption deadline (i.e., by January 2025). Of the multifamily housing complexes in Union City that receive government assistance, as shown in Table 5-41, one is considered "low risk" of conversion (Los Robles) and the rest are not considered "at risk."

**TABLE 5-41
SUBSIDIZED AND RESTRICTED AFFORDABLE HOUSING PROJECTS**

Union City
2014

Name of Development	Year Built	Sponsor	Total Units	Address	Affordable Units	Target Group(s)	Funding Source(s)	Expiration Date	At Risk (Yes or No)	Comments
Family Rental Housing										
Station Center Family Housing Phase 1 and 2	2011 and 2012	MidPen	157	11th Street and Cheeves Way	155	Very Low-Income	RDA, HACA, HCD, California Community Reinvestment Corporation	2066 for phase 1 (100 units) and 2067 for phase 2 (57 units)	No	Achieved LEED Platinum Certification by the US Build It Green Building Council. Won the prestigious 2013 Urban Land Institute (ULI) Global Award for Excellence and Congress for the New Urbanism 2014 Grand Prize
Los Robles	1972 -- Preserved in 1996	EAH Housing purchased under Title VI program in 1996	140	32300 Almaden Blvd.	140	Very Low- and Low-Income Families	Section 8 contract for 40 apartments, Section 236 for remaining units	Renewed annually	Low Risk	Consists of 2-, 3-, 4-, and 5-bedroom apartments with a community room. Completed substantial renovation of units and facilities in 2014
Mission Gateway Apartments	2004	MidPen	120	33155 Mission Blvd.	120	Very Low- and Low-Income Families	CalHFA, private funding, Redevelopment Funds	2059	No	120 units built through a public-private partnership. Amenities include common area, community hall, pool, and other recreation areas.

**TABLE 5-41
SUBSIDIZED AND RESTRICTED AFFORDABLE HOUSING PROJECTS**

Union City
2014

Name of Development	Year Built	Sponsor	Total Units	Address	Affordable Units	Target Group(s)	Funding Source(s)	Expiration Date	At Risk (Yes or No)	Comments
Mission Sierra	1986	Legacy Partners	150	3464 Mission Blvd.	31	Lower-Income Families	Bond financing	2029	No	Includes a pool, Jacuzzi, and two wheelchair accessible apartments.
Skylark Apts.	1986	Equity Residential Properties	176	34655 Skylark Dr.	35	Lower-Income Families	Bond financing	2029	No	Includes a pool, hot tub, and covered parking.
E Street Housing	1992-1997	Housing Authority	1	scattered sites in Decoto	1	Very Low-Income Families	RDA	Renewed continually	No	Consists of large SF, 4-bedroom homes managed by Housing Authority.
SUBTOTAL			744		485					
Senior Rental Housing										
Rosewood Terrace	1999	Eden Housing Development Corp	45	33935 Alvarado Niles Rd.	45	Very Low-Income Seniors	HUD Section 202, HOME, CDBG, Redevelopment Funds	2040	No	All are wheelchair accessible. Includes a community room.
Vintage Court Senior Apts.	1998	USA Multifamily, Inc.	125	2499 Decoto	125	Lower-Income Seniors	Low Income Housing Tax Credits	2053	No	Pool, spa
Wisteria Place	2004	Eden Housing Development Corp	40	33821 Alvarado-Niles Road	39	Very Low-Income Seniors	HUD Section 202; Section 8.	2034	No	One-bedroom apartments
SUBTOTAL			210		209					
Restricted Ownership Housing										
Ryland Glen	2001	Private developers	6	Glenwood Terrace	6	3 Low-, 3 Moderate-Income	Developer Write Down	In perpetuity, renewed upon resale	No	Resale restrictions require sale to other moderate-income families.

**TABLE 5-41
SUBSIDIZED AND RESTRICTED AFFORDABLE HOUSING PROJECTS**

Union City
2014

Name of Development	Year Built	Sponsor	Total Units	Address	Affordable Units	Target Group(s)	Funding Source(s)	Expiration Date	At Risk (Yes or No)	Comments
E Street Housing	1992-1997	Redevelopment Agency	8	Scattered sites in Decoto	8	Moderate-Income	RDA	In perpetuity, renewed upon resale	No	Resale restrictions require sale to other moderate-income families.
Monte Vista	2001	Private developers	20	Monterra Circle	20	Moderate-Income	Developer Write Down	In perpetuity, renewed upon resale	No	Resale restrictions require sale to other moderate-income families.
SUBTOTAL			34		34					
TOTAL			988		728					

Source: Union City, Economic and Community Development Department, California Housing Partnership, 2014.

Preservation Options for At-Risk Properties

State law requires that housing elements include a comparison of the costs to replace the at-risk units through new construction or to preserve the at-risk units. Preserving at-risk units can be accomplished by facilitating a transfer of ownership to a qualified affordable housing organization, purchasing the affordability covenants, and/or providing rental assistance to tenants.

Los Robles is considered “low risk” because it is owned and operated by EAH, a non-profit affordable housing corporation that has been developing, managing, and promoting affordable housing since 1968. EAH acquired the property in 1996 and preserved it as affordable housing using a HUD Capital Grant and Preservation Technical Assistance Grant. Los Robles receives Federal assistance through Section 236 of the National Housing Act. It is very unlikely that the property will convert to market-rate.

Acquisition and Rehabilitation

One method of ensuring long-term affordability of low-income units is to transfer ownership to a qualified nonprofit or for-profit affordable housing organization. This transfer would make the project eligible for re-financing using affordable housing financing programs, such as low-income housing tax credits and tax-exempt mortgage revenue bonds. These financing programs would ensure affordability for at least 55 years. Generally, rehabilitation often accompanies a transfer of ownership. Los Robles is currently owned and operated by a non-profit dedicated to developing, managing, and promoting affordable housing, so transfer of the property is unlikely.

Based on listings of for-sale multifamily developments in Hayward and San Leandro (no listings in Union City were found), a multifamily unit might cost \$157,111 on average. For a 140-unit development like Los Robles, this would total \$21,995,521. Assuming that it would cost about \$20,000 per unit for renovations or rehabilitation, the total rehabilitation cost would be \$2,800,000. Overall it would cost an estimated \$24,795,521 or \$177,110 per unit for a qualified non-profit or for-profit affordable housing organization to acquire and rehabilitate Los Robles.

Replacement (New Construction)

If Los Robles were lost as affordable housing, it could be replaced by constructing a new complex with the same number of units. Station Center Family Housing is a recent (2012) affordable complex that cost \$65.3 million for a 157-unit complex. This totals \$415,924 per unit; or for a 140-unit development similar to Los Robles, a total of \$58,229,299.

Rent Subsidy

Rent subsidies can also be used to preserve affordability of housing. Through a variety of funding sources, the City could potentially provide rental vouchers similar to those provided through the Housing Choice Vouchers program (formerly Section 8). The amount of a rent subsidy would be equal to the difference between the HUD defined fair market rent (FMR) for a unit and the cost that would be affordable to a lower-income household based on HUD income limits. Table 5-42 shows this calculation. The total cost to subsidize the units would be estimated at \$1,659,120 annually, or \$49,773,600 over 30 years.

**TABLE 5-42
ESTIMATED COST TO SUBSIDIZE RENTS**

Union City
2014

Unit Size	2014 HUD Fair Market Rents (FMR)	2014 Affordable Rent for Very Low-Income (50% AMI) ¹	Monthly Subsidy Per Unit	Annual Subsidy Per Unit	Total At-Risk Units	Total Annual Subsidy
2-BR	\$1,578	\$996	\$582	\$6,984	60	\$419,040
3-BR	\$2,204	\$1,106	\$1,098	\$13,176	50	\$658,800
4-BR	\$2,704	\$1,195	\$1,509	\$18,108	20	\$362,160
5-BR	\$3,110	\$1,284	\$1,826	\$21,912	10	\$219,120
TOTAL					140	\$1,659,120

¹Assumes 3-person household for 2-bedroom, 4-person household for 3-bedroom, 5-person household for 4-bedroom, 6-person household for 5-bedroom.

Source: HUD, HCD, City of Union City and Mintier Harnish, 2014.

Summary of At-Risk Analysis

In summary, the above analysis shows the costs of the different scenarios to be as follows:

- Acquisition and rehabilitation: \$24,795,521, or \$177,110 per unit
- Replacement: \$58,229,299, or \$415,924 per unit
- Rent Subsidy: \$1,659,120 annually (\$49,773,6000 over 30 years)

Replacing or acquiring and rehabbing at-risk units is costly. While rent subsidies have lower annual costs, the funds required to supplement lost assistance are significant over the long term and there are no available funding programs to provide subsidies. Fortunately, Los Robles is at low risk of converting to market rate, and there are Federal and State funding sources available to preserve existing affordable housing projects should this occur.

California Government Code Section 65863.10 requires that owners of Federally-assisted properties must provide notice of intent to convert their properties to market rate at twelve months prior to, and again at six months prior to the expiration of their contract, opt-outs, or prepayment. Owners must provide notices of intent to public agencies, including HCD, the local public housing authority, and to all impacted tenant households. The six-month notice must include specific information on the owner's plans, timetables, and reasons for termination. Under Government Code Section 65863.11, owners of Federally-assisted projects must provide a Notice of Opportunity to Submit an Offer to Purchase to Qualified Entities, non-profit or for-profit organizations that agree to preserve the long-term affordability if they should acquire at-risk projects, at least one year before the sale or expiration of use restrictions. Qualified entities have first right of refusal for acquiring at-risk units. Qualified entities are non-profit or for-profit organizations with the legal and managerial capacity to acquire and manage at-risk properties that agree to maintain the long-term affordability of projects. Table 5-43 contains a list of qualified entities for Alameda County that could potentially acquire and manage properties if any were to be at risk of converting to market rate in the future.

**TABLE 5-43
QUALIFIED ENTITIES**

**Alameda County
2014**

Organization Name	Address	Telephone
Affordable Housing Associates	1250 Addison St., Ste. G, Berkeley, CA 94702	(510) 649-8500
Asian Neighborhood Design	461 Bush St., 4th Floor, San Francisco, CA 94108	(415) 982-2959
Bay Area Community Services	P. O. Box 2269, Alameda, CA 94621	(510) 613-0330
BRIDGE Housing Corporation	One Hawthorne, Ste. 400, San Francisco, CA 94105	(415) 989-1111
C. Sandidge and Associates	2200 San Pablo Ave., # 202, Pinole, CA 94564-1746	(510) 964-0916
Christian Church Homes of Northern California, Inc.	303 Hegenberger Road, Ste. 201 Oakland, CA 94621-1419	(510) 632-6714
Community and Economic Development Agency	250 Frank H. Ogawa Plaza., Ste. 5313 Oakland, CA 94612	(510) 238-3502
Community Development Corporation of Oakland	5636 Shattuck Avenue, Oakland, CA 94609	(510) 428-9345
Community Home Builders and Assoc.	675 North First St., Ste. 620, San Jose, CA 95112	(408) 977-1726
Community Housing Developers, Inc.	255 N. Market St, Ste. 290, San Jose, CA 95110	(408) 279-7676
East Bay Asian Local Development Corporation	310 Eighth Street, Ste. 200, Oakland, CA 94607	(510) 287-5353
Eden Housing, Inc.	409 Jackson St., Hayward, CA 94544	(510) 582-1460
Foundation for Affordable Housing, Inc.	30950 Rancho Viejo Road, Suite 100 San Juan Capistrano, CA 92675	(949) 443-9101
Housing Authority of City of Alameda	701 Atlantic Ave., Alameda, CA 94501	(510) 522-8422
Housing Authority of County of Alameda	22941 Atherton St., Hayward, CA 94541	(510) 538-8876
Housing Corporation of America	31423 Coast Highway, Ste. 7100, Laguna Beach, CA 92677	(323) 726-9672
Livermore Housing Authority	3203 Leahy Way, Livermore, CA 94550	(925) 447-3600
Nehemiah Progressive Housing Dev. Corp	1851 Heritage Lane, Ste. 201, Sacramento, CA 95860	(916) 231-1999
Northern California Land Trust, Inc.	3126 Shattuck, Berkeley, CA 94501	(510) 548-7878
Petaluma Ecumenical Properties Inc.	1400 Caulfield Lane, Petaluma, CA 94954	(707) 762-2336
Resources for Community Development	2131 University Ave., #224, Berkeley, CA 94704	(510) 841-4410
ROEM Development Corporation	1650 Lafayette Circle, Santa Clara, CA 65050	(408) 984-5600
Satellite Housing Inc.	2526 Martin Luther King., Jr Way Berkeley, CA 94704	(510) 647-0700

Source: California Department of Housing and Community Development, April 2014.

Energy Conservation

State Housing Element Law requires an analysis of the opportunities for energy conservation in residential development. Energy efficiency has direct application to affordable housing because the more money spent on energy, the less available for rent or mortgage payments. Many times lower-income households must choose between basic needs such as shelter, food, and energy. Union City receives both electricity and natural gas services from Pacific Gas and Electric Company (PG&E).

Land use patterns impact transportation-related energy use. Factors that influence decisions about vehicle use include density, mix of uses, proximity to transit, and street design. Making land use decisions that support biking, walking, and transit is key to reducing transportation-related energy use. The City has supported transit-oriented development in the Intermodal Station District including the recent (2012) 157-unit development with 155 affordable housing units and two manager units in the Station District.

Residential energy-efficiency outreach has been a priority for the City. Most notably, Rising Sun Energy Center completed its first summer of managing a California Youth Energy Service (CYES) program site office in Union City. With the use of American Recovery and Reinvestment Act (ARRA) grant funds, the City contracted with Rising Sun to promote energy conservation and sustainable living via an employment program for youth ages 15 to 22. The CYES program trained and employed nine youth in 2011 and provided “Green House Calls” to 231 homes. They also continued work with Stopwaste.Org on the Energy Upgrade California residential energy-efficiency retrofit program and held a joint meeting in Hayward on September 15, 2011, for multifamily property owners. The City provided a full-page color Energy Upgrade ad in the Fall Leisure Services Activity Guide, 17,000 of which were mailed to Union City residents.

Solar activity has continued to increase. To incentivize solar energy, the City established a fixed fee for residential and commercial solar permits. In 2011 14 residential solar installations totaling 111 kw were completed, up from eight installations totaling 27 kw in 2010.

All new buildings in California must meet the standards contained in Title 24, Part 6 of the 2013 California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings). These regulations were established in 1978 and most recently updated in 2013. Energy efficiency requirements are enforced by local governments through the building permit process. All new construction must comply with the standards in effect on the date a building permit application is made. The City continues to enforce State requirements, including Title 24 requirements, for energy conservation in residential development, primarily through the Building Division of the Economic and Community Development Department.

Union City also adopted a Green Building and Landscaping Practices Ordinance in 2006 to incorporate green measures into design, construction, demolition, renovation, operation, and maintenance of buildings and landscaping within the city. This Ordinance established a requirement to submit documentation of the green building and landscaping practices used in civic and public-private partnership projects.

Any City-sponsored project, City/public agency partnership, and/or public-private partnership over \$3 million must incorporate green building measures from the Leadership in Energy and Environmental Design (LEED) system, the Alameda County Residential Green Building Guidelines, or a City-approved equivalent. The LEED Rating System is a national program targeted to the top 25 percent of green home builders that provides a rating for the sustainability of a variety of building types. It was developed by the US Green Building Council. Projects must achieve at least a Silver LEED rating. Notably, the Station Center Family development achieved a LEED Platinum certification, the highest level.

SECTION 5.5 POTENTIAL HOUSING CONSTRAINTS

State housing law requires the City to review both governmental and non-governmental constraints to the maintenance and production of housing for all income levels. Since local governmental actions can restrict the development and increase the cost of housing, State law requires the Housing Element to

“address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing” (Government Code Section 65583(c) (3)).

Potential Governmental Constraints

Local governments have little to no influence on the national economy or the Federal monetary policies that influence it. Yet these two factors have some of the most significant impacts on the overall cost of housing. The local housing market, however, can be encouraged and assisted locally. One purpose of the Housing Element is to require local governments to evaluate their past performance in this regard. By reviewing local conditions and regulations that may impact the housing market, the local government can prepare for future growth through actions that protect the public’s health and safety without unduly adding to the cost of housing production.

It is in the public interest for the government to regulate development as a means of protecting the general welfare of the community. At the same time government regulations can potentially constrain the supply of housing available in a community if the regulations limit the opportunities to develop housing, impose requirements that unnecessarily increase the cost to develop housing, or make the development process so arduous as to discourage housing developers.

State law requires that housing elements contain an analysis of the governmental constraints on housing maintenance, improvement, and development (Government Code, Section 65583(a) (4)). The Housing Element must also analyze potential and actual constraints upon the development, maintenance, and improvement of housing for persons with disabilities, including those with developmental disabilities. See Appendix B for an analysis by the City of compliance with SB 520.

Union City’s primary policies and regulations that could affect residential development and housing affordability include land use controls, development processing procedures and fees, impact fees, on- and off-site improvement requirements, and building and housing codes and enforcement. This section discusses these standards and assesses whether any serve as a constraint to affordable housing development.

General Plan Land Use Designations and Zoning

All land use in Union City, including residential development, is regulated by the Union City General Plan and the City’s Zoning Ordinance. Land use controls provided in the General Plan Land Use Designations and the Zoning Ordinance can influence housing production in a number of ways. The permitted and conditionally permitted uses in each district guide new development and provide both developers and the general public with an understanding of how vacant or underutilized land will develop in the future. This includes the density of development that will occur within a particular zone, the compatibility of planned uses in a given area, and the range and type of buildings and uses that will be located throughout the city. The General Plan and Zoning Ordinance establish the amount and distribution of land allocated for different uses.

General Plan

By definition local land use controls constrain housing development by restricting housing to certain sections of the city and by restricting the number of housing units that can be built on a given parcel of land. The 2002 General Plan sets forth the City’s policies regarding local land development. These policies, together with existing zoning regulations, establish the amount and distribution of land allocated

for different uses. The General Plan has seven land use designations that allow for residential use. They are as follows:

- *Residential—3 to 6 Dwelling Units per Acre (R 3-6):* The purpose of this designation is to provide areas for single family detached residential uses and activities normally associated with single family neighborhoods. The lot size range for this designation is 6,000 to 10,000 square feet.
- *Residential—6 to 10 Dwelling Unit per Acre (R 6-10):* The purpose of this designation is to provide areas for a variety of moderate intensity single family uses including detached, semi-attached, and attached single family housing, mobile home parks, and zero lot line developments. The lot size range for this designation is 3,500 to 6,000 square feet.
- *Residential—10 to 17 Dwelling Units per Acre (R 10-17):* The purpose of this designation is to provide areas intended for moderate-density residential use patterns including duplexes and multifamily dwellings of greater intensity. The lot size or site area per dwelling unit for this designation is as small as 2,400 square feet.
- *Residential—17 to 30 Dwelling Units per Acre (R 17-30):* The purpose of this designation is to allow for multifamily housing at densities greater than other residential designations. The lot size or site area per dwelling unit for this designation is as small as 1,450 square feet.
- *Residential—30 to 60 Dwelling Units per Acre (R 30-60):* This designation is intended to allow high-rise, high-density housing in areas near mass transit stations to promote transit-oriented development. Where applied, development densities shall not be less than 30 units per acre. The lot size or site area per dwelling unit for this designation is as small as 726 square feet.
- *Station Mixed Use-Commercial (CSMU)—60 to 165 Dwelling Units per Acre:* This designation is primarily commercial in nature and is intended to promote retail and office opportunities. High-density residential land use between 60 and 165 units per acre is also appropriate where it will promote, in a coordinated manner with the commercial development, the purpose of this designation. The site area per dwelling unit is 264 square feet for residential land use
- *Retail Commercial (CR)—*The purpose of this designation is to provide areas for retail outlets and services demanded by neighborhood, community, or sub-regional/regional markets. Residential uses located above first-floor retail in the Old Alvarado district and along Mission Boulevard are considered acceptable.

Zoning

Table 5-44 summarizes the development standards for each residential zoning district. An analysis of the residential standards indicates that overall these requirements are no more restrictive than those used in other communities, and in many instances are less restrictive. The lot size, lot frontage, setback, and building height requirements are reasonable for each zone since they balance the need for privacy with the need to allow the maximum possible density.

Union City's Zoning Ordinance sets forth the standards that regulate all land use within the city. The Zoning Ordinance includes two basic residential districts (RS and RM), each of which provides for a range of densities, three special residential districts (Decoto/R-5000, 511 Area/R511, and CSMU) and

mixed-use commercial districts that allow for residential development above retail (CN, CC, CS). The RS districts provide primarily for single family residential development with five minimum lot sizes specified: RS-4500, RS-6000, RS-7000, RS-8000 and RS-10000. The RM districts are designed for multifamily developments with three density ranges specified: RM-1500, RM-2500 and RM-3500. The R-5000 district, which is limited to the Decoto Area, is designed to encourage "...the consolidation of small, substandard lots into reasonable building sites, permitting single family dwellings in low silhouette with maximum open space in compensation for such consolidation."

The second special mixed-use district is the Station Mixed-Use Commercial District (CSMU). The purpose of CSMU district is to establish a mixed-use town center/central business district of high-density residential, commercial, office, and research and development uses that will serve as an important regional center, while providing strong pedestrian connections throughout the district. A minimum of 60 units per acre is required and a maximum of 165 units per acre is permitted. The minimum site area per dwelling unit is 264 feet. Development must comply with the design criteria in Section 18.38.150 of the Municipal Code. By 2014 over 800 units of housing have been completed within a half-mile of the Intermodal Station, including 216 townhouses by KB Homes, 438 apartments by Avalon Bay, and 155 affordable units by MidPen Housing. Union City's Redevelopment Agency partnered with MidPen to create a mixed-use development that includes retail, housing, a public playground and a shared public/private parking garage. The MidPen project is also a LEED Platinum building.

The third special residential district is the 511 Area District, which is applied to the 511 Area on the western side of the city and is based on the Specific Plan adopted for the area. The 511 Area District is intended to allow for flexible approaches to providing single family residential development while balancing these opportunities with concerns for environmental constraints and resources. The district allows for a wide range of single family development types, including attached, semi-attached, zero-lot-line, and detached units. Nearly all of the area in this district is built out.

Residential uses within the Old Alvarado and Mission Boulevard neighborhoods are permitted uses when located above ground floor commercial uses for the CC and CS districts. The CC, Community Commercial, district provides for the larger community's retail, service, and office needs, while remaining compatible with residential uses. The CS, Specialty Commercial district, promotes a mix of small, convenience retail, commercial, office, and entertainment uses for the Old Alvarado neighborhood, including residential.

The City has found that the permitted densities are adequate to promote a variety of housing types in Union City. The development standards associated with each zoning district do not create unnecessary barriers to the construction or rehabilitation of housing for all income groups and special needs households. The land use designations and zoning standards ensure that quality development can occur while providing for the health and safety of Union City residents.

**TABLE 5-44
MINIMUM DEVELOPMENT STANDARDS FOR ZONES THAT ALLOW FOR RESIDENTIAL DEVELOPMENT**

Union City
2014

Zoning District	District	Min. Site Area Per DU (sq. ft.)	Lot Width Interior Lot (ft.)	Lot Width Corner Lot (ft.)	Lot Depth	Front Yard	Side Yards (Permitted Uses Only)			Rear Yard (ft.)	Lot Coverage	Max. Height (ft.) ⁸
							Street Side (ft.)	Interior Side (ft.)	For 2-story Portion of Structures			
RS-10000	Single Family Residential	10,000	80	90	100	25	15	-- ⁵	10	20 ²	50	30
RS-8000	Single Family Residential	8,000	70	80	100	25	15	-- ⁵	10	20 ²	50	30
RS-7000	Single Family Residential	7,000	65	75	100	20	15	-- ⁵	10	20 ²	50	30
RS-6000	Single Family Residential	6,000	60	70	100	20	15	-- ⁵	10	20 ²	50	30
RS-4500	Single Family Residential	4,500	45	55	90	20	10	-- ⁶	-- ⁶	15 ³	50	30
R-5000	Decoto Residential	5,000	--	--	--	20 ¹	10	5	--	10	--	--
RM-3500	Multifamily Residential	3,500	70	80	100	20 ¹	10	-- ⁵	10	20 ^{2 4}	40	30
RM-2500	Multifamily Residential	2,000	60	70	100	20 ¹	10	-- ⁵	10	20 ^{2 4}	40	30
RM-1500	Multifamily Residential	1,450	60	70	100	20 ¹	10	-- ⁵	10	20 ^{2 4}	40	75
CSMU	Station Mixed Use Commercial	264	100	--	200	15 ¹⁰	15	--	--	--	--	160
511 ⁷	511 Area District	6,000	60	--	100	15	15	5/15	--	20 ⁹	--	30
CN	Neighborhood Commercial	5,000	--	--	--	20	10	-- ⁹	--	10 ⁹	--	30
CC	Community Commercial	5,000	--	--	--	20	10	-- ⁹	--	-- ⁹	--	100
CS	Specialty Commercial	5,000	--	--	--	--	--	-- ⁹	--	-- ⁹	--	40

¹ May be reduced by 5 feet if all parking is located at rear of site.

² The rear yard may be reduced to 15 feet if remaining rear or side yard has a square footage of 20 percent or more of the total lot area and a dimension of not less than fifteen feet.

³ The minimum rear yard shall be 15 feet; provided, that the rear yard may be reduced to 10 feet if there remains a portion of the rear or side yard which has an area of not less than 15 percent of the site and a dimension of not less than 10 feet.

⁴ In the RM districts where multiple units are proposed on a site, the rear yard shall be deemed to be the yard area at the opposite end of the site from the frontage.

⁵ The minimum side yard for permitted uses in the district shall be 10 percent of the width of the site, provided that a side of not more than 10 feet shall be required and a side yard of not less than 5 feet shall be permitted.

⁶ In the RS 4500, side yards may be eliminated on one side (zero side yard).

⁷ 511 Area district standards differ based on the type of unit. The numbers in the table represent standards for a single family detached unit. See Municipal Code 18.100.050 for additional standards.

⁸ Spires, cupolas, chimneys, elevator penthouses, flagpoles, and necessary mechanical appurtenances may be allowed to a maximum height limit of 40 feet.

⁹ 1 foot shall be added at ground level to each required yard for each 3 feet of height by which the structure exceeds 12 feet.

¹⁰ On Decoto Road, the front yard setback shall be 20 feet from the property line.

Source: Union City Zoning Ordinance, April 2014.

Zoning for a Variety of Housing Types

State Housing Element Law (Government Code Section 65583(c) (1) and 65583.2(c)) requires that local governments analyze the availability of sites that will “facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobile homes, housing for agricultural employees, supportive housing, single-room occupancy units (SROs), emergency shelters, and transitional housing.” This section discusses relevant regulations that govern the development of the types of housing listed above as required by Government Code Section 65583(a) (3).

Multifamily Housing

Multifamily units are permitted uses in all 3 RM districts: RM 3500, RM2500, and RM 1500. RM 3500 and RM2500 allow for lot coverage of 40 percent with maximum height of 30 feet, or up to 2 stories. RM 1500 allows for heights up to 75 feet, or 3 to 4 stories. Single family houses are not permitted in RM districts, since the minimum dwelling units per site is 2. The RM districts do not present any potential constraint to the development of multifamily housing.

Manufactured Housing and Mobile Homes

Sections 65852.3 and 65852.4 of the California Government Code specify that a jurisdiction shall allow the installation of manufactured homes on a foundation on all “lots zoned for conventional single family residential dwellings.” Except for architectural requirements, the jurisdiction is only allowed to “subject the manufactured home and the lot on which it is placed to the same development standards to which a conventional single family residential dwelling on the same lot would be subject.” The architectural requirements are limited to width, floor height, façade, roof overhang, roofing material, and siding material.

The only two exceptions that local jurisdiction are allowed to make to the manufactured home siting provisions are if: 1) there is more than 10 years difference between the date of manufacture of the manufactured home and the date of the application for the issuance of an installation permit; or 2) if the site is listed on the National Register of Historic Places and regulated by a legislative body pursuant to Government Code Section 37361.

Union City Municipal Code (Section 18.32.020) permits manufactured homes or mobile homes in RS (i.e., RS 10000, RS8000, RS7000, RS6000, RS4500, RS5000) districts as the sole principal residence, but the unit must be provided with a continuous concrete foundation, permanent utility connections, and conform to all applicable building, plumbing, and electrical and fire codes. Union City’s Municipal Code is consistent with State law and provides for the construction of manufactured homes or mobile homes.

Mobile Home Parks

Section 65852.7 of the California Government Code specifies that mobile home parks shall be a permitted use on “all land planned and zoned for residential land use.” However, local jurisdictions are allowed to require use permits for mobile home parks.

Where requirements for manufactured homes or mobile homes are covered in Title 18 of the Municipal Code, mobile home park requirements are detailed in Title 16 of the Municipal Code. Union City’s

Municipal Code allows mobile home parks in any residential or agricultural districts with the granting of a use permit. The minimum site area for a mobile home park development is 20 acres.

Housing for Farmworkers

The provisions of Section 17020 (*et seq.*) of the California Health and Safety Code relating to employee housing and labor camps supersede any ordinance or regulations enacted by local governments. Such housing is allowed in all jurisdictions in California pursuant to the regulations set forth in Section 17020. Section 17021.5(b) states, for example:

“Any employee housing providing accommodations for six or fewer employees shall be deemed a single family structure with a residential land use designation for the purposes of this section. For the purpose of all local ordinances, employee housing shall not be included within the definition of a boarding house, rooming house, hotel, dormitory, or other similar term that implies that the employee housing is a business run for profit or differs in any other way from a family dwelling. No conditional use permit, zoning variance, or other zoning clearance shall be required of employee housing that serves six or fewer employees that is not required of a family dwelling of the same type in the same zone.”

Section 17021.6, concerning farmworker housing, states that:

“No conditional use permit, zoning variance, or other zoning clearance shall be required of employee housing that serves 12 or fewer employees and is not required of any other agricultural activity in the same zone.”

SB 1802 (2006) amended Section 17021.6 of the Health and Safety Code to provide that group housing for 36 or fewer farmworkers does not require a conditional use permit or public hearing. Union City’s Municipal Code does not specifically prohibit or constrain the provision of farm labor housing. Farm labor and employee housing is treated like any other single family home or group housing project, depending on the type of development. Ranch and farm dwellings appurtenant to a principal agricultural use are permitted in the Agricultural (A) district. Minimum requirements include: lot size (20 acres); lot width (300 ft.); front yard (25 ft.); side yard (15 ft.); and rear yard (35 ft.). The absence of regulations for farmworker housing does not act as a constraint to its production.

Emergency Shelters, Transitional Housing, Supportive Housing, and Other Group Living

Emergency Shelters

SB 2, passed in 2007 and in effect as of January 1, 2008, amended State Housing law (California Government Code Sections 65582, 65583, and 65589.5) regarding shelter for homeless persons. This legislation requires local jurisdictions to strengthen provisions for addressing the housing needs of homeless persons, including the identification of a zone or zones where emergency shelters are allowed as a permitted use without a conditional use permit.

Emergency shelters “may only be subject to those development and management standards that apply to residential or commercial development within the same zone” along with a list of exceptions that may be made. Local governments that already have one or more emergency shelters within their jurisdiction or “pursuant to a multijurisdictional agreement” that accommodates that jurisdiction’s need for emergency

shelter are only required to identify a zone or zones where new emergency shelters are allowed with a conditional use permit.

The City amended its Zoning Ordinance in 2014 to comply with State law. The Union City Municipal Code defines emergency shelters as:

“a publicly or privately operated housing facility maintained to provide supervised temporary, short-term residence for homeless individuals or families offering programs that provide counseling, social services, and case management, either on or off site. No facility shall be used for more than six months by any individual or family.”

The City allows emergency shelters in the Private Institutional (PI) zone by right. In addition to the development standards in the underlying zoning district, the following standards apply to emergency shelters:

1. Facility shall comply with applicable Federal, State, and local licensing standards and requirements for any program incidental to the emergency shelter.
2. Facility shall comply with applicable State and local uniform housing and building code requirements.
3. On-site management shall be provided at all times.
4. On-site security shall be provided during all hours when the shelter is open.
5. Exterior lighting shall be provided on pedestrian pathways and parking lot areas on the property. Lighting shall reflect away from residential areas and public streets.
6. Secure areas for personal property shall be provided.
7. Emergency shelters shall not exceed 20 beds.
8. The maximum term for people staying at an emergency shelter is 6 months in a consecutive 12-month period.
9. A minimum of one parking space for each six beds at maximum capacity. Plus one parking space for each two employees shall be provided.
10. A facility management plan shall be submitted by the operator of the emergency shelter and approved by the Economic and Community Development Department prior to establishment of the use that addresses: management experience, good neighbor issues, transportation, client supervision, client services, and food services. The plan shall include a floor plan that demonstrates compliance with the physical standards of this section. The operator of the emergency shelter shall submit a statement on an annual basis (measured from the date of the original establishment of the use), that the facility is operating in compliance with the approved management plan or shall submit an updated management plan, for review and approval by the Economic and Community Development Department, that reflects any changes from the approved version. The City Council may establish a fee by resolution, to cover the administrative cost of review of the required management plan.

The PI district also allows, with a conditional approval, other similar uses such as churches, private educational facilities, private nonprofit and service organizations, and continuing care retirement communities. Development regulations allow for minimum building size of 15,000 square feet, 60 percent

lot coverage, and building heights up to 35 ft. (or 50 feet with a use permit). As shown in Table 5-45, currently (2014), there are three sites of PI vacant land totaling 191 acres, much more than necessary to provide an emergency shelter. The largest site, which is adjacent to the Acacia Creek assisted living facility, would likely be subdivided to provide a smaller lot size for development of an emergency shelter. The minimum lot size in the PI district is 15,000 square feet.

TABLE 5-45 VACANT LAND IN PI DISTRICT Union City 2014		
APN	Description	Acreage
87-31-3-4	Off Mission Blvd near Acacia Creek Masonic	185.8
87-11-18-3 and part of 87-11-15-14	Between Quarry Lakes Drive and Alvarado Niles Blvd, perpendicular to Silver St.	5.4
486-3-34-4	Bordered on three sides by Million Blvd., E St., and 2nd St.	0.4
Total		191.6

Source: Mintier Harnish, 2014.

Existing religious facilities throughout the city on non-vacant PI sites could also accommodate an emergency shelter. There are over 10 religious facilities on lands with a PI Zoning designation in Union City. Some provide schools, some have larger parking lots, and some have a venue available for rent. Emergency shelters are often provided in connection with religious institutions. The existing institutions within the city located on property with a PI Zoning designation would be allowed to accommodate an emergency shelter by-right.

Transitional Housing

Transitional housing is designed to assist homeless individuals and families in moving beyond emergency shelter to permanent housing. California Health and Safety Code Section 50675.2(h) defines “transitional housing” as:

“buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months.”

SB 2 added specific new requirements for local governments to meet in terms of planning for transitional facilities. Government Code Section 65583(a) (5) states that “transitional housing and supportive housing shall be considered a residential use of property and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone.”

The City amended its Municipal Code in 2014 to define transitional housing as:

“rental housing operated under the Multifamily Housing Program, as described in Section 50675 ct. al. of the Health and Safety Code, that calls for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined point in time, which shall be no less than six months and in no case more than two years. Transitional housing units are residential uses subject only to those requirements and restrictions that apply to other residential uses of the same type in the same zone.”

The City removed the requirement for a use permit for transitional housing. The City now complies with State law regarding transitional housing.

Supportive Housing

Supportive housing is permanent rental housing linked to a range of support services designed to enable residents to maintain stable housing and lead fuller lives. Typically a part of the housing is targeted to people who have risk factors such as homelessness, or health challenges, such as mental illness or substance addiction. Supportive housing comes in all shapes and sizes. It could be a renovated motel offering furnished single-room occupancy (SRO) apartments; a multifamily development where tenants with disabilities live alongside other families with low incomes; a small, more service-intensive building; or scattered-site apartments. Whatever the configuration, all of the housing allows tenants to access support services that enable them to live as independently as possible.

California Health and Safety Code Section 53260(c) defines “supportive housing” as:

“housing with no limit on length of stay, that is occupied by the target population, and that is linked to onsite or offsite services that assist the tenant to retain the housing, improve his or her health status, maximize their ability to live and, when possible, to work in the community. This housing may include apartments, single-room occupancy residences, or single family homes.”

The City updated its Municipal Code in 2014 to define supportive housing as

“housing with no limit on length of stay, that is occupied by a target population, as defined by State law, that is linked to onsite or offsite services that assist the supportive housing resident in retaining the housing, improve his or her health status, and/or maximizing his or her ability to live and, when possible, to work in the community. Supportive housing units are residential uses subject only to those requirements and restrictions that apply to other residential uses of the same zone.”

The City now complies with State law regarding supportive housing.

Secondary Dwelling Units

A secondary dwelling unit is an additional self-contained living unit, either attached to or detached from the primary residential unit on a single lot. The unit typically has cooking, eating, sleeping, and full sanitation facilities. Secondary dwelling units can be an important source of affordable housing since they can be constructed relatively cheaply and have no associated land costs. Secondary dwelling units can also provide supplemental income to the homeowner, allowing the elderly to remain in their homes or moderate-income families to afford houses.

To encourage establishment of secondary dwelling units on existing developed lots, State law requires cities and counties to either adopt an ordinance based on standards set out in the law authorizing creation of secondary dwelling units in residentially-zoned areas, or where no ordinance has been adopted, to allow secondary dwelling units on lots zoned for single family or multifamily use that contain an existing single family unit subject to ministerial approval (“by right”) if they meet standards set out by law. Local governments are precluded from totally prohibiting secondary dwelling units in residentially-zoned areas unless they make specific findings (Government Code, Section 65852.2).

In Union City secondary dwelling units are permitted within all single family residential districts (i.e., RS 10000, RS 8000, RS7000, RS6000, RS4500, R 5000), subject to following criteria:

- Only one secondary dwelling unit is allowed per parcel;
- The unit must be located within the area of the lot allowed for the principal dwelling units and conform to required yard setbacks of the zoning district (with a few exceptions);
- The floor area of the secondary dwelling unit must generally be between 275 and 800 square feet;
- The secondary dwelling unit must be clearly subordinate to and compatible with the principal dwelling unit;
- The unit shall contain no more than 25 percent of the floor area of the principal unit before the conversion to allow the proposed secondary unit;
- The unit can be either attached or detached to the principal dwelling; and
- Within the 511 Area District, secondary dwelling units are allowed in R3-6, R3-10, R5-10, and R7-10 districts.

There are no provisions in the Zoning Ordinance that are a constraint to the creation of secondary dwelling units. Prior to the recession, the City had begun to see new developments incorporate secondary dwelling units in the design of primary units. While there have been very few secondary dwelling units built since 2008, there has recently been an increase in inquiries and applications for second units.

Single-Room Occupancy Units

Single-room occupancy (SRO) units can provide affordable private housing for lower-income individuals, seniors, and persons with disabilities. An SRO unit is usually small, between 200 to 350 square feet. These units can serve as an entry point into the housing market for formerly homeless people.

The City updated its Municipal Code in 2014. SROs fall under the definition of “lodging rooming house.” As defined by the Municipal Code: “a “lodging rooming house” is a building other than a hotel where lodging is provided for three (3) or more persons for compensation pursuant to previous arrangements but not open to the public or transients. This definition also encompasses Single Room Occupancy (SRO) housing.” A lodging rooming house is permitted in RM 1500.

Design Review

Review of a project’s design can potentially be a major constraint to the supply of new housing. Usually design review pays special attention to areas within the city that have high historical, architectural, and/or cultural value. The design review process allows decision-makers to hold projects to certain design standards that are intended to preserve and enhance community character. The City reviews the design of new projects through the site development review and administrative site development review processes. Site Development Review applications are decided on by the City Council with the Planning Commission functioning as a recommending body. Administrative Site Development applications are decided on by the Planning Commission or the Zoning Administrator.

The City does not have a separate design or architectural review committee that would place additional conditions on residential projects beyond that of the standard development review processes.

Site Development Review and Administrative Site Development Review

Site development review approval is required for construction of multi-unit or multifamily developments. Administrative site development review approval is required for the construction of individual single-family residences including secondary dwelling units. Union City provides a unique opportunity for applicants to have applications reviewed prior to the formal submittal process, which is referred to as a “preliminary application process.”

This process allows applicants to submit a preliminary application package for feedback on site design, improvements, and other relevant regulations. Since this process saves applicants time and money, and improves the quality of the formal applications submittal packages, thereby reducing City staff time required for review, it does not act as a constraint to the development of housing and facilitates a streamlined development review process. Figure 5-14 shows a flyer that the City publishes to clearly describe the development review process to project applicants.

Chapter 18.76, Site Development Review, of the Union City Municipal Code requires that specific findings be made by the City Council in order to approve a Site Development Review application. These findings include:

- Consistency with the General Plan and any applicable specific plans;
- Consistency with the purposes of Title 18 (i.e. Zoning Ordinance) and the requirements of the district in which the site is located; and
- Consistency with the purpose of Site Development Review as outlined in Section 18.76.010 of the Union City Municipal Code.

Site Development Review is limited to the physical aspects of the development and does not grant the City discretion over the use itself. The intent is to ensure proposed development is consistent with the General Plan and Zoning Ordinance requirements. In conducting Site Development Review, the City uses design criteria for residential development, which are listed in Chapter 18.32, Residential Districts, of the Union City Municipal Code. The design criteria require all residential development to be articulated on all elevations. A higher degree of articulation must be provided on the front elevation defined as the elevation that faces the front property line and includes the main entry point to the residence. City staff estimates that 90 to 95 percent of Site Development Review or Administrative Site Development review applications are approved.

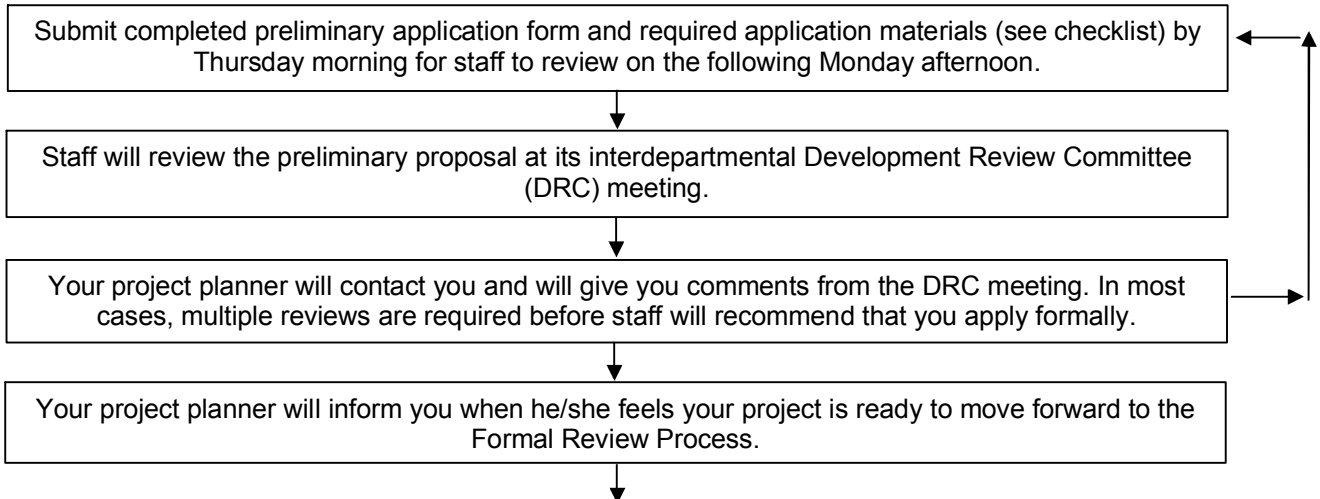


**Economic and Community
Development Department**
34009 Alvarado-Niles Road
Union City, California 94587
Phone No. (510) 675-5319
FAX No. (510) 475-7318

DEVELOPMENT REVIEW PROCESS

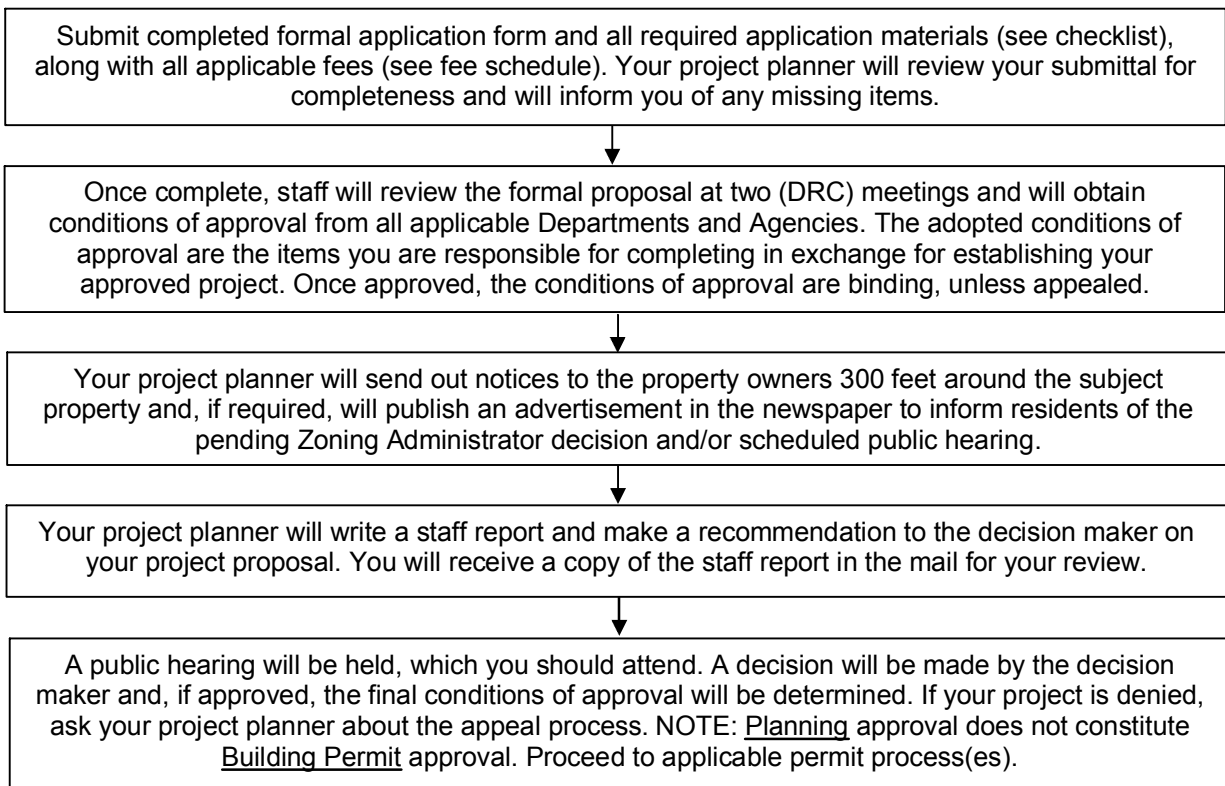
PRELIMINARY REVIEW

The Preliminary Review Process is a free review in which department representatives look over your project proposal and suggest changes that are geared towards helping you develop an approvable project.



FORMAL REVIEW

The Formal Review Process is the review in which the decision maker (Zoning Administrator, Planning Commission, and/or City Council) takes an action (approval or denial) on your project proposal.



PUBLIC WORKS AND BUILDING PERMITS

Public Works Department: (510) 675-5305 or (510) 675-5308
Building Department: (510) 675-5313

BUSINESS LICENSES

Finance Department: (510) 675-5343

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Open Space Requirements

The City has a policy in the General Plan that sets park standards. The policy requires, “three acres for each 1,000 residents to be devoted to neighborhood and community park and recreation purposes.” This standard is not excessive and is typical of many jurisdictions in the Bay Area.

The Zoning Ordinance requires that units in the RM districts have a usable open space/landscaped area of at least 300 square feet per unit and must meet the following criteria outlined in Section 18.32.115 of the Zoning Ordinance:

1. The usable open space can be common space accessible to more than one dwelling unit or may be private space for the exclusive use of individual units.
2. At least one-half of the required space must be provided at ground level exclusive of front yard setback areas, and not more than one-half of the requirement may be satisfied by balconies or roof decks.
3. Each square foot of private open space can be considered equivalent to two square feet of common space, and may be so substituted, except in the RM 3500 district where one foot can be considered equivalent to one- and-one-half square feet of common space.
4. Common usable open space must have a minimum area of 300 square feet.
5. Private usable open space at ground level must have a minimum area of 150 square feet.
6. Open space located in parking area, driveway, or service area or space with a slope greater than 10 percent is not counted.

In addition to the open space required per unit, there are requirements for multi developments.

- Projects located in the RM 2500 and RM 3500 districts are required to provide landscaped areas in at least 40 percent of the total site area.
- Projects located in the RM 1500 district must provide at least 25 percent of the site area as landscaped.
- Residential Projects in the CSMU district are required to provide 25 percent of the area as common open space.
- For condominiums, private outdoor space must also be provided for each unit, as follows:
 - First floor unit: 120 square feet, fenced patio
 - Units above first floor: 60 square feet of fenced balcony
 - 25 percent of the site area devoted to common open space

These standards are typical of many jurisdictions in the Bay Area and would not significantly reduce the affordability of multifamily housing units.

Affordable Housing Ordinance

In May 2001 the City Council adopted the Affordable Housing Ordinance to ensure that all residential development provides a range of housing opportunities for all identifiable economic segments of the community. The goals of the ordinance are as follows:

- Enhance the public welfare by ensuring that future residential developments contribute to the attainment of the affordable housing goals set forth in the Housing Element's Policy Document;
- Increase the production of residential units in Union City that are affordable to households of very low-, low-, and moderate-income;
- Facilitate a cooperative effort between Union City and the housing development community for the provision of affordable housing to all economic segments of the community; and
- Ensure that units affordable to households of very low-, low-, and moderate-income are distributed throughout the City's various neighborhoods.

The following are the major requirements of the ordinance:

- All new housing developments in the city consisting of seven or more units, must make 15 percent of those units available to and affordable to very low-, low- and moderate-income households;
- Housing developments consisting of six units or less may pay a proportional in-lieu fee for their housing requirement rather than producing the affordable units;
- Any tentative map, use permit, or site development permit approving residential construction projects over seven units shall contain conditions sufficient to ensure the affordable units are included;
- All affordable units in a project or phase of a project shall be constructed concurrently with non-affordable units;
- All affordable units shall reflect the range of numbers of bedrooms provided in the project as a whole, and shall not be distinguished by exterior design, construction, or materials;
- When affordable housing units are required in single family developments, duplexes may be built on corner lots in the development. If a single family residential development does include corner lot duplexes, no more than 50 percent of the affordable housing requirement for that project can be satisfied with the use of duplex units;
- The City Council, at its discretion, may waive the requirements of this ordinance if there are unusual development costs with the property (e.g., environmental contamination) that would otherwise prevent the project from proceeding;
- Under certain specified conditions, housing development applicants can provide the units off-site (not physically contiguous to the development); and
- All residential developments providing affordable units pursuant to the requirements of the Affordable Housing Ordinance shall receive "priority processing" by which housing developments shall be reviewed and checked for all required City permit and other approvals in advance of other pending developments.

As a result of the ordinance, 312 affordable housing units for very low-, low-, and moderate-income households have been built, as shown in Table 5-46. In 2006 the City amended the ordinance to be even more flexible in the allowance of in-lieu fees and encouraging public/private partnerships to develop

affordable housing. Overall, the ordinance has proven to be a major component in the development of affordable housing in Union City.

TABLE 5-46 INCLUSIONARY UNITS AS OF JANUARY 2014 Union City 2001 to 2014					
Development	Extremely Low	Very Low	Low	Moderate	Total Affordable
Summerhill Homes	-	-	4	24	28
KB Homes	-	-	-	28	28
Wildrose	-	-	1	9	10
Ponderosa Cove II	-	1	2	3	6
Ivywood	-	-	1	2	3
Pan Cal	-	-	-	2	2
Pinn Bros/UCB	-	-	1	3	4
Norcal/7 th Street	-	-	-	8	8
5 th Street Scattered Sites	-	-	-	4	4
Avalon Bay, 24 Union	-	20	46	-	66
Station Center	23	132	-	-	155
TOTAL	23	153	55	83	314

Source: Union City, January 2014.

The City has used the general guidelines mentioned above with developers prior to the adoption of the Affordable Housing Ordinance without creating constraints to those projects. Furthermore, since the adoption of the ordinance, the City has been working with developers to implement the requirements of the ordinance without any undue concerns/problems. Therefore, the Affordable Housing Ordinance is not expected to serve as a constraint to new residential development within Union City.

There is one provision of the Affordable Housing Ordinance that needs to be updated in response to a recent court case that determined inclusionary units are to be counted as qualifying units for the density bonus ordinance. The City's Affordable Housing Ordinance currently excludes them. The Housing Element includes a program to update the Affordable Housing Ordinance to allow inclusionary units to be counted for the purposes of the density bonus ordinance.

Permit Processing Times

The minimum amount of time for processing permits is established by requirements for environmental review, public notice, and by the meetings of the Planning Commission and City Council. While there is little room for processing permits any faster than the City already does, the current practice of automatic review of some Planning Commission permit decisions by the City Council does add several weeks to the total permit processing time. This practice is atypical of cities the size of Union City. Ultimately, the maximum amount of time for processing residential development permits is set by State law (California Government Code 65920 et. seq.). Some of the average times have increased by three to six months due to infill complexity and extra notification of State requirements.

Table 5-47 summarizes the average time required for Union City to process development permits.

TABLE 5-47 AVERAGE PERMIT PROCESSING TIME Union City 2008	
Type of Permit	Average Time¹
General Plan Amendment	12 months
Rezone	6 months
Tentative Tract Map	9 months
Tentative Parcel Map	3-6 months
Site Development Review	6 months
Admin. Site Development Review	6-8 weeks
Variance	2-3 months
Use Permit	2-3 months

¹ Assumes a negative declaration or categorical exemption is processed concurrently. An estimated additional twelve months would be necessary if an environmental impact report is required.

Source: Union City, Economic and Community Development Department, 2014.

The processing time needed to obtain development permits and required approvals varies depending on the scope of the project. Smaller projects typically require less time than larger projects. The City strives to keep its permit procedures streamlined and processing times minimal. The Administrative Site Development Reviews are generally completed in a reasonable time frame of six to eight weeks and is not a significant constraint. Variance or Use Permits are generally completed in a reasonable time frame of three to six months and are not a significant constraint.

Permit Fees and Exactions

Housing construction imposes short- and long-term costs on communities. Short-term costs include the cost of providing planning services and inspections. New residential developments can also result in significant long-term costs relating to the maintenance and improvement of the City's infrastructure, facilities, parks, and streets. To offset these community costs, the City collects various fees from developers. These include fees for planning and zoning approvals, subdivision map act approvals, environmental review, plan check services, and building permits, among others.

Permit and inspection fees charged by the City are updated on a regular basis. Table 5-48 shows planning fees commonly required for development based on level review. Union City's fees are comparable to surrounding jurisdictions and do not present a constraint to the construction of affordable housing.

TABLE 5-48 PLANNING FEE SCHEDULE Union City 2014	
Fee	Cost
Administrative Site Development Review and Site Development Review	\$561
Site Development Review – All Others	\$5,282 + \$471 (per acre over one acre) + \$172 (per unit for all multifamily projects).
Tentative Parcel Map	\$2,559
Tentative Tract Map	\$7,362 + \$159 (per lot over five lots) Maximum \$15,790
Negative Declaration (Unmitigated)	\$401 + Consultant Cost + 64%
Negative Declaration (Mitigated)	\$2,239 + Consultant Cost + 64%
Environmental Impact Report	Consultant Cost + 64%
Zoning Text Amendment	\$1,597
Zoning Map Amendment	\$5,442
General Plan Amendment	\$7,203 (up to five acres) + \$639 (each additional acre) Maximum \$15,790
Variance	\$1,360
Use Permit (Residential districts including day care facilities for 12 or fewer children)	\$958
Administrative Use Permit	\$561
Appeals	\$561

Source: Union City Economic and Community Development Department, January 2014.

Residential Development Fees

The City also collects impact fees to cover the costs of providing the necessary services and infrastructure related to new development projects. Since the passage of Proposition 13 in 1978, local governments in California have come to rely increasingly on impact and connection fees to finance infrastructure. Union City charges several fees on residential development at the building permit stage, as shown in Table 5-49. The estimated residential development fees for a single family three-bedroom, two-bathroom house of 2,000 square feet are approximately \$34,204. Compared to the per unit fees for a multifamily unit (\$28,864), there are significant cost savings for multifamily residential development. The City is able to provide services at a lower per unit cost for higher-density projects based on the internal cost savings for services such as water system connections, which are more economical for larger projects.

The fees listed in Table 5-49 are typical of communities of similar size and situation.

**TABLE 5-49
RESIDENTIAL DEVELOPMENT FEES**

Union City
2013

Fee	Cost	Estimated Fees	
		Single Family ¹	Multifamily (per unit) ²
City Fees			
Traffic Signalization	\$1,569 per unit (single family); \$1,255 per unit (multifamily); \$879 per unit (mobile home)	\$1,569	\$1,255
Fire Equipment Acquisition	\$1.40 per sq. ft. of occupied space above second story	--	\$1,190
Capital Facilities Fee		\$12,231	\$8,624
Facilities Connection Charge and Facilities Reimbursement Charge	\$6,805 per unit (single family); \$5,447 per unit (multifamily)	\$6,805	\$5,447
Park Land Dedication ³	Varies based on dwelling units per acre, total acres, and fair market value.	--	--
Subtotal		\$20,605	\$16,516
Other Fees			
School Mitigation ⁴	\$3.27 per sq. ft.	\$6,540	\$2,780
PG&E ⁵	\$5,000 per unit	\$5,000	\$5,000
Domestic Wastewater ⁶	\$5,329.20 (for single family unit less than or equal to 4,500 square feet) \$4,567.89 per unit (multifamily)	\$5,329	\$4,568
Subtotal		\$13,599	\$12,348
Total per Unit		\$34,204	\$28,864

¹ Assumes a single story 3-bedroom 2-bathroom, single family house of 2,000 square feet on 0.25 acres.

² Assumes 30 units with an average of 850 square feet in a 3-story multifamily building on 1 acre.

³ The City complies with the Quimby Act for park land dedication.

⁴ These fees are established and used by the New Haven Unified School District.

⁵ There are many variables related to these costs, including whether the electricity is put in overhead or underground, and the distance from the hookup lines to the residential facility. PG&E could not supply a precise average cost, but stated that \$5,000 for gas and electricity combined could be considered a conservative average price. Looking at a range of prices, PG&E stated that \$13,000 dollars (including a 34 percent tax for franchise) was charged for an electricity hookup alone, that needed to be hooked up across the street and underground, while a lower price of \$1,500 to \$3,000 could be the combined charge for electrical and gas hookup where the distance to the hookup is short. PG&E estimated that 75 percent of projects requiring new gas service cost between \$1,000 and \$6,000 and 75 percent of projects requiring new electric overhead service cost between \$1,000 and \$5,000. The fee for putting in a meter costs \$50.

⁶ Union Sanitary District connection fees.

Sources: New Haven Unified School District, Union Sanitary District, PG&E, Union City Economic and Community Development Department, January 2013.

As previously stated, development impact fees for a single family unit can total over \$34,204. This is 8.3 percent of the estimated total development costs. For a multifamily development project, impact fees can total over \$28,864, which is 11.7 percent of estimated total development costs.

The City has investigated the implications of revising their standards to allow for deviations that might reduce the cost of residential development. It concluded that such deviations might compromise City efforts to assure the continued improvement of the quality of development within the city. It is the City's opinion that its development fees and standards do not constitute an unreasonable or unnecessary constraint on housing production.

On- and Off-Site Development Standards

The City requires certain public improvements for residential subdivisions. In 1976 the City adopted these standards to ensure that minimum levels of design and construction quality are maintained and adequate levels of street and facility improvements are provided. Title 17.32 of the Municipal Code describes the public improvements that must be agreed to prior to acceptance and approval of the final subdivision map, as follows:

- Street grading, installation of curbs and gutters, provisions for drainage and construction of drainage structures necessary to the proper use and drainage of the streets and/or to the public safety and convenience;
- Paving of streets and alleys as required;
- Installation of sidewalks as required;
- Provision for a water system with mains of sufficient size and having a sufficient number of outlets to furnish adequate water supply for each lot of the subdivision in accordance with the standards adopted by the City and with sufficient fire hydrants, gated connections and appurtenances to provide adequate fire protection in accordance with the standards of the Fire Department of the City;
- Sanitary sewer facilities and connections for each lot to a sewage system approved by the City Engineer and the sanitary district concerned;
- An approved type of street lighting system;
- Planting of trees as required;
- Installation of street signs as required;
- Installation of a system of monuments and bench marks approved by the City Engineer;
- The payment of such fees as established by the City Council pursuant to resolution to cover the pro rata share of the cost of traffic signals as required by the City;
- Installation of paths and trails including directional signing.

The City's on- and off-site development standards have been in place since 1976, and do not represent a constraint to the development of housing. In addition to general public improvement standards, the Municipal Code has specific standards for residential streets and parking, as described in the paragraphs below.

Residential Streets

The Union City Municipal Code requires standard improvements for streets; these requirements were originally adopted in 1969 and have been amended most recently in 2008. It enforces standard improvements including: street paving, concrete curbs, gutters, and sidewalks, trails, and pathways, a

development's pro rata share of sanitary sewers, storm drains and catch basins, water mains, fire hydrants, ornamental street lighting, standards with underground wiring, traffic signals, undergrounding of all existing overhead or new utilities, and such other specific improvements. All of these improvements must be constructed and installed in accordance with City specifications and design, under the inspection of and to the approval of the City's Public Works Director. These requirements are similar to other jurisdictions and do not represent a constraint to the development of housing.

Parking

Since off-street parking often requires large amounts of land, parking requirements are one of the development standards that can most negatively impact the development of affordable housing. The cost of land associated with parking, in addition to the costs of construction, paving, and maintenance, drive up the overall cost of development, requiring more funds to assist in the development of affordable housing. Parking standards in some jurisdictions have been arbitrarily established and do not necessarily represent the needs of the people living in the developments. This is especially true for senior and affordable housing developments where occupants are less likely to require more than one parking space.

As shown in Table 5-50, Union City's off-street parking requirements for residential uses vary by number of bedrooms, except units in the RS district, which require two covered spaces regardless of size. Studio and one-bedroom units in the RM district or condominium conversion projects are required to have 1.5 off-street spaces, of which 1 will be covered. Two-bedroom units are required to have two spaces, one must be covered. In condominium conversion projects 1.5 must be covered.

In the CSMU district, parking requirements vary based on ownership or rental units and number of bedrooms. Any rental unit in CSMU must have 1.5 covered stalls per unit, except for affordable development, which can reduce the parking requirement to 1.3 open stalls per unit. Parking requirements for ownership units range from 1.5 covered spaces for studio and one-bedroom units to two covered spaces for two-bedroom units. Given the proximity of the CSMU district to transit, the parking requirements in the CSMU district may be excessive. Staff is in the process of revising the parking standards for the CSMU Zoning District to require one parking space per unit.

The number of parking spaces can be reduced by up to 10 percent by replacing spaces with bicycle parking facilities. Off-street parking can be reduced at a rate of one parking space for each six additional bicycle parking facilities provided. In RM 1500 and RM 2500 zoning districts, a minimum of one bicycle parking facility shall be provided for every three units. Senior housing must provide 0.5 covered parking spaces per bedroom. This requirement can be decreased by the Planning Commission if it is found that the senior housing will not create as great a need for parking.

The Station District has reduced parking standards and mandatory bicycle and motorized cycle parking requirements. Bicycle facilities must be designed and installed in conformance with design criteria, although enclosed storage space for units can incorporate space for bicycles. Parking can also be reduced to one space per unit and the parking in-lieu fee can be used for the construction of a public parking structure.

TABLE 5-50 OFF-STREET PARKING REQUIREMENTS Union City 2014	
	Required Parking Spaces per Unit
Residential Districts	
RS district	2 spaces, both of which will be covered
RM district: 1 bedroom or studio unit ¹	1.5 spaces, 1 of which must be covered
RM district: 2 or more bedrooms ¹	2 spaces, 1 of which must be covered
Condominium Conversion	
1 bedroom or studio unit	1.5 spaces, 1 of which must be covered
2 or more bedroom unit	2 spaces, 1.5 of which must be covered
Station District Mixed Use Commercial²	
Any number of bedrooms (Rental Units)	1.5 covered and enclosed parking stalls per unit, except affordable housing developments may be parked at 1.3 stalls per unit and may not be enclosed
1 bedroom or studio units (Ownership Units)	1.5 covered and enclosed parking stalls
2 or more bedroom (Ownership Units)	2 covered and enclosed parking stalls
Bicycle parking facility	1 facility for every 3 units
Motorized Cycle	1 space per every 25 units
Senior Housing	
Any number of bedrooms	0.5 spaces, covered ³

¹Additional off-street parking spaces must exist to accommodate guest and visitor parking.

²Modification to parking standards in the CSMU district are proposed to lower parking demand to one space per unit.

³Number of spaces may be decreased by the Planning Commission if found that the senior housing will not create as great a need for parking.

Source: Union City Municipal Code, 2014.

SB 1818 imposes statewide parking standards that a jurisdiction must grant upon request from a developer of an affordable housing project that qualifies for a density bonus. When local parking requirements are higher, the statewide parking standards supersede the local requirements. The developer may request these parking standards even if they do not request the density bonus. The parking standards are summarized in Table 5-51. These numbers are the total number of parking spaces including guest parking and handicapped parking.

TABLE 5-51 STATEWIDE PARKING STANDARDS FOR AFFORDABLE HOUSING California 2014	
Number of Bedrooms	Number of On-Site Parking Spaces
0 to 1 bedroom	1
2 to 3 bedrooms	2
4 or more bedrooms	2 ½

Source: Goldfarb & Lipman, LLC., SB 1818 Q & A.

Union City's parking standards are similar to those in other jurisdictions and, therefore, do not represent a development constraint above-and-beyond that of other cities. Additionally, the City offers reduced parking standards in the Station District and as an incentive for providing bicycle facilities. The City's parking requirements do not impose a significant constraint on the production of housing.

Density Bonus

State Density Bonus Law (Government Code Section 65915-65918) requires the city to provide certain incentives to developers that provide affordable or senior housing. Cities and counties are required to grant a density bonus and other incentives or concessions to housing projects that contain one of the following:

- At least 5 percent of the units are restricted to very low-income residents;
- At least 10 percent of the units are restricted to lower-income residents;
- At least 10 percent of the units in a for-sale common interest development are restricted to moderate-income residents;
- The project donates at least one acre of land to the city or county for very low-income units, and the land has the appropriate general plan designation, zoning, permits and approvals, and access to public facilities needed for such housing;
- The project is a senior citizen housing development (no affordable units required); or
- The project is a mobile home park age-restricted to senior citizens (no affordable units required).

The amount of the density bonus is set on a sliding scale, based upon the percentage of affordable units at each income level, with a maximum density bonus of 35 percent for projects that include either 10 percent very low-income units, 20 percent lower-income units, or 40 percent moderate-income units.

In addition to the density bonus, the City is also required to provide at least one incentive or concession to a project that qualifies for the density bonus. An incentive or concession is defined as:

- A reduction in site development standards or a modification of zoning code or architectural design requirements, such as a reduction in setback or minimum square footage requirements; or
- Approval of mixed-use zoning; or
- Other regulatory incentives or concessions which actually result in identifiable and financially sufficient cost reductions.

The number of required incentives or concessions is based on the percentage of affordable units in the project, as follows:

- For projects with at least 5 percent very low-income, 10 percent lower-income, or 10 percent moderate-income units, one incentive or concession is required.
- For projects with at least 10 percent very low-income, 20 percent lower-income, or 20 percent moderate-income units, two incentives or concessions are required.
- For projects with at least 15 percent very low-income, 30 percent lower-income, or 30 percent moderate-income units, three incentives or concessions are required.

Upon the developer's request the City must also allow the parking standards shown above in Table 5-51.

Zoning Section Code 18.33.060, Development Options, contains the City's density bonus regulations. The City allows for density bonus of at least 25 percent and at least one other concession or incentive or other incentives of equivalent financial value to developers of housing developments that reserve at least 10 percent for very-low income households, 20 percent of their units for lower-income households, or 50 percent for qualifying senior citizens. All units developed with the density bonus must be affordable for a minimum of 30 years.

The City's Municipal Code lists more stringent requirements than State law's minimum requirements for the percentage of very low-, low-, and moderate-income units. However, the Municipal Code does not state that the 25 percent density bonus is a maximum. It states that *"the City, upon request, may approve an increase in the number of units permitted in a proposed residential development ...when such an increase in density is consistent with State density bonus law per Section 65915 of the State Government Code"*; however, the City still must decrease the percentage requirements to qualify for a density bonus.

The dwelling units or parcels designated to meet the City's mandatory inclusionary housing requirement (i.e., 15 percent) do not count toward qualifying the proposed development for a density bonus. As described earlier, the Housing Element includes a program to amend the Affordable Housing Ordinance to count inclusionary units toward the Density Bonus Ordinance.

Building Codes and Enforcement

Building codes and their enforcement influence the style, quality, size, and costs of residential development. Such codes can increase the cost of housing and impact the feasibility of rehabilitating older properties that must be upgraded to current code standards. In this manner building codes and their enforcement can act as a constraint on the supply of housing and its affordability.

Building and housing codes establish minimum standards and specifications for structural soundness, safety, and occupancy. The State housing law requires cities and counties to adopt minimum housing standards based on model industry codes. In addition to meeting the requirements of State housing law, local governments enforce other State requirements for fire safety, noise insulation, soils reports, earthquake protection, energy conservation, and access for the physically handicapped. The enforcement of building and housing codes for all homes is per the minimum standards and requirements set forth in the codes listed in Table 5-52. Standards for rehabilitation are no more rigorous than those contained in the California Health and Safety Codes and Uniform Building Codes.

Other amendments to the California Uniform Code include changes in permit fees, violation penalties, the requirement for automatic sprinkler systems, the rules for premises identification, and structural changes with regard to seismic concerns.

Building codes and their enforcement can increase the cost of housing and impact the feasibility of rehabilitating older properties that must be upgraded to existing code standards. In this way building codes and their enforcement can act as a constraint on the amount of housing and its affordability. However, the codes enforced by Union City are similar to cities in the region and are necessary to promote the minimum standards of safety and accessibility to housing (see Table 5-52). Therefore, the codes are not considered to be an undue constraint on housing investment.

**TABLE 5-52
BUILDING AND HOUSING CODES**

Union City
2014

Code Name	Code Date	Remarks
California Building Code	2013	Based on the 2012 International Code.
California Plumbing Code	2013	Based on 2012 Uniform Plumbing Code.
Uniform Code For Abatement of Dangerous Buildings	1997	Published by the International Conference of Building Officials.
Uniform Fire Code	2013	Based on the 2012 International Code.
California Electrical Code	2013	Based on 2011 National Electrical Codes.
California Mechanical Code	2013	Based on 2012 Uniform Mechanical Codes.
Uniform Housing Code	1997	Adopted without modifications.
California Residential Code	2013	Based on the 2012 International Residential Code.
California Green Building Standards Code	2013	Published by the California Building Standards Commission.

Source: Union City, Economic and Community Development Department, April 2014.

In some cases energy conservation requirements may increase construction costs and, therefore, the initial sales prices and cost of rent. However, these increased costs are often offset by the long-term reductions in the utilities component of housing operation costs. Accessibility modifications may also increase initial sales prices and rents, but will help address the housing needs of elderly and handicapped persons.

Potential Non-Governmental Constraints

The availability and cost of housing is strongly influenced by market forces over which local governments have little or no control. Nonetheless, State law requires that housing elements contain a general assessment of these constraints, which can serve as the basis for actions to offset their effects. This section describes primary non-governmental constraints to the development of new housing in Union City.

Financing Costs

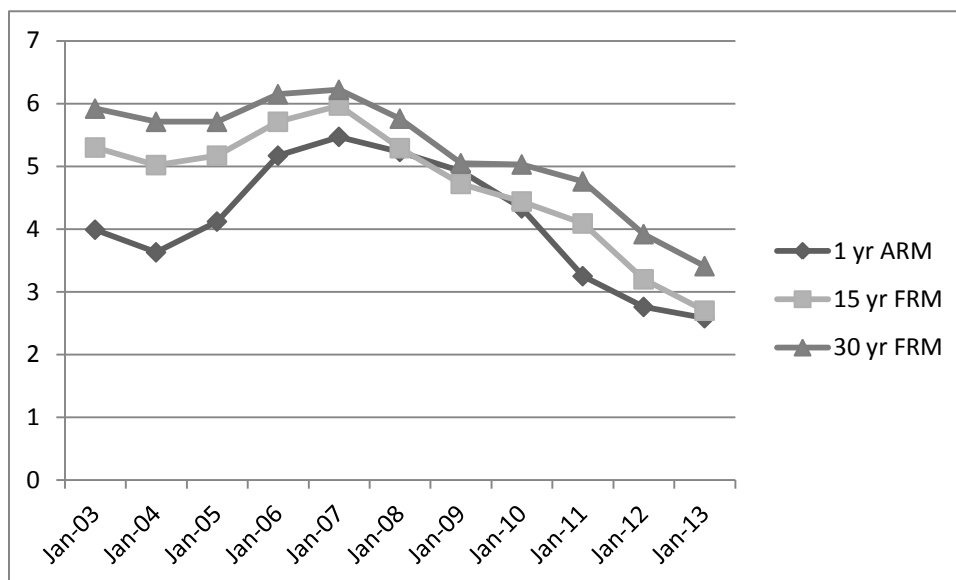
Mortgage interest rates have a large influence over the affordability of housing. Higher interest rates increase a homebuyer's monthly payment and decrease the range of housing that a household can afford. Lower interest rates result in a lower cost and lower monthly payments for the homebuyer. Besides lowering monthly interest payments for new buyers, lower interest rates allow existing homeowners to refinance their homes, thereby lowering monthly housing costs and perhaps preserving their ownership status. When interest rates rise, the market typically compensates by decreasing housing prices. Similarly, when interest rates decrease, housing prices begin to rise. There is often a lag in the market, causing housing prices to remain high when interest rates rise until the market catches up. Lower-income households often find it most difficult to purchase a home during this time period.

As shown in Figure 9-7, mortgage rates decreased from 2007, hitting a historic low in 2013 of 3.41 percent for a 30-year fixed-rate mortgage. In 2013 interest rates started to increase; but still remain historically low as of 2014. The mortgage banking crisis that began in 2008 affected the availability of

construction financing and mortgage loans. Lenders that had once offered mortgage loans more freely became much more restrictive after 2008. Lenders required down payments of 20 percent and credit scores higher than 680 to receive competitive interest rates. These restrictions placed homeownership out of reach for many, though in 2013 lenders began to ease the qualifications required for a competitive mortgage rate. As the economy continues its slow recovery, lenders may continue to make mortgage loans more accessible, although they may never be as easy to obtain as they were prior to 2008.

FIGURE 9-7 MORTGAGE RATES

January 2003-January 2013



Notes: Mortgage Rates:

ARM-Adjustable Rate Mortgage

FRM- Fixed Rate Mortgage

Source: Freddie Mac Primary Mortgage Market Survey, January 2014.

Development Costs

Development costs differ for every project based on location, land cost, site improvement costs, fees, construction costs, and labor rates. The following paragraphs describe some of these costs in greater detail.

Land Costs

There is a shortage of residential land available in Union City. Depending on the location, environmental constraints, development potential, and access, raw land in Union City ranged in price in 2009 from \$400,000 per acre to \$1.8 million per acre. In July 2014 only three sites were available on trulia.com: a 5.79 acre lot zoned for RS-6000-H for \$1.5 million, a 0.46 acre lot zoned RS-6000 for \$499,000, and a 0.5 acre parcel zoned CN for \$1.1 million. Cost per acre for these three sites ranged from \$258,895 to \$2.2 million.

Land in Alameda County can be used as a price comparison. There were a total of 42 lots for sale on landandfarm.com that were available for residential use ranging from 0.1 acres to 147 acres. Costs ranged from \$69,000 to \$7,990,000 (average cost \$1,735,628), for an average cost per acre of \$1,047,570.

The cost of land is a major factor in the cost of housing. The land cost per developed unit can be lowered through the development of high-density housing. Costs associated with the acquisition of land include both the market price of raw land and the cost of holding the property throughout the development process. Land acquisition costs can account for over half of the final sales price of new homes in small developments and in areas where land is scarce.

Site Improvement Costs

Upon securing raw land, a residential developer must make certain site improvements to “finish” the lot before a home can actually be built on the property. Many of these costs are associated with development impact fees required by the City (see Table 5-49), but also include such improvements as connections to existing utility systems, rough grading, construction of streets, installation of water and sewer lines, and construction of curbs, gutters, and sidewalks. Site improvement costs in Union City were estimated to be around \$32,000 per unit for a multifamily complex. According to a local affordable housing developer, the City pro-actively works with developers interested in constructing affordable housing to bridge the funding gap.

Construction Costs

Housing construction costs can act as a constraint to the affordability of new housing. However, the cost of construction varies with the type, size, location, and amenities of the development. Entry-level homes have fewer amenities than other higher priced units. The costs of constructing housing in the Bay Area are generally high. Costs are further compounded for affordable housing developers because they are required by State law to pay “prevailing wages.” A local affordable housing developer stated in 2009 that affordable units can cost from \$245 to \$260 per square foot to construct.

In 2013 RS Means (a reliable published source for construction industry costs) estimated that the hard construction costs in the Oakland area could total \$135 per square foot for typical four- to seven-story multifamily residential construction and \$114 per square foot for one- and two-family residential construction. This equals a rough estimate of \$135,000 for a 1,000 square foot apartment and \$228,000 for a 2,000 square foot single family home.

However, these costs do not include the costs of structure parking for high-density developments, such as transit-oriented development. According to Carl Walker Inc., an engineering and parking consulting firm, the median construction cost for a new parking structure in March 2014 was about \$18,000 per space or \$54.05 per square foot. This can significantly affect the price of constructing new developments. For example, the recent Station Center Family Housing development, which included structured parking, cost \$415,924 per unit to construct.

Because construction costs are similar in the city to those in other Bay Area cities, the cost of construction is not considered a major constraint to housing production.

Total Development Costs

Table 5-53 shows a rough estimate of the total development cost for a 2,000 square foot single family home on a 5,000 square foot lot in Union City. Based on the assumptions below, a typical home would cost an estimated \$414,448 to build, including land costs, construction costs, site improvements, and impact fees.

TABLE 5-53 ESTIMATED SINGLE FAMILY HOUSING DEVELOPMENT COSTS¹ Union City 2014	
Type of Cost	Amount (Per Unit)
Land Costs ²	\$120,244
Site Improvement Costs	\$32,000
Construction Costs ³	\$228,000
Development Impact Fees ⁴	\$34,204
Total Development Costs	\$414,448

¹ Assumes a 2,000 square foot single-family home built on a 5,000 square foot lot

² Assumes an average cost of \$1,047,570 per acre, based on June 2014 listings in Alameda County

³ Assumes \$114 per square foot construction costs

⁴ See Table 5-49

Source: Mintier Harnish, City of Union City, 2014

Table 5-54 shows a rough estimate of the total development cost for an 800 square foot unit in a small multifamily development in Union City. Based on the assumptions below, a multifamily unit would cost an estimated \$247,658 to build, including land and construction costs, site improvements, and impact fees.

TABLE 5-54 ESTIMATED MULTIFAMILY HOUSING DEVELOPMENT COSTS¹ Union City 2014	
Type of Cost	Amount (Per Unit)
Land Costs ²	\$34,919
Site Improvement Costs	\$32,000
Construction Costs ³	\$151,875
Development Impact Fees ⁴	\$28,864
Total Development Costs	\$247,658

¹ Assumes a 30-unit multifamily building with average unit size of 800 square feet (i.e., roughly 30 units per acre)

² Assumes an average cost of \$1,047,570 per acre, based on June 2014 listings in Alameda County

³ Assumes multifamily building is 33,750 total square feet and construction costs are \$135 per square foot

⁴ See Table 5-49

Source: Mintier Harnish, City of Union City, 2014

SECTION 5.6 EVALUATION OF EXISTING (2010) HOUSING ELEMENT

Review of Existing (2010) Housing Element

The following section reviews and evaluates the City's progress in implementing the 2002 Housing Element. It reviews the results and effectiveness of policies and programs for the previous Housing Element planning period.

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-A.1	As a means to assist development of the Station District, the City shall continue to participate in the FOCUS Priority Development Area (PDA) program, which offers incentives to encourage affordable and high density housing adjacent to transit. The City shall participate through PDA meetings, implementation of the Station District Plan, and through the funding and facilitation of affordable housing development in the Station District area.	Ongoing	The objective was to develop 157 units for very-low income households. Mid-Pen built 155 units of affordable, high-density units in 2012 and 2 on-site manager units (Station Center Family Housing) with \$29 million in assistance from the Redevelopment Agency (nearly 45 percent of the overall development costs). The City will continue to participate in the PDA program; however, the program has been modified since the last Housing Element and this program will need to be updated to reflect that.	Update

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-A.2	The City shall continue to maintain a current inventory of vacant residentially-zoned parcels and associated development potential and a list of recently approved residential projects. The City shall continue to make this information available to the public and developers through the City's website.	Ongoing	The City has up-to-date information pertaining to vacant residentially-zoned parcels and associated development potential, as well as a list of recently approved projects. The City prepared an extensive inventory and study of vacant residentially-zoned parcels and associated development potential in conjunction with the Housing Element. This is used as a tool for working with residential developers. The City updates the inventory as significant changes occur and continues to make available lists of recently approved residential projects. The actions taken in conjunction with this program have been an effective tool in identifying key development opportunities with developers, particularly as the number of available sites is diminishing. The City offers this information to any patron who requests it. This information is posted on the City's webpage under the Economic and Community Development link.	Maintain
HE-A.3	The City shall continue to monitor the status of available land owned by Caltrans and other public agencies and actively work with developers that may wish to develop such properties for housing.	Ongoing	The City monitors these sites. There are publicly-owned vacant sites included in the Housing Element sites inventory that provide important potential for future development.	Maintain

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-A.4	The City shall amend the CSMU designation/district in the General Plan and Zoning Ordinance to allow up to 165 units per acre.	Completed	In 2010 the City increased the maximum density in the CSMU Zone to 165 units per acre. This was a critical component of implementing the vision for the Intermodal Station District.	Delete
HE-A.5	The City shall revise the zoning code to create two additional districts at 29-45 units per acre (RM1000) and 45-60 units per acre (RM725) in the Specialty Commercial (CS) and Community Commercial (CC) districts. This will be done through an overlay zone in order to encourage affordable housing for lower-income households at maximum densities of 45 and 60 units per acre.	Not Completed	The City revised the General Plan designation of R 17-29 to allow up to 30 units per acre and a minimum site area per dwelling unit of 1,450. This ensured that the zoning met the default density standard of 30 units per acre.	Delete. Consider this as part of the General Plan Update.

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-A.6	<p>To ensure adequate sites are available throughout the planning period to meet the City's RHNA, the City shall continue to annually update an inventory that details the amount, type, and size of vacant and underutilized parcels to assist developers in identifying land suitable for residential development and that also details the number of extremely low-, very low-, low-, and moderate-income units constructed annually. If the inventory indicates a shortage of available sites, the City shall rezone sufficient sites to accommodate the City's RHNA.</p> <p>To ensure sufficient residential capacity is maintained to accommodate the RHNA need, the City will develop and implement a formal ongoing (project-by-project) evaluation procedure pursuant to Government Code Section 56863. Should an approval of development result in a reduction of capacity below the residential capacity needed to accommodate the remaining need for lower-income households, the City will identify and zone sufficient sites to accommodate the shortfall.</p>	Ongoing	The Housing Element currently provides this information. See evaluation of Program HE-A.2, above.	Combine with Program HE-A.2

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-A.7	To accommodate the housing need for the remaining 213 units affordable to lower-income households, the City will rezone at least 13.6 acres of vacant and underutilized land within two years of adoption of the Housing Element, at a density allowing a 165 units per acre for CSMU, 29-45 units per acre for RM 1000, and 45-60 units per acre for RM 725 for anticipated capacity of 229 total units (see Table 5-XX). Rezoned sites will include (the Station District Block 2 and Block 3, Union City Boulevard South, Vacant 3, and Mission Boulevard), as described on Table 5-38, be large enough to accommodate a minimum of 16 units per site, and will permit owner-occupied and rental multifamily residential uses by-right (without a conditional use permit, planned unit development permit or other discretionary action) pursuant to Government Code Section 65583.2 (h). In addition, at least 50 percent of the remaining 213 units will be accommodated on sites zoned for exclusively residential uses.	Partially Completed	The City increased the maximum density in the CSMU zone to 165 units per acre and the maximum density in the RM 1500 zone to 30 units per acre; however, the City was not able to complete all of the necessary rezoning. The 2015-2023 Housing Element must accommodate this unaccommodated need from the 2009 Housing Element.	Delete
HE-B.1	The City shall continue its Down Payment Assistance Program for first-time homebuyers.	Ongoing	2 households were assisted since 2010. While the program was not widely used and State funding has been cut, it should be continued.	Maintain
HE-B.2	As set forth by the Neighborhood Stabilization Program (NSP), the City, in conjunction with other neighboring communities, shall use NSP funds to assist in purchasing and rehabilitating foreclosed homes to sell, rent, or redevelop; demolish blighted structures; and redevelop demolished or vacant properties.	Completed	Union City was involved in the Neighborhood Stabilization Program rounds 1 and 2.	Delete

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-B.3	The City shall continue to implement the Affordable Housing Ordinance.	Ongoing	The City continues to implement the Affordable Housing Ordinance. It is a critical component of the City's affordable housing strategy. The Station Center Family Housing provided 155 lower-income units in 2012, meeting the inclusionary requirements for the Station District.	Maintain
HE-B.4	The City shall continue to work with Alameda County on a regular basis to administer the Mortgage Credit Certificate (MCC) program.	Ongoing	Between 2010 and June 2014 six Union City households were assisted through the Alameda County MCC. While not widely used, the program is important for households who would not otherwise be able to afford a home.	Maintain
HE-B.5	The City shall make the following amendments to the Zoning Ordinance to ensure consistency with changes to State law and mitigate potential constraints to the availability and cost of housing for all segments of the population: Allow transitional and supportive housing as a permitted use in all residential zoning districts that are consistent with their housing type; Revise the definition of emergency shelter to allow for occupancy for up to 6 months; Update the density bonus requirements to be consistent with SB 1818 and SB 435; and Ensure that various special needs housing types, such as single room occupancy housing, are defined and listed as permitted uses in appropriate zoning districts and specify the conditions and process required to develop such housing.	Partially Completed	The City made the majority of these amendments in 2014. Emergency shelters are now allowed by right in the PI District and the occupancy restriction has been revised. Definitions for transitional housing and lodging rooming houses (SROs) were updated and a new definition was added for supportive housing. The City has not yet completed the update to the density bonus requirements.	Retain program to update density bonus provisions

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-B.6	The City shall continue to monitor parking usage to help identify the potential need for modification of its parking standards that may be limiting the production of affordable housing.		The City's parking requirements do not impose a significant constraint on the production of a variety of housing types. The City has made allowances for less parking in the Station District and is currently considering reduced parking standards in this district.	Delete
HE-B.7	The City shall continue to implement existing City guidelines for the reservation of affordable units in City bond and other publicly financed projects. The City shall monitor assisted projects which are eligible to terminate affordability controls and respond to any Notice of Intent or Plan of Action which may be filed on local projects. Within three years prior to the expiration of the owners' set-side obligations, the City shall initiate negotiations to extend below-market-rate controls by offering additional City-provided incentives as feasible. The City shall restructure existing regulatory agreements, whenever possible, to allow the City or its designee the opportunity to purchase the property at the conclusion of the rent restrictions. Where permanent preservation of existing or new subsidized units is not possible, the City shall minimize displacement of current tenants by negotiating anti-displacement policy or relocation mitigation with the owner, whenever possible.	Ongoing	No assisted units were converted to market rate during the 2010 Housing Element Planning Period.	Maintain

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-B.8	As required by State law, the City shall continue to provide a density bonus and other concessions or incentives to developers of housing developments that reserve a portion of their units for moderate-, low-, and very low-income households. The City shall aggressively encourage developers of all new residential projects over five units to take advantage of the density bonus provisions.	Ongoing	No developers requested a density bonus during the 2010 Housing Element Planning Period. The City significantly increased allowed density in the Station District, allowing development to occur at much higher densities. The density bonus was not required.	Maintain
HE-B.9	The City shall continue to work with the Alameda County Housing Authority on a regular basis to pursue grant funding and leverage City funds to develop new affordable housing units.		The 2010 Housing Element had an objective to "assist 3 vacant lots currently owned by the Alameda County Housing Authority in the Decoto neighborhood to be developed as low-income units." The Housing Authority was not in the position to develop the lots during the 2010 Housing Element Planning Period.	Maintain
HE-B.10	The City shall continue to provide financial and/or technical support to local nonprofit organizations and the Alameda County Housing Authority to assist in the acquisition of properties for the development of affordable housing.	Ongoing	The RDA provided \$29 million to Mid-Pen for the development of the Station Center Family Housing 155 lower-income units.	Maintain
HE-B.11	The City shall continue to support the Alameda County Housing Authority in its continuing administration of HUD Section 8 rental certificates and vouchers to assist very low-income Union City households.	Ongoing	824 vouchers are used in Union City for lower income households. This is an increase from 767 in 2009.	Maintain
HE-B.12	As appropriate, the City shall conduct a study of the implications of the City expanding its Article 34 authority in order to acquire or develop additional public housing in Union City.	Not completed	This has not served as a constraint to the development of affordable housing.	Delete

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-B.13	As appropriate, the City shall create a partnership with the Housing Authority to build affordable family housing on scattered sites throughout the community to implement the affordable housing ordinance.	Not completed	There were no opportunities to implement this program.	Delete
HE-B.14	The City shall continue to cooperate with the owners of housing developments with units that have been set aside for lower-income households in accordance with the requirements of Federal subsidy programs. Within three years prior to the expiration of the owners' Federal set-side obligations, initiate negotiations to extend below-market-rate controls by offering City-provided incentives.	Not necessary	There were no at risk units during the 2010 Housing Element Planning Period.	Combine with Program H-B.7
HE-B.15	As required by State Redevelopment law, the City shall ensure that overall private housing development in all of the redevelopment areas will include 15 percent low- and moderate-income housing, 40 percent of which will be made available to very low-income households. Also as required by State law, the City shall ensure that at least 30 percent of all new or rehabilitated units developed by the Redevelopment Agency within redevelopment areas will be available and affordable to persons or families of low- or moderate-income. Of this 30 percent, at least 50 percent must be affordable to very low-income households.	RDA dissolved	155 affordable units were developed as part of the Station District with \$29 million in RDA assistance. The redevelopment agency was dissolved in 2012.	Delete

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-B.16	The City shall continue to monitor the status of projects with expiring affordability covenants and contact owners concerning their plans to continue or opt out of the programs. As necessary, the City shall identify potential buyers and possible sources of City funding, for example, housing set aside funds, to supplement primary sources, such as the low income tax credits. The City shall refer to HCD's Internet site (www.hcd.ca.gov) for the listing of individuals and organizations interested in the first right of refusal program.	Not necessary	There were no at risk units during the 2010 Housing Element Planning Period	Combine with Program H-B.7
HE-B.17	The City shall continue to explore creative ways of developing low- and moderate-income housing that integrate, where feasible, innovative uses of varied design and construction techniques. The City shall review successful projects and programs in other communities and utilize practical techniques for all housing developments, where appropriate.	Ongoing	The Station Center Family Housing is an award-winning, LEED Platinum, mixed-use, affordable housing development with a public playground, new plaza, and eventual direct connection to the adjacent BART station.	Retain as policy
HE-B.18	The City shall promote the development of secondary dwellings units by providing informational handouts at the Planning Division public counter and posting information on the City's website. The City shall provide information regarding permit requirements, changes in State law, and benefits of secondary dwelling units to property owners and the community.	Completed	The City developed an informational brochure in August 2013.	Maintain

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-B.19	The City shall support the efforts of local HUD approved counseling agencies in their homebuyer education, counseling and post purchase counseling, including default/foreclosure counseling efforts.	Ongoing	The City continues to support the efforts of local HUD-approved counseling agencies. In 2012 the City advertised a Help for Homeowner Community Event hosted by the City of Hayward on the City website. Lenders and HUD-approved counseling organizations were available to provided free-of-charge, one-on-one consultations to area homeowners.	Maintain
HE-B.20	The City shall post information on the City website about existing toll-free hotlines, foreclosure counseling, foreclosure prevention programs, and other resources available for residents facing possible foreclosures.	Ongoing	The City includes links to various counseling resources on its Website.	Maintain
HE-B.21	The City shall continue to provide outreach to community residents to inform them on the need for and the role of affordable housing in Union City. The City shall place general information regarding affordable housing programs as well as promote specific projects on the City website, in the City newsletter, at City Hall, in the local newspaper, and on local cable access. The City shall also continue to participate in annual housing fairs and other presentation and workshops to promote the City's housing programs in the community.	Ongoing	The City continues to provide residents with information regarding affordable housing in Union City. The City is keeping a list of people who are interested in affordable housing. When new projects or programs are developed, the City plans to send out information about the program and its specific requirements to everyone on the list. In 2012 the City advertised a Help for Homeowner Community Event hosted by the City of Hayward on the City website.	Maintain

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-C.1	The City shall continue programs that work with property owners in areas affected by poor building design and disproportionately high levels of criminal activity to add security devices, secure property boundaries, and redesign building elements to reduce crime problems.	Ongoing	The City's Police Department works with multi-family developments through a Crime Free Program to improve security on the premises	Maintain
HE-C.2	As appropriate, the City shall continue capital improvement and housing rehabilitation programs to upgrade circulation and housing in the Decoto and Old Alvarado neighborhoods.	Ongoing	In the 2012 to 2016 5-year Capital Improvement Plan (CIP), the City outlines the various streets/transportation projects to occur in these neighborhoods.	Maintain
HE-C.3	The City shall continue to target neglected residential properties through the Neighborhood Preservation and Housing Rehabilitation Programs. The City shall work with the property owners to rehabilitate and/or bring these properties into compliance.	Ongoing	The City administers and provides funding for the Housing Rehabilitation Program, which the County of Alameda then implements and provides technical assistance. In Fiscal Year 2011-2012 the County successfully completed 17 minor home repairs, two exterior paint grants, one mobile home repair, two housing rehabilitation projects, and two energy efficiency grants.	Maintain
HE-C.4	The City shall continue to directly administer Community Development Block Grant funds and give high priority for the expenditure of City Block Grant funds to housing rehabilitation.	Ongoing	The City has set aside \$72,500 out of a total of \$665,425 in CDBG funds in FY 2013-2014 for housing rehabilitation and \$150,000 in HOME funds.	Maintain
HE-C.5	The City shall apply to the California Housing Finance Agency (CHFA) for funding under the Multifamily Rehabilitation and Infill New Construction Program as appropriate; these funds can be used to supplement other City rehabilitation assistance (e.g., Alameda County Housing and Community Development) for lower-income rental housing.	Not applicable	There were no applicable projects.	Delete

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE.D.1	The City shall continue to provide funds and support for ECHO Housing in the operation of its fair housing counseling services. The City shall continue to coordinate with ECHO in working with rental housing owners to ensure understanding and compliance with fair housing laws. The City shall continue to refer housing complaints to ECHO.	Ongoing	The City continues to provide funding to ECHO for housing counseling services.	Maintain
HE-D.2	The City shall obtain information on fair housing laws from the Department of Housing and Community Development and State Fair Employment and Housing Commission's enforcement program and make it available to the public. The City shall make copies of the information available on the City's website, at City Hall, and the local library and work with the Southern Alameda County Association of Realtors to distribute such information to prospective home sellers and buyers.	Completed.	The City continues to make fair housing information available.	Maintain
HE-E.1	The City shall continue to review present programs to assess their adequacy in meeting the needs (e.g., transit, day care, medical facilities) of young families, large families, single-parent families, and the elderly.	Ongoing	The City continually assesses its housing programs.	Maintain
HE-E.2	Through ongoing discussions with for-profit and non-profit developers and local realtors, the City shall monitor the needs of large families in obtaining appropriately-sized rental housing. If a need is identified, the City shall work with developers to encourage the inclusion of 3- and 4-bedroom units in new multifamily developments.	Ongoing	Two recent affordable projects built by Mid-Pen – Mission Gateway (2006) and Station center (2012) – include larger units of family housing. Mission Gateway includes 38 3-bedroom units and 11 4-bedroom units. Station Center includes 50 3-bedroom units.	Maintain

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-E.3	The City shall amend the Zoning Ordinance to permit the development of emergency shelter facilities in RM1000 district as an allowed use (i.e., allowed by-right without a CUP or other discretionary action). As a part of this Zoning Code revision, the City shall ensure that there are sufficient opportunities to accommodate the identified need for emergency shelter facilities during the Housing Element period. In addition, the permit processing, development, management standards for emergency shelters shall be revised to ensure that they are consistent with State law and that they encourage and facilitate the development of emergency shelters.	Completed	The City amended the Zoning Ordinance in 2014 to allow emergency shelters by right in the PI zone. Since there is no available land zoned RM 1000, the City did not amend the RM 1000 zone to permit emergency shelters.	Delete
HE-E.4	The City shall continue to participate with the appropriate homeless agencies in its efforts to address the needs of Union City residents in need of emergency shelter or temporary housing.	Ongoing.	Union City is working in a collaborative effort with service providers and the County of Alameda to mitigate this problem through its ongoing funding of Abode Services, Centro de Servicios, Tri-City Volunteers, and Safe Alternatives to Violent Environments (SAVE) as well as its participation in the EveryOne Home program.	Maintain
HE-E.5	As appropriate, the City shall continue to partner with the Housing Authority and non-profit developers to build affordable senior housing on targeted sites within proximity to amenities and key services for seniors. The City shall also provide assistance in applying for funding through various Federal, State, and local programs, and offer density bonuses and other local incentives.	Ongoing	The City continues to work with non-profit and for-profit developers to create further affordable housing opportunities for low-income seniors. None have been built since 2005.	Maintain

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-E.6	Through the design review process, the City shall assist senior housing developers find appropriate locations within Union City that are close to shopping and public transportation.	Ongoing	No senior developments were built during the 2010 Housing Element Planning period.	Maintain
HE-E.7	The City shall monitor the demand for senior housing to ensure that their needs are being met on an ongoing basis.	Ongoing.	This program is difficult to measure.	Delete
HE-E.8	The City shall establish a reasonable accommodation procedure for providing exception in zoning and land use regulations for housing for persons with disabilities.	Completed.	The City adopted a new chapter of the Zoning Ordinance, Chapter 18.115, to provide reasonable accommodation for persons with disabilities.	Delete
HE-E.9	The City shall create a public information brochure on reasonable accommodation for disabled persons and provide that information on the City's website.	Not completed	Not completed.	Maintain
HE-E.10	The City shall inform homebuilders regarding Universal Design features that can be incorporated into new houses, condominiums and townhomes. The City shall provide information on Universal Design on the City's website and at the City's permit counters.	Not completed	Not completed.	Maintain
HE-E.11	Where practical and feasible, the City shall assist developers in securing additional funding that may be necessary to achieve higher levels of adaptability/accessibility.	Not completed	Not requested during the 2010 Housing Element Planning Period.	Maintain as policy

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-E.12	The City shall continue to support the Housing Authority in its programs that meet the needs of extremely low-income persons (defined as 30 percent or less of the median area income), including the Section 8 voucher and certificate program. The City shall explore other programs and housing projects which create additional capacity for the working poor and other extremely low income households who cannot find adequate housing in the local marketplace.	Ongoing	The Housing Authority of Alameda County currently manages 824 Section 8 vouchers and units in Union City.	Maintain
HE-E.13	The City shall seek State and Federal funding specifically targeted for the development of housing affordable to extremely low-income households, such as the Affordable Housing Innovation Program Loan Fund (AHIP), Multifamily Housing Program (MHP-General), Local Housing Trust Fund program (LHTF), and Proposition 1-C funds. The City shall promote the benefits of this program to the development community by posting information on its webpage and creating a hand out to be distributed with development applications.	Ongoing	The Station Center Family Housing was funded through a variety of sources, including a \$7.6 million Proposition 1C Transit Oriented Development grant for the construction of streets, a greenway, a pedestrian promenade and a plaza during Phase 1, and a \$15 million Proposition 1C Infill Infrastructure Grant for Phase 2. State and Federal funding is critical for the development of affordable housing, but has been cut in recent years.	Maintain
HE-E.14	To ensure that child care services are available to assist single-parent households, the City shall review its Zoning Ordinance to ensure that it does not restrict the location of child care services near higher density residential areas.	Completed	Reviewed. Child care facilities are conditionally permitted in the CSMU District.	Delete
HE-E.15	The City shall work with the Housing Authority to increase the number of Section 8 certificates and vouchers for single-parent families.	Ongoing	Out of 824 vouchers, there are 291 single-parent households with minor children (35 percent).	Delete

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-F.1	The City shall continue to post and distribute information on currently available weatherization programs. The City shall continue to work with neighboring jurisdictions in providing and sharing information regarding green/energy conservation innovations.	Ongoing	The City continues to distribute information on ways to conserve energy, including energy audits and weatherization services.	Maintain
HE-F.2	The City shall continue to enforce State requirements, including Title 24 requirements, for energy conservation in residential development and encourage residential developers to consider employing additional energy conservation measures with respect to the following: Street and driveway design; Lot pattern and configuration; Siting of buildings; Landscaping; and Solar access.	Ongoing	The City adopted the 2013 California Building Code.	Maintain
HE-F.3	The City shall regularly update the energy efficiency and energy conservation design guidelines, which help developers and homeowners identify possible options to improve the energy efficiency of their projects, to ensure they continue to reflect current technologies and practices.	Replaced	Replaced when the City adopted the 2010 California Building Code, including CalGreen.	Delete
HE-F.4	The City shall annually update its design standards regarding energy self-sufficiency and generation projects to ensure they continue to reflect current technologies and practices.	Not completed	Not completed.	Delete
HE-F.5	The City shall adopt a Climate Action Plan that seeks to reduce the community's energy consumption including municipal contributions. The City shall work through its existing interdepartmental Green Action Team to discuss ways to reduce the City's energy consumption.	Completed	The City adopted a Climate Action Plan on October 26, 2010.	Delete. Replace with programs to implement the CAP.

**TABLE 5-55
EVALUATION OF UNION CITY 2010 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City
2010

Program		Status	Evaluation	Recommendation
HE-F.6	The City shall adopt a mandatory Green Building Ordinance that will require all new residential development to exceed current Title 24 requirements for energy conservation.	Completed	The City adopted the 2013 California Building Code. Union City also adopted a Green Building and Landscaping Practices Ordinance in 2006.	Delete
HE-G.1	City staff members involved in the implementation of Housing Element programs shall meet biannually to review progress in addressing housing issues, especially issues relating to affordable housing.	Partially completed	City staff internally reviewed the status of the Housing Element programs; however, due to low staffing levels and the loss of redevelopment, progress has been hampered.	Maintain
HE-G.2	The City shall review and report on the implementation of Housing Element programs and the City's effectiveness in meeting the programs' goals.	Partially completed	City staff internally reviewed the status of the Housing Element programs; however, due to low staffing levels and the loss of redevelopment, progress has been hampered.	Maintain
HE-G.3	The City shall establish and implement a comprehensive annual monitoring program to document the sales prices or rental rates for all new units constructed or rehabilitated in the previous year and to determine housing affordability levels. The City shall also regularly monitor housing sales price trends of existing units.	Not completed	The City lacks staff resources to adequately implement this program.	Delete
HE-G.4	The City shall continue to revise the Redevelopment Agency Five-Year Implementation Plan to be consistent with the 2009 Housing Element.	Discontinued	Redevelopment Agency was dissolved in 2012.	Delete

SECTION 5.7 GOALS, POLICIES, AND PROGRAMS

Since incorporation in 1959, Union City has undergone dramatic change. From a small town composed of the Alvarado and Decoto neighborhoods, Union City has become a lively, thriving city of over 71,000 people. Over the last 50 years, Union City's housing supply has increased in size more dramatically than all but a handful of Bay Area communities.

Since 2010, the adoption date of the last Housing Element, the City has encountered a number of new and ongoing challenges, including California law eliminating the Redevelopment Agency, State, and Federal cuts in funding for affordable housing; a significant national recession; a limited supply of available land; and very low vacancy rates. These conditions provide a challenge to a City committed to expanding housing opportunities for all income levels while maintaining its diversity of ethnicity, nationalities, age, income groups, and lifestyles, as well as maintaining a viable economic base. Consequently, the City must find ways to provide necessary housing within the context of limited public resources and a shrinking land supply.

The City has also had many successes since 2010, including a new 157-unit affordable, mixed-use, LEED Platinum housing development in the Intermodal Station District. This award-winning development won the prestigious 2013 Urban Land Institute (ULI) Global Award for Excellence and Congress for the New Urbanism 2014 Grand Prize. While the Redevelopment Agency was a critical component in the transformation of this brownfield site, the City continues to work with its partners to develop the Station District into a robust, mixed-use, transit-oriented community. The Station District now includes over 1,000 housing units within a quarter-mile radius of the BART, and hundreds more units are planned within the timeframe of the Housing Element.

Under California law, the Housing Element must include the community's goals, policies, quantified objectives, and housing programs for the maintenance, improvement, and development of housing. The focus of the goals, policies, and programs in this Housing Element is to meet the housing needs of all income groups while preserving and enhancing existing neighborhoods, creating standards for high quality housing, removing impediments to housing growth, and reducing living expenses that are indirectly related to housing, such as transportation costs and energy costs.

This Housing Element includes eight goal statements. Under each goal statement, the element sets out policies that guide the City toward reaching its goals. Implementation programs are listed at the end of each goal section and describe the proposed action, the City agencies or departments with primary responsibility for carrying out the program, and the timeframe for accomplishing the program.

The following definitions describe the nature of the statements of goals, policies, implementation programs, and quantified objectives as they are used in the Housing Element Policy Document:

Goal: Ultimate purpose of an effort stated in a way that is general in nature and immeasurable.

Policy: Specific statement guiding action and implying clear commitment.

Implementation Program: An action, procedure, program, or technique that carries out policy. Implementation programs also specify primary responsibility for carrying out the action and an estimated timeframe for its accomplishment. The timeframe indicates the calendar year in which the activity is

scheduled to be completed. These timeframes are general guidelines and may be adjusted based on City staffing and budgetary considerations.

Quantified Objective: The number of housing units that the City expects to be constructed, conserved, or rehabilitated and the number of households the City expects will be assisted through Housing Element programs based on general market conditions during the time frame of the Housing Element.

The housing element law recognizes that in developing housing policy and programs, identified housing needs may exceed available resources and the community's ability to satisfy these needs. The quantified objectives of the housing element, therefore, need not be identical to the identified housing need but should establish the maximum number of housing units that can be constructed, rehabilitated, and conserved over the eight-year time frame.

A. New Housing Development

Union City is a nearly built out city and the supply of vacant land has dwindled over the last decade. For the 2015-2023 Housing Element cycle, the City has been assigned a Regional Housing Needs Allocation (RHNA) of 1,106 new housing units in the following income categories: 158 extremely low-, 159 very low-, 180 low-, 192 moderate-, and 417 above moderate-income units. In order to accommodate these units during the Housing Element planning period, the City will need to rezone land for higher-density residential development. Development will need to build out at the higher end of the allowable density ranges to ensure the remaining land is used efficiently.

Zoning is only part of the equation. Housing is expensive to build, particularly in the Bay Area where land costs and construction costs remain high. The following policies and implementation programs are meant to provide opportunities and encourage the development of new housing to meet the City's share of the projected regional housing need for residents of all income levels.

Goal

Goal A. To provide opportunities for a broad range of housing types to meet the needs of all Union City residents.

Policies

- HE-A.1 The City shall ensure that sufficient land is available and zoned at a range of residential densities to accommodate the City's regional share of housing.
- HE-A.2 The City shall encourage residential infill development on vacant and underutilized land that are properly zoned and planned for residential uses within the city limits.
- HE-A.3 The City shall encourage home builders to use multifamily designated land for the highest allowed density housing to make the use of land and facilities more efficient and to provide more affordable housing opportunities.

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- HE-A.4 Consistent with “no-net-loss” density provisions contained in Government Code Section 65863, the City shall consider the potential impact on the City’s ability to meet its share of the regional housing need when reviewing proposals to downzone residential properties, reclassify residentially-designated property to other uses, or develop a residential site with fewer units than what is assumed for the site in the Housing Element sites inventory.
- HE-A.5 The City shall encourage the consolidation of parcels designated for multifamily residential development when it facilitates efficient development of the parcels.
- HE-A.6 The City shall continue to ensure that City policies, regulations, and procedures do not add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives.
- HE-A.7 The City shall continue to promote the expeditious processing and approval of residential projects that meet General Plan policy and City regulatory requirements.
- HE-A.8 The City shall encourage the development of new mixed-income and mixed-use development projects as a means of increasing the housing supply while promoting diversity and neighborhood vitality.
- HE-A.9 The City shall intersperse those residential units that are required to sell or rent at below-market rates and are included within a housing development within the development and they shall be visually indistinguishable from market-rate units.

Implementation Programs

- HE-A.a **Rezone Program.** The City shall rezone enough land to accommodate the remaining housing need of 154 lower-income and 210 above moderate-income units within two years of adoption of the Housing Element. Rezoned sites may include those identified as “potential rezone sites” in the Housing Element, or will include other sites that provide at least the same capacity. Consistent with Government Code Section 65583.2(h), the City shall ensure that the rezoned sites are large enough to accommodate a minimum of 16 units per site, will permit owner-occupied and rental multifamily residential uses by-right (without a conditional use permit, planned unit development permit, or other discretionary action), and that at least 50 percent of the remaining need will be accommodated on sites zoned for exclusively residential uses.

Responsibility: Economic and Community Development Department

Time Frame: Rezone land by January 31, 2016 to accommodate fourth Housing Element cycle unaccommodated need of 84 housing units. Rezone to accommodate remaining need within three years of adoption (January 2018).

Funding Source: General Fund

HE-A.b **Participate in Priority Development Area Program.** As a means to assist development of the Station District, the City shall continue to participate in the Priority Development Area (PDA) program, which offers incentives to encourage affordable and high density housing adjacent to transit. The City shall participate through attending PDA meetings, implementing the Station District Plan, and facilitating housing and employment-related development in the Station District.

Responsibility: Economic and Community Development Department

Time Frame: Ongoing

Funding: Federal, State, and regional funds

HE-A.c **Maintain Vacant Land Inventory.** The City shall continue to maintain a current inventory of vacant residentially-zoned parcels and associated development potential and a list of recently approved residential projects to assist developers in identifying land suitable for residential development. To ensure adequate sites are available throughout the planning period to meet the City's RHNA, the City shall continue to annually update the inventory. The City shall continue to make this information available to the public and developers through the City's website.

Responsibility: Economic and Community Development Department

Time Frame: Ongoing, update inventory annually

Funding: General Fund

HE-A.d **Develop RHNA Evaluation Procedure.** To ensure sufficient residential capacity is maintained to accommodate the RHNA need, the City will develop and implement a formal ongoing (project-by-project) evaluation procedure pursuant to Government Code Section 56863. Should an approval of development result in a reduction of capacity below the residential capacity needed to accommodate the remaining need for lower-income households, the City will identify and re-zone sufficient sites to accommodate the shortfall.

Responsibility: Planning

Time Frame: Ongoing

Funding Source: General Fund

HE-A.e **Monitor Publicly-Owned Land.** The City shall continue to monitor the status of available land owned by Caltrans and other public agencies and actively work with developers that may wish to develop such properties for housing.

Responsibility: Economic and Community Development Department

Time Frame: Monitor at least annually

Funding: General Fund

Housing

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HE-A.f Secondary Dwelling Unit Information Program. The City shall promote the development of secondary dwellings units by continuing to provide informational handouts at the Planning Division public counter and posting information on the City's website. The City shall provide information regarding permit requirements, changes in State law, and benefits of secondary dwelling units to property owners and the community.

Responsibility: Economic and Community Development Department

Time Frame: Ongoing

Funding: General Fund

HE-A.g Parking Reduction in CSMU Zoning District. The City shall reduce residential parking requirements in the CSMU to facilitate transit-oriented residential development.

Responsibility: Economic and Community Development Department

Time Frame: 2015

Funding: General Fund

B. Affordable Housing

The shortage of affordable housing is an issue facing many communities in California, especially in the Bay Area. Building affordable housing has become even more challenging with the elimination of the Redevelopment Agency, which deprived the City of its largest source of funding for affordable housing. The Affordable Housing Ordinance has been very successful in ensuring affordable housing is built alongside market-rate housing. In addition to the Affordable Housing Ordinance, the City has built partnerships with the Alameda County Housing Authority and non-profit developers (e.g., Eden Housing, Inc., Elder Care Alliance, and Mid-Peninsula Housing), which have served as a model for the production and management of affordable housing.

The policies and programs in this section are intended to encourage the development of new affordable housing and assist in the preservation of existing affordable units.

Goal

Goal B. To encourage construction and maintenance of affordable housing in Union City.

Policies

HE-B.1 The City shall give priority to multifamily housing project applications that provide affordable housing on-site to ensure that they are expedited.

HE-B.2 The City shall continue to provide financial and regulatory incentives and use State and Federal funding assistance for the production of affordable housing.

- HE-B.3 The City shall ensure, through conditions of approval, that residential units that are required to sell or rent at below-market rates and are included within a housing development are produced simultaneously with market-rate housing.
- HE-B.4 The City shall continue to implement the Affordable Housing Ordinance.
- HE-B.5 In accordance with the provisions of State law, the City shall grant density bonuses for qualifying projects as an incentive for the development of lower-income and senior citizen housing.
- HE-B.6 The City shall support and facilitate the construction of secondary dwelling units on single family designated and zoned parcels as a means of providing affordable housing.
- HE-B.7 The City shall continue to work with local non-profit organizations and the Alameda County Housing Authority to acquire and bank properties for the development of affordable housing.
- HE-B.8 The City shall strive to preserve as many assisted, at-risk units as possible, given the availability of funding.
- H-B.9 The City shall defer certain fees on affordable housing developments until issuance of a Certificate of Occupancy (COO) to help offset development costs for affordable housing.

Implementation Programs

- HE-B.a **Affordable Housing Ordinance.** The City shall continue to implement the Affordable Housing Ordinance.
- Responsibility:** City Council, Planning Commission, Economic and Community Development Department
Time Frame: Ongoing
Funding: General Fund
- HE-B.b **Support Affordable Housing Development.** The City shall continue to provide financial and/or technical support to local non-profit organizations and the Alameda County Housing Authority to assist in the acquisition of properties, pursue grant funding, and leverage City funds for the development of affordable housing, including extremely low-income housing.
- Responsibility:** City Council, Economic and Community Development Department
Time Frame: Research funding opportunities annually and pursue funding as available
Funding: Community Development Block Grant, In-lieu fees, HELP (CHFA), HOME, Fannie Mae American Communities FUND (ACF)

HE-B.c **Update Density Bonus Ordinance.** The City shall update the Density Bonus Ordinance to explicitly comply with current (2014) State law and also to allow units that are required to be maintained as affordable units pursuant to the City's Affordable Housing Ordinance to be considered restricted affordable units for the purposes of determining whether the housing development qualifies for a density bonus. The City shall aggressively encourage developers of all new residential projects over five units to take advantage of the density bonus provisions.

Responsibility: Economic and Community Development Department

Time Frame: 2016

Funding: General Fund

HE-B.d **Preserve Affordable Units.** The City shall continue to implement existing City guidelines for the preservation of affordable units in City-bond and other publicly-financed projects.

The City shall monitor assisted projects that are eligible to terminate affordability controls and respond to any Notice of Intent or Plan of Action that may be filed on local projects, which are required at least 12 months prior to the proposed termination date. This period of time allows the opportunity for the City or a non-profit affordable housing organization to consider options to continue the affordability of the project. The City shall continue to cooperate with the owners of housing developments with units that have been set aside for lower-income households in accordance with the requirements of Federal subsidy programs and ensure that the owner has met the tenant noticing requirements as set forth by California State Government code Sections 65863.10 and 65863.11. Within three years prior to the expiration of the owners' Federal set-side obligations, the City shall initiate negotiations to extend below-market-rate controls by offering City-provided incentives.

The City shall restructure existing regulatory agreements, whenever possible, to allow the City or its designee the opportunity to purchase the property at the conclusion of the rent restrictions. Where permanent preservation of existing or new subsidized units is not possible, the City shall minimize displacement of current tenants by negotiating anti-displacement policy or relocation mitigation with the owner, whenever possible.

Responsibility: City Council, Economic and Community Development Department

Time Frame: Ongoing

Funding: In-lieu fees, HOME

HE-B.e Promote Affordable Housing. The City shall continue to provide outreach to community residents to inform them on the need for and the role of affordable housing in Union City. The City shall place general information regarding affordable housing programs as well as promoting specific projects on the City website, in the City newsletter, at City Hall, in the local newspaper, and on local cable access. The City shall also continue to participate in annual housing fairs and other presentation and workshops to promote the City's housing programs in the community.

Responsibility: City Council, Economic and Community Development Department

Time Frame: Ongoing

Funding: General Fund, Community Development Block Grant funds

C. Housing Services and Assistance

There are several programs available to Union City residents to assist in obtaining and maintaining adequate housing. The City operates some programs, such as the first-time homebuyer assistance program, while Alameda County or the Housing Authority operates other programs, such as the Section 8 rental assistance program. With limited funding available to build new affordable housing developments, programs that assist residents in securing affordable housing within the housing market are an essential component of the City's strategy for providing adequate affordable housing.

Goal

Goal C. To assist Union City households in obtaining and maintaining adequate housing.

Policies

HE-C.1 The City shall continue to provide support and financial assistance to first-time homebuyers.

HE-C.2 The City shall support the continued use of Section 8 rent certificates and vouchers by Union City residents. HE-C.3 The City shall strive to minimize the number of foreclosures by linking potential homebuyers with homebuyer education and counseling services.

HE-C.4 The City shall ensure that information on affordable housing programs is readily available throughout the city.

Implementation Programs

HE-C.a **First Time Homebuyer Program.** The City shall continue a first time homebuyer program, as funding is available, either through State funding or through program-related income.

Responsibility: Economic and Community Development Department

Time Frame: Monitor funding sources at least annually and pursue funding as it becomes available

Funding: HOME

HE-C.b **Mortgage Credit Certificate Program.** The City shall continue to work with Alameda County to administer the Mortgage Credit Certificate (MCC) program.

Responsibility: City Council, Economic and Community Development Department

Time Frame: Ongoing

Funding: CDBG

HE-C.c **Section 8 Rental Assistance Program.** The City shall continue to support the Alameda County Housing Authority in its continuing administration of HUD Section 8 rental certificates and vouchers to assist very low-income Union City households.

Responsibility: City Council, Economic and Community Development Department

Time Frame: Ongoing

Funding: CDBG

HE-C.d **Homebuyer Education.** The City shall support the efforts of local HUD-approved counseling agencies in their homebuyer-education, post-purchase, and default/foreclosure counseling efforts. The City shall post information on the City website about foreclosure counseling, toll-free hotlines, foreclosure prevention programs, and other resources available for residents facing possible foreclosures.

Responsibility: Economic and Community Development Department

Time Frame: Ongoing

Funding: General Fund

HE-C.e **Rental Assistance Program.** The City shall continue to provide rental assistance, as funding is available, to very low- and extremely low-income residents at the Tropics Mobile Home Park.

Responsibility: Economic and Community Development Department

Time Frame: Annual certification

Funding: Housing Successor Agency funds

D. Neighborhood Preservation/Housing Rehabilitation

The City of Union City has had long-term success in developing affordable housing in the city. The City Council and community has been consistently supportive of affordable housing. By careful design and the enforcement of design standards, which ensure compatibility with surrounding neighborhoods, affordable housing projects have been assets to the neighborhoods surrounding them.

While it is important to encourage the development of new affordable housing, reinvestment in the existing supply of housing is equally important. Although Union City's housing stock is relatively new, there are older neighborhoods (most notably Decoto and Old Alvarado) that have dilapidated or substandard housing in need of rehabilitation and/or replacement.

The policies and programs in this section encourage the continued reinvestment in older neighborhoods and the preservation and improvement of the existing housing stock.

Goal

Goal D. To maintain healthy neighborhoods by improving the condition of the existing housing stock and by ensuring new development is compatible with the existing character and integrity of residential neighborhoods.

Policies

- HE-D.1 The City shall seek to eliminate incompatible land uses or blighting influences from residential neighborhoods through cooperative neighborhood improvement programs, targeted code enforcement, and other available regulatory measures.
- HE-D.2 The City should continue to preserve historic structures, conserve and protect the existing housing stock, provide adequate new housing, and avoid incompatible land uses in the Decoto and Old Alvarado neighborhoods.
- HE-D.3 The City shall strive to minimize the demolition of existing multifamily housing unless the property is found to be substandard and unsuitable for rehabilitation.
- HE-D.4 As appropriate and required by law, the City shall continue the abatement of unsafe structures, giving property owners ample opportunities to correct deficiencies and assuring that residents displaced by such abatement are given relocation assistance.
- HE-D.5 The City shall continue to give housing rehabilitation efforts high priority in the use of Community Development Block Grant funds.
- HE-D.6 The City shall continue to support the revitalization of older residential neighborhoods by keeping streets, sidewalks, and other municipal systems in good repair. The City shall continue to work cooperatively with other agencies and utilities concerning the maintenance of their properties and equipment in Union City.
- HE-D.7 The City shall continue to promote the maintenance of existing mobilehome parks.

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- HE-D.8 The City shall require that multifamily housing be designed for the safety and security of children, and provide amenities for children (e.g., playgrounds) within the complex.

Implementation Programs

- HE-D.a **Housing Rehabilitation.** The City shall continue to apply for Community Development Block Grant (CDBG) funds on an annual basis. The City shall give high priority for the expenditure of a portion of CDBG funds for housing rehabilitation, and directly contract with the County to administer the housing rehabilitation services. The City shall also use Housing Successor funds and HOME funds as available and appropriate, to support housing rehabilitation for lower-income households

Responsibility: City Council, Economic and Community Development Department

Time Frame: Contract with the County annually for rehabilitation services

Funding: Community Development Block Grant funds, Housing Successor Agency funds

- HE-D.b **Improvements in the Decoto and Old Alvarado Neighborhoods.** As appropriate, the City shall continue capital-improvement and housing-rehabilitation programs to upgrade infrastructure and housing in the Decoto and Old Alvarado neighborhoods.

Responsibility: City Council, Economic and Community Development Department

Time Frame: Contract with the County annually for CDBG funds

Funding: Community Development Block Grant funds

- HE-D.c **Code Enforcement.** The City shall continue to encourage the rehabilitation of substandard residential properties by homeowners and landlords, using the Code Enforcement program when necessary, to improve overall housing quality and conditions in the city.

Responsibility: Economic and Community Development Department

Time Frame: As complaints are received

Funding: General Fund

HE-D.d **Secure Buildings to Reduce Crime.** The City shall continue programs that work with property owners in areas affected by poor building design and disproportionately high levels of criminal activity to add security devices, secure property boundaries, and redesign building elements to reduce crime problems.

Responsibility: City Council, Economic and Community Development Department, Police Department

Time Frame: Ongoing

Funding: General Fund, Community Development Block Grant funds

E. Equal Opportunity Housing and Discrimination Prevention

California State Law ensures all households have the right to rent or purchase housing without discrimination. The City has continued to ensure equal housing opportunity through the enforcement of fair housing practices and the dissemination of fair housing information throughout the community. The City's support for ECHO Housing in the operation of its fair housing counseling services has proven to be an effective means for addressing housing issues and ensuring fair housing in the city. The policies and programs in this section support the continuation of fair housing policies and programs in Union City.

Goal

Goal E. To promote equal opportunity to secure safe, sanitary, and affordable housing for everyone in the community regardless of age, religion, race, creed, sex, sexual orientation, marital status, ancestry, national origin, disability, economic level, and other arbitrary factors.

Policies

HE-E.1 The City shall promote housing opportunities for all persons regardless of age, race, creed, religion, sex, sexual orientation, marital status, ancestry, national origin, color, disability, economic level, or other barriers that prevent choice in housing.

HE-E.2 The City shall continue to support and enforce laws and programs that promote equal housing opportunities and provide fair-housing and rental-mediation services.

HE-E.3 As appropriate, the City shall continue to support fair housing programs through the City's Community Development Block Grant Program.

Implementation Programs

HE-E.a **Support Fair Housing Counseling Services.** The City shall continue to provide funds and support for ECHO Housing in the operation of its fair-housing counseling services. The City shall continue to coordinate with ECHO in working with rental housing owners and tenants to ensure understanding and compliance with fair-housing laws. The City shall continue to refer housing complaints to ECHO.

Responsibility: City Council, Economic and Community Development Department

Time Frame: Ongoing

Funding: Community Development Block Grant funds

HE-E.b **Distribute Fair Housing Information.** The City shall obtain information on fair housing laws from the Department of Housing and Community Development and State Fair Employment and Housing Commission's enforcement programs and make it available to the public. The City shall make copies of the information available on the City's website, at City Hall, and the local library and work with local realtor/landlord associations to distribute such information to prospective home sellers, landlords, buyers and renters.

Responsibility: City Council, Economic and Community Development Department

Time Frame: Ongoing

Funding: Community Development Block Grant funds

F. Special Needs

Within the general population there are several groups of people who have special housing needs. These special needs can make it difficult for members of these groups to locate suitable housing. In Union City, special needs groups include homeless persons, single-parent households, seniors, persons with disabilities, and large families.

As the number of seniors in Union City continues to increase, the City will need to encourage age-appropriate housing types and facilities to meet the growing need. Based on information from the Housing Authority, there is a severe shortage of housing available for low-income seniors in the region, which is demonstrated by the waiting lists of several hundred persons for many of the existing senior housing facilities within the city.

According to homeless service providers in the Tri-City area, there appears to be a strong need for additional support services, emergency shelters, and transitional and supportive housing in Union City and the surrounding area. Several providers have reported zero vacancy rates and have been forced to turn homeless adults and families away on a weekly basis. Union City has been working in a collaborative effort with service providers and the County of Alameda to mitigate this problem through its ongoing funding of Abode Services, Centro de Servicios, and Safe Alternatives to Violent Environments (SAVE) as well as its participation in the EveryOne Home program.

Single-parent households with children often require special consideration and assistance because of their greater need for affordable housing, accessible day care, health care, and a variety of other supportive services. Single-parent households are more likely to experience difficulties in finding affordable, decent and safe housing because of their relatively lower household incomes.

Disabled persons often require special housing features to accommodate physical limitations. The City has shown a commitment to the creation of housing that is accessible to persons with disabilities, and recently adopted a Reasonable Accommodation Ordinance to provide a formal process for persons with disabilities to request reasonable accommodation.

Goal

Goal F. To provide a range of housing services to meet the needs of households with special needs within the city.

Policies

- HE-F.1 As appropriate, the City shall partner with community and non-profit organizations to provide health, housing, educational, and other social services for households with special needs.
- HE-F.2 The City shall continue to support efforts at the regional and sub-regional levels to provide housing for the homeless and those in need of emergency shelter.
- HE-F.3 The City shall continue to ensure sites are available for the development of emergency shelters and transitional housing.
- HE-F.4 The City shall encourage a diversity of housing types that could meet the needs of seniors, including rental housing, apartments designed specifically for seniors, shared housing, secondary dwelling units, group homes, independent living and assisted living facilities, and congregate care facilities.
- HE-F.5 The City shall ensure that public transit services are provided at or near senior housing.
- HE-F.6 The City shall ensure that information on senior assisted living programs is readily available throughout the city.
- HE-F.7 The City shall ensure equal access to housing for people with disabilities by providing reasonable accommodation in regard to relief from land use and zoning laws, rules, policies, practices, and/or procedures of the City.
- HE-F.8 The City shall strive to increase the level of accessibility to disabled individuals in housing developments by encouraging developers to increase the number of adaptable and accessible units beyond Federal and State-mandated levels.

Implementation Programs

HE-F.a **Housing for Large Families.** Through ongoing discussions with for-profit and non-profit developers and local realtors, the City shall monitor the needs of large families in obtaining appropriately-sized rental housing. If a need is identified, the City shall work with developers to encourage the inclusion of 3- and 4-bedroom units in new multifamily developments.

Responsibility: City Council, Planning Commission, Economic and Community Development Department

Time Frame: Ongoing

Funding: General Fund

HE-F.b **Partnerships to Address Homeless Needs.** The City shall continue to participate with the appropriate homeless agencies in its efforts to address the needs of Union City residents in need of emergency shelter or temporary housing.

Responsibility: City Council, Economic and Community Development Department

Time Frame: Ongoing

Funding: Community Development Block Grant funds

HE-F.c **Affordable Senior Housing.** As appropriate, the City shall continue to partner with the Housing Authority and non-profit developers to build affordable senior housing on targeted sites within proximity to amenities and key services for seniors. The City shall also provide assistance in applying for funding through various Federal, State, and local programs, and offer density bonuses and other local incentives.

Responsibility: Economic and Community Development Department

Time Frame: As appropriate

Funding: In-lieu-fees, HOME, State and Federal funding

HE-F.d **Reasonable Accommodation.** The City shall create a public information flyer on reasonable accommodation for disabled persons and provide that information on the City's website.

Responsibility: Economic and Community Development Department

Time Frame: 2016

Funding: General Fund

HE-F.e **Development of Housing for Persons with Disabilities.** Where practical and feasible, the City shall support applications for County, State, and Federal funding for the construction and rehabilitation of supportive housing for persons with disabilities, including developmental disabilities.

Responsibility: Economic and Community Development Department

Time Frame: Support applications as opportunities arise

Funding: HUD Section 811 program

HE-F.h **Coordinate with the Regional Center of the East Bay.** The City shall work with the Regional Center of the East Bay to implement an outreach program informing residents of the housing and services available for persons with developmental disabilities. The City shall make this information available on the City website.

Responsibility: Economic and Community Development Department

Time Frame: Initiate contact in 2015-16

Funding: Community Development Block Grant funds

G. Sustainability and Residential Energy Conservation

Energy efficiency has direct application to affordable housing. The more money spent on energy, the less there is available for rent or mortgage payments. High energy costs have particularly detrimental effects on low-income households that do not have enough income or cash reserves to absorb cost increases and must choose between basic needs such as shelter, food, and energy.

The City's current Green Building Ordinance encourages energy efficiency in new development beyond State requirements. It stipulates that new City-sponsored public-private partnership projects over \$3 million must achieve a Silver rating in the US Green Building Council's LEED rating system.

While new construction can help achieve energy conservation goals, nearly 40 percent of the housing stock in Union City was built before California's energy code, Title 24 Part 6, was adopted in the 1980s. Consequently, the existing building stock offers considerable opportunity for cost-effective energy efficiency retrofits to decrease energy consumption. The City plans to achieve energy-efficiency improvements in both existing and new buildings through a combination of education, incentives, and regulations.

Beyond the design of building, the location of new residential development can have an effect on transportation-related energy consumption. Transit-oriented development (TOD) refers to the creation of compact, walkable communities centered around high-quality light rail, train, or bus transit systems. Union City's Intermodal Station District offers the potential to become a world-class TOD project. Locating the majority of the City's new growth within the Intermodal Station District and adjacent areas will considerably reduce automobile dependence and the community's and region's transportation-related energy consumption.

Goal

Goal G. To encourage energy efficiency and appropriate weatherization in all new and existing housing.

Housing

Union City General Plan Element Update

Policies

- HE-G.1 The City shall continue to encourage new residential construction to exceed State requirements for energy efficiency.
- HE-G.2 The City should work with local utility companies to promote energy efficiency.
- HE-G.3 The City shall continue to encourage transit-oriented development as a means for creating walkable, transit-friendly communities that reduce reliance on the automobile.
- HE-G.4 The City should encourage the increased use of renewable energy in new residential buildings.
- HE-G.5 The City should encourage the use of shade trees in new residential development to reduce residential cooling needs associated with the urban heat island effect, balancing the need to encourage solar access.
- HE-G.6 The City shall continue to require compliance with the Water Efficient Landscape Ordinance and Landscape Standards Policy Statement, which requires the use of water-efficient landscaping. The City shall encourage the use of xeriscaping
- HE-G.7 The City shall continue supporting State and regional efforts to develop and grow low-cost PACE financing program to encourage investment in energy-efficiency retrofits.

Implementation Programs

- HE-G.a **Promote Weatherization Programs.** The City shall continue to post and distribute information on currently available weatherization programs. The City shall continue to work with neighboring jurisdictions in providing and sharing information regarding green/energy conservation innovations.

Responsibility: Economic and Community Development Department

Time Frame: Ongoing

Funding: Community Development Block Grant funds

- HE-G.b **Encourage Energy Efficient Appliance Upgrades.** The City shall collaborate with PG&E, Alameda County Water District, and non-profit organizations to promote existing financial incentive programs to encourage voluntary replacement of inefficient appliances with new Energy Star appliances. The City shall leverage the Energy Upgrade California platform to promote Energy Star appliances and electronics.

Responsibility: Economic and Community Development Department

Time Frame: Ongoing

Funding: General Fund

HE-G.c **Energy Upgrade California.** The City shall support regional efforts to implement Energy Upgrade California program for residential property owners. The City shall leverage Energy Upgrade California outreach and educational materials to encourage energy efficiency retrofits and the use of energy efficient, low-carbon, or renewable technologies.

Responsibility: Economic and Community Development Department

Time Frame: Ongoing

Funding: General Fund

HE-G.d **Solar Panel Program.** The City shall continue working on a comprehensive solar PV program that provides outreach, financing, and other forms of assistance to homeowners.

Responsibility: Economic and Community Development Department

Time Frame: Ongoing

Funding: General Fund

HE-G.e **Solar Hot Water Heater Program.** The City shall develop a program to facilitate the installation of solar hot water heaters in homes.

Responsibility: Economic and Community Development Department

Time Frame: 2018

Funding: General Fund

H. Implementation Monitoring

The City is committed to addressing the housing needs of its residents. Communication between City departments and close monitoring of progress is needed to ensure that the policies and programs contained in this Housing Element are implemented to the greatest extent feasible.

Goal

Goal H. To ensure that Housing Element programs are implemented on a timely basis and progress of each program is monitored and evaluated annually.

Policies

HE-H.1 The City shall continually work to improve the day-to-day implementation of Housing Element programs.

Implementation Programs

HE-H.a **Staff Coordination.** City staff members involved in the implementation of Housing Element programs shall meet biannually to review progress in addressing housing issues, especially issues relating to affordable housing.

Responsibility: Economic and Community Development Department

Time Frame: Biannually

Funding: General Fund

HE-H.b **Annual Progress Report.** The City shall review and report annually on the implementation of Housing Element programs and the City's effectiveness in meeting the program objectives for the prior calendar year. The City shall present the annual report to the City Council at a public hearing before submitting the annual report to the California Department of Housing and Community Development (HCD) and the Office of Planning and Research (OPR).

Responsibility: Economic and Community Development Department

Time Frame: Annually

Funding: General Fund

Quantified Objectives

One of the requirements of State law (California Government Code Section 65583[b]) is that the Housing Element contain quantified objectives for the maintenance, preservation, improvement, and development of housing. State law recognizes that the total housing needs identified by a community may exceed available resources and the community's ability to satisfy this need. Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shown in Table 5-56 represent targets. They are estimates based on experience, anticipated funding levels, and housing market conditions. The quantified objectives are not designed to be minimum requirements.

In the past, the City relied heavily on Redevelopment Set-Aside funds to fund affordable housing development. When the State of California abolished redevelopment agencies through AB1x 26, the primary source of funding for affordable housing throughout California was eliminated. This action by the State, and the effect of the significant economic downturn on general City revenues, has left the City with limited and very constrained resources to meet affordable housing needs.

The quantified objectives are based largely upon implementation programs that have measurable outcomes. However, the Housing Element contains several policies and implementation programs that reduce barriers and create opportunities for affordable housing. These policies and programs are essential to meeting the City's housing needs, but are more qualitative and difficult to quantify.

TABLE 5-56
SUMMARY OF QUANTIFIED OBJECTIVES
Union City
2015-2023

Program Types	Extremely Low-Income	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income
New Construction	150	150	180	190	417
Rehabilitation	25	50	50	-	-
Preservation (At Risk Housing)*	-	-	-	-	-
Conservation**	-	-	-	-	-
Rental Assistance (Section 8 and Local Rental Assistance Programs)	450	450	50	-	-
Homeowner Assistance	-	-	25	50	-
Total	625	650	305	240	417

Note: *There are no units identified in the Housing Element that are at risk of converting to market rate.

**While the City has a condominium conversion ordinance (Municipal Code Chapter 17.84) and a mobile home park conversion ordinance (Chapter 17.85), there is no apparent risk of conversion and is therefore difficult to quantify.

APPENDICES

Appendix A: References

Appendix B: AB 1233 Unaccommodated Need Calculation

Appendix C: Stakeholder Workshop Summary

Appendix D: SB 520 Analysis Questions

Appendix E: Glossary

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APPENDIX A: REFERENCES

Reports and Documents

Alameda County Water District. Urban Water Management Plan 2010-2015.

California State Code, 2014.

City of Hayward, Residential Nexus Analysis, Inclusionary Housing Ordinance, April 2010.

City of Union City, Annual Action Plan, May 2013.

City of Union City, Climate Action Plan, November 2010.

City of Union City, General Plan, February 2002.

City of Union City, Municipal Code. 2014.

Agencies and Persons Contacted

Alameda County Water District. July 2014.

Association of Bay Area Governments. 2013.

Cathy Farrow, Specialist Clerk, Alameda County Community Development Agency, June 2014.

Darin Lounds, Executive Director, Housing Consortium of the East Bay, May 2014.

Dataquick. June 2014.

Elizabeth Hibbert, Department of Developmental Services, November 2013.

Gail Feenstra, Deputy Director, Food Systems Coordinator, Sustainable Agriculture Research & Education Program, April 2014.

Gail Wadsworth, California Institute for Rural Studies, April 2014.

James Pappas, Housing Policy and Preservation Associate, California Housing Partnership. April 2014.

Jeanette Rodriguez, InHOUSE HMIS Project Coordinator, Alameda County Housing and Community Development, April 2014.

Jennifer Cado, Senior Administrative Assistant. Housing Authority of the County of Alameda. April 2014.

Katie Derrig, Abode Services (formerly Tri-City Homeless Coalition). April 2014.

Matt Warner, Program Manager, Hello Stewardship. June 2014.

Michael Galvan, Community Resources for Independent Living (CRIL), July 2014

Samantha Hewitt, Community Support Specialist, SAVE. June 2014.

Second Chance, Newark. June 2014.

Union City Economic and Community Development Department, 2014.

Walter Zhovreboff, Bay Area HomeBuyer Agency/First Home Inc. April 2014.

Websites

Alameda County Waste Management Authority <http://www.stopwaste.org/home/index.asp>

Abode Services www.abodeservices.org

California Employment Development Department. <http://edd.ca.gov>.

California Department of Finance. <http://www.dof.ca.gov>.

CHAS Data Query Tool, HUD.

http://www.huduser.org/portal/datasets/cp/CHAS/data_querytool_chas.html

City of Union City. <http://www.ci.union-city.ca.us/>

Housing Authority of the County of Alameda. <http://www.haca.net/>.

LEED. <http://www.usgbc.org/leed>

PG&E. <http://www.pge.com/>

RealtyTrac.com. <http://www.realtytrac.com/TrendCenter>. June 2014

RealFacts. <http://www.realfacts.com>. June 2014.

RS Means Online, <http://www.rsmeansonline.com/>. 2013.

Social Security Website, 2014. <http://www.ssa.gov/>

Trulia.com, July 2014.

United States Census Bureau. Data Sets: Decennial Census and American Community Survey. <http://www.census.gov>. United States Social Security Administration. <http://www.ssa.gov>.

U.S. Department of Housing and Urban Development. <http://www.hud.gov>.

Union Sanitary District. <http://www.unionsanitary.com>. July 2014.

Zillow.com, 2014.

APPENDIX B: AB 1233 UNACCOMMODATED NEED CALCULATION

When the analysis of a local government's sites inventory does not demonstrate adequate sites to accommodate the RHNA, State law requires that the Housing Element include a program to identify additional capacity to accommodate any unmet need. The sites inventory in the adopted 2010 Housing Element contained an unmet need of 312 lower-income units from the 2007-2014 RHNA.

To meet this remaining need, the Housing Element included Programs HE-A.4 and HE-A.5 to increase adopted densities and rezone parcels:

- **HE-A.4:** The City shall amend the CSMU designation/district in the General Plan and Zoning Ordinance to allow up to 165 units per acre.
- **HE-A.5:** The City shall revise the zoning code to create two additional districts at 29-45 units per acre (RM1000) and 45-60 units per acre (RM725) in the Specialty Commercial (CS) and Community Commercial (CC) districts. This will be done through an overlay zone in order to encourage affordable housing for lower-income households at maximum densities of 45 and 60 units per acre.

The City implemented Program HE-A.4, "upzoning" (i.e., increasing the maximum density) in the CSMU district from 120 units per acre to 165 units per acre. This created capacity for an additional 135 lower-income units, meeting 48 percent of the remaining need. However, the City was not able to complete the rezoning of site "Vacant 3" (i.e., Site PR-1 in the 2015 Housing Element) or adopt the RM 750 and RM 1000 zoning districts during the previous Housing Element planning period. The City did, however, increase the maximum allowed density in the RM 1500, CS, and CC zones from 29 units per acre to 30 units per acre, which met the default density standard for lower-income units. While this "upzoning" only increased capacity on CS and CC zoned sites in the Housing Element inventory by one unit/acre, it qualified these sites to count toward the lower-income RHNA rather than the moderate-income RHNA. Table B-1 shows the sites that were subject to a rezone or "upzone" program in the 2010 Housing Element, the actions taken by the City related to these sites, and the capacity on the site before and after the upzoning. Table B-2 summarizes the capacity for all income categories before and after the upzoning, and identifies an unmet need of 86 lower-income units that must be accommodated during the 2014-2022 RHNA period.

**TABLE B-1
UPZONED AND REZONED SITES**

Union City
2014

Site Name	APN	General Plan	Zoning	Max. Density Before Rezoning	Action Identified in 2010 Housing Element	Action Taken by City	Capacity Before Rezoning			Capacity After Rezoning		
							Lower-Income	Mod.-Income	Above Mod.-Income	Lower-Income	Mod.-Income	Above Mod.-Income
Station District Block 3	87-19-4-2	CSMU	CSMU	120 u/a	Increased Maximum Density to 165 u/a	Increased Maximum Density to 165 u/a	166			228		
Station District Block 2		CSMU	CSMU	120 u/a			233			318		
Union City Blvd. South	483-10-26-5	CR	CS	29 u/a	Amend the CS and CC zoning districts to accommodate both RM1000 and RM725 densities (up to 60 units per acre)	Increased Maximum Density from 29 to 30 u/a		12		12		
	483-10-26-9							1		1		
	483-10-26-7							22		23		
	<i>Subtotal</i>							36		37		

**TABLE B-1
UPZONED AND REZONED SITES**

Union City
2014

Site Name	APN	General Plan	Zoning	Max. Density Before Rezoning	Action Identified in 2010 Housing Element	Action Taken by City	Capacity Before Rezoning			Capacity After Rezoning		
							Lower-Income	Mod.-Income	Above Mod.-Income	Lower-Income	Mod.-Income	Above Mod.-Income
Vacant 3	87-10-45	R10-17	OS	0 u/a (residential not allowed)	Rezone to RM 1000 (up to 45 units per acre)	Rezoning Not Completed						
Mission Blvd.	486-3-29	CR	CC	29 u/a	Amend the CS and CC zoning districts to accommodate both RM1000 and RM725 densities (up to 60 units per acre)	Increased Maximum Density from 29 to 30 u/a		5		5		
	486-3-30							3		3		
	486-3-28							5		5		
	486-3-35							3		3		
	486-3-34-3							3		3		
	486-6-33							6		7		
	486-3-34-3							10		10		
	Subtotal								38		39	
TOTAL							399	74	0	622	0	0

**TABLE B-2
CAPACITY BY INCOME CATEGORY BEFORE AND AFTER UPZONING**

Union City
2014

Income Category	2007-2014 RHNA	Approved, Built, and Under Construction	Capacity Based on Adopted Zoning in 2010	Surplus(+)/ Deficit(-) Prior to Upzoning	Capacity After Upzoning	Surplus(+)/ Deficit(-) After Upzoning
Lower	952	241	399	-312	625	-86
Moderate	380	431	74	+125	0	+51
Above Moderate	612	517	143	+48	143	+48
TOTAL	1,944	1,189	616	-312 lower income units	768	-86 lower income units

APPENDIX C: STAKEHOLDER WORKSHOP SUMMARY

On April 29, 2014, the City of Union City conducted a Stakeholder Workshop on the Housing Element Update. To advertise the workshop, the City sent an email notice to local agencies, community organizations, and stakeholders in the city. Table C-1 provides a list of contacts. The City also posted an advertisement in the newspaper, *Union City Patch*, hung flyers in the Union City Library, and advertised on the City's local television network. Four stakeholders attended the Workshop.

At the workshop City staff and the Housing Element consultants from Mintier Harnish presented a brief overview of the Housing Element Update and facilitated an interactive discussion to solicit ideas from participants about the most critical housing issues facing Union City residents and new ways the City and community might address these issues.

The following is a summary of the issues and ideas discussed at the workshop. The input provided at the workshop was used to shape the Housing Element policies and programs.

Major Housing Issues and Barriers to Affordable Housing

- The number one issue is a lack of funding for housing programs.
- It is possible that some projects may be approaching their 15-year limits for Low Income Housing Tax Credit funding and could convert from affordable housing to market rate.
- It is more difficult to find incentives to build smaller units, such as micro-units.
- Most housing funds target large family units or special needs populations; there needs to be more diverse housing configurations for different household types.
- State funding does not support workforce housing.

Opportunities and Potential Solutions for Providing Housing

- There should be a focus on acquiring and preserving existing affordable units that are at risk of converting to market rate; this way the small amount of available resources can be used most effectively to provide affordable housing.
- Cities should collaborate to establish a multijurisdictional fund dedicated to preserving and avoiding market rate conversion.
- The State should make it easier to count preserved units towards a municipality's RHNA.
- The City could facilitate private and public partnerships to encourage more affordable housing.
- The City needs to set inclusionary housing in-lieu fees that encourage building units at higher densities.
 - The Inclusionary Housing Ordinance was last updated in 2006; the City is currently looking for more creative ways to increase the stock of affordable housing (e.g., profit sharing).
- The City could collect housing impact fees on commercial development.

- The City could put pressure on the County to dedicate the majority of Boomerang Funds to affordable housing.
- A percentage of funding from transportation initiatives should go to housing.
 - The City could advocate for Transit Oriented Development dollars.
 - Transportation agencies have incentives to do this in order to address SB 375.
- The City could advocate for cap and trade funding for housing.
- Secondary units can be a source of affordable housing in built out communities.
 - The City currently has very few limitations on second units (e.g., no additional parking standards for second units), and permits approximately five second units per year.
 - These units can be counted towards the RHNA.
 - There should be more research on micro-units.
- The City could look into expanding the spectrum for care for seniors.
 - There is a direct nexus between health care and housing.
 - Senior housing needs to be more affordable.
 - Mercy Housing is experimenting with health care dollars to build affordable supportive housing.
- In regards to site selection, the City should look at single-story retail that could be rebuilt as mixed-use and high density residential (e.g., Alvarado-Niles Corridor).

**TABLE C-1
ORGANIZATIONS AND STAKEHOLDERS CONTACTED**

Organization	Name
Alameda County Department of Behavioral Health	Aaron Chapman, M.D.
Alameda County Housing and Community Development Dept.	Linda Gardner
Association of Bay Area Governments	Ezra Rapport
Avalon Bay Communities	
Bay East Association of REALTORS®	David C. Stark
Centro de Servicios	Jaime Jaramillo
Centro de Servicios	Maria Vivaz
Community Care Licensing	
Community Resources for Independent Living (CRIL)	Sheri Burns
Community Resources for Independent Living (CRIL)	April Monroe
Community Resources for Independent Living (CRIL)	April Tamayo
Congregations Organizing for Renewal (COR)	Alli Lasser
Regional Center of the East Bay	Ronke Sodipo
ECHO Housing	Marjorie Rocha
Ecumenical Housing Assoc.	
Eden Housing, Inc.	Linda Mandolini
Eden Housing, Inc.	Andrea Osgood
Emergency Shelter Program, Hayward	Vera Ciammetti
Equity Residential Properties	
EveryOne Home	Elaine de Coligny
Family Emergency Shelter Coalition (FESCO)	Gay McDaniel
Habitat for Humanity, East Bay (Oakland)	Krysta Morgenthaler
Housing Authority of Alameda County	
Housing Consortium of the East Bay	Darin Lounds
	Brianne Steinhauser
Human Outreach Agency, Hayward	
KB Home	Sara Robbins
Legacy Partners	Mr. Jeffrey K. Byrd
Pinn Bros. (Homes)	
Rental Housing Owners Association	Tim May
Second Chance Emergency Shelter	Jim Rogers
Shelter Against Violent Environments (SAVE)	Nina Clymer
South County Homeless PROJECT, Hayward	Calvin Walker
Stern and Company	Stephen Stern
Summerhill Homes	Vince Cantori
Sunrise Village	

**TABLE C-1
ORGANIZATIONS AND STAKEHOLDERS CONTACTED**

Organization	Name
The Live/Work Institute (Thomas Dolan Architecture)	Thomas Dolan
Tiburcio Vasquez Health Center	
Tri-City Homeless Coalition (Abode Services)	Louis Chicoine
Tri-City Homeless Coalition (Abode Services)	Vivian Wan
Tri-City Voice Newspaper	
Tri-City Volunteers Food Bank and Thrift Stores	Melissa Ponchard
U.S. Department of Housing and Urban Development	Tom Azumbrado
Urban Ecology	

APPENDIX D: SB 520 ANALYSIS QUESTIONS

In accordance with SB 520 (Chapter 671, Statutes of 2001), Union City has analyzed the potential and actual governmental constraints on the development of housing for persons with disabilities and demonstrated the City's effort to remove such constraints.

The following shows the City's responses to the "SB 520 Analysis Tool" prepared by HCD.

Overview

- Does the locality have any processes for individuals with disabilities to make requests for reasonable accommodation with respect to zoning, permit processing, or building laws?

The City recently (2014) amended its Zoning Ordinance to include a reasonable accommodation procedure for an individual seeking equal access to housing. Chapter 18.115 of the code outlines this process.

- Describe the process for requesting a reasonable accommodation.

A request for reasonable accommodation is submitted on an application form or in the form of a letter to the Economic and Community Development Department Director.

The request is reviewed by the Economic and Community Development Department Director if no approval is sought other than the request for reasonable accommodation. A request for reasonable accommodation submitted for concurrent review with another discretionary land use application shall be reviewed by the decision-maker for that discretionary application.

- Has the locality made any efforts to remove constraints on housing for persons with disabilities, such as accommodating procedures for the approval of group homes, ADA retrofit efforts, an evaluation of the zoning code for ADA compliance or other measures that provide flexibility?

The City updated its Municipal Code in 2014 to allow supportive housing in all residential zones. The City allows group homes of six or fewer residents by right wherever single family homes are allowed, and allows group homes of seven or more in Civic Facilities and Private Institutional districts with a CUP.

- Does the locality make information available about requesting a reasonable accommodation with respect to zoning, permit processing, or building laws?

When information is requested regarding reasonable accommodations, Building Division staff will provide the required forms and work with them throughout the process.

Zoning and Land Use

- Has the locality reviewed all of its zoning laws, policies, and practices for compliance with fair housing law?

The City's zoning laws, policies, and procedures were reviewed for compliance with fair housing law as part of the Alameda County HOME Consortium Analysis of Impediments to Fair Housing Choice (January 2010). The City has adopted a Reasonable Accommodation Ordinance and

amended the Zoning Ordinance to comply with State law regarding emergency shelters, transitional housing, and supportive housing.

- Are residential parking standards for persons with disabilities different from other parking standards? Does the locality have a policy or program for the reduction of parking requirements for special needs housing if a project proponent can demonstrate a reduced need for parking?

Parking requirements for uses that accommodate persons with disabilities are no different than other parking standards. All uses are required to comply with the parking-related ADA requirements listed in the Building Code. The City does not currently have a policy or program to address the reduction of parking requirements for disabled housing. Senior housing must provide 0.5 covered parking spaces per bedroom. This requirement can be decreased by the Planning Commission if it is found that the senior housing will not create as great a need for housing.

- Does the locality restrict the siting of group homes? How does this affect the development and cost of housing?

The Union City Municipal Code does not contain the term group home, but instead uses the term “community care facility.” A community care facility is defined as, “any facility, place or building where non-medical care and supervision of children, adolescents, adults or elderly persons is conducted under license from the California State Department of Social Services, but not including hospitals, skilled nursing facilities, nursing homes, rest homes, foster homes, large family day care homes or pre-schools.” It appears that group homes fall within this definition.

Within residential zoning districts, community care facilities that house less than six people (i.e., small) are permitted by right. Facilities that house more than six people (i.e., large) can be established subject to use permit approval. For properties in the civic facilities zoning district, large community care facilities are permitted as a matter of right. For properties in the private institutional zoning district, both large and small community care facilities are allowed subject to use permit approval.

- What zones allow group homes other than those residential zones covered by State law? Are group homes over six persons also allowed?

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- Does the locality have occupancy standards in the zoning code that apply specifically to unrelated adults and not to families? Do the occupancy standards comply with fair housing laws?

Chapter 18.08 of the Union City zoning ordinance defines family as, “one (1) or more persons occupying a dwelling and living as a single not for profit housekeeping unit as distinguished from a group occupying a hotel, club, boardinghouse, fraternity or sorority house.” This definition complies with Federal and State fair housing laws.

- Does the land-use element regulate the siting of special need housing in relationship to one another? Specifically, is there a minimum distance required between two (or more) special needs housing?

The General Plan Land Use element does not regulate the siting of special need housing in relationship to one another. Consistent with Section 1520.5. (a) of the California Health and Safety Code, the City will exercise its right to request denial of a license by the State Department of Social Services to operate a residential care facility based on overconcentration. Per Section 1502 of the California Health and Safety Code “residential facility” is defined as any family home, group care facility, or similar facility determined by the Department of Social Services director, for 24-hour nonmedical care of persons in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual.

Permits and Processing

- How does the locality process a request to retrofit homes for accessibility (i.e., ramp request)?

The City processes accessibility retrofit permits identical to any other building permit.

- Does the locality allow group homes with fewer than six persons by right in single family zones? What permits, if any, are required?

Yes, the City allows community care facilities with fewer than six persons by right in single family zones. If any building upgrades or additions are proposed to a single family residence to accommodate a group home, a building permit and administrative site development review approval may be required as stipulated by the Union City Municipal Code.

- Does the locality have a set of particular conditions or use restrictions for group homes with greater than 6 persons? What are they? How do they affect the development of housing for persons with disabilities?

Where conditionally permitted, the City requires a use permit to establish a large community care facility. The City does not have a set of particular conditions for these types of facilities. Each use permit application is reviewed and conditioned on a case-by-case basis to mitigate or lessen any impacts to the surrounding neighborhood.

- What kind of community input does the locality allow for the approval of group homes? Is it different than from other types of residential development?

Any group homes that require use permit approval prior to establishment will be subject to the public hearing and notice requirements listed in the Union City Municipal Code. These

requirements provide an opportunity for public input. Uses that are permitted as a matter of right are not subject to the public hearing and notice requirements listed in the Municipal Code.

- Does the locality have particular conditions for group homes that will be providing services on-site? How may these conditions affect the development or conversion of residences to meet the needs of persons with disabilities?

As stated previously, the City does not have a set of particular conditions for these types of facilities. Each use permit application is reviewed and conditioned on a case-by-case basis. To date, the City has not received any feedback from the public that conditions applied to use permit applications for community care facilities has negatively impacted the development or conversion of residences to meet the needs of persons with disabilities.

Building Codes

- Has the locality adopted the Uniform Building Code? What year? Has the locality made amendments that might diminish the ability to accommodate persons with disabilities?

The City has adopted the 2013 California Codes. No amendments have been made that would diminish the City's ability to accommodate persons with disabilities.

- Has the locality adopted any universal design elements in the building code?

The City has not adopted any universal design elements. Each building permit application is reviewed individually.

- Does the locality provide reasonable accommodation for persons with disabilities in the enforcement of building codes and the issuance of building permits?

Yes, the current (2014) Building Codes adopted by the City provide for reasonable accommodations to individuals with disabilities.

APPENDIX E: GLOSSARY

Acre: A unit of land measure equal to 43,650 square feet.

Acreage: Net: The portion of a site exclusive of existing or planned public or private road rights-of-way.

Affordability Covenant: A property title agreement which places resale or rental restrictions on a housing unit.

Affordable Housing: Under State and Federal statutes, housing which costs no more than 30 percent of gross household income. Housing costs include rent or mortgage payments, utilities, taxes, insurance, homeowner association fees, and other related costs.

Affordable Units: Units for which households do not pay more than 30 percent of income for payment of rent (including monthly allowance for utilities) or monthly mortgage and related expenses. Since above moderate-income households do not generally have problems in locating affordable units, affordable units are often defined as those that low- to moderate-income households can afford.

Annexation: The incorporation of land area into the jurisdiction of an existing city with a resulting change in the boundaries of that city.

Assisted Housing: Housing that has been subsidized by Federal, State, or local housing programs.

Assisted Housing Developments: Multifamily rental housing that receives governmental assistance under Federal programs listed in subdivision (a) of §65863.10, State and local multifamily revenue bond programs, local redevelopment programs, the Federal Community Development Block Grant Program, or local in-lieu fees. The term also includes multifamily rental units that were developed pursuant to a local inclusionary housing program or used to a quality for a density bonus pursuant to §65915.

At-Risk Housing: Multifamily rental housing that is at risk of losing its status as housing affordable for low- and moderate-income tenants due to the expiration of Federal, State or local agreements.

Below-Market-Rate (BMR): Any housing unit specifically priced to be sold or rented to low- or moderate- income households for an amount less than the fair-market value of the unit. Both the State of California and the U.S. Department of Housing and Urban Development set standards for determining which households qualify as "low income" or "moderate income." The financing of housing at less than prevailing interest rates.

California Department of Housing and Community Development (HCD): The State Department responsible for administering State-sponsored housing programs and for reviewing housing elements to determine compliance with State housing law.

California Environmental Quality Act (CEQA): A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an environmental impact report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

California Housing Finance Agency (CHFA): A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of low- and moderate-income housing.

Census: The official United States decennial enumeration of the population conducted by the Federal government.

City: City with a capital "C" generally refers to Union City government or administration. City with a lower case "c" generally refers to the geographical area of the city.

Community Development Block Grant (CDBG): A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Compatible: Capable of existing together without conflict or ill effects.

Condominium: A building or group of buildings in which units are owned individually, but the structure, common areas, and facilities are owned by all owners on a proportional, undivided basis.

Consistent: Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Contract Rent: The monthly rent agreed to, or contracted for regardless of any furnishings, utilities, or services that may be included.

Dedication, In lieu of: Cash payments that may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in lieu fees or in lieu contributions.

Density: The number of dwelling units per unit of land. Density usually is expressed "per acre" (e.g., a development with 100 units located on 20 acres has density of 5.0 units per acre).

Density, Residential: The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per gross acre or per net developable acre.

Density Bonus: The allocation of development rights that allows a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned. Density bonus requirements are contained in Government Code Section 65915.

Developable Land: Land that is suitable as a location for structures and that can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas.

Development Impact Fees: A fee or charge imposed on developers to pay for a jurisdiction's costs of providing services to new development.

Development Right: The right granted to a land owner or other authorized party to improve a property. Such right is usually expressed in terms of a use and intensity allowed under existing zoning regulation. For example, a development right may specify the maximum number of residential dwelling units permitted per acre of land.

Dwelling, Multifamily: A building containing two or more dwelling units for the use of individual households; an apartment or condominium building is an example of this dwelling unit type.

Dwelling, Single family Attached: A one-family dwelling attached to one or more other one-family dwellings by a common vertical wall. Row houses and town homes are examples of this dwelling unit type.

Dwelling, Single family Detached: A dwelling, not attached to any other dwelling, which is designed for and occupied by not more than one family and surrounded by open space or yards.

Dwelling Unit: A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), that constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

Element: A division or chapter of the General Plan.

Emergency Shelter: An emergency shelter is a facility that provides shelter to homeless families and/or homeless individuals on a limited short-term basis.

Emergency Shelter Grants (ESG): A grant program administered by the U.S. Department of Housing and Urban Development (HUD) provided on a formula basis to large entitlement jurisdictions.

Encourage: To stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies.

Enhance: To improve existing conditions by increasing the quantity or quality of beneficial uses or features.

Environmental Impact Report (EIR): A report that assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action.

Fair Market Rent: The rent, including utility allowances, determined by the United States Department of Housing and Urban Development for purposes of administering the Section 8 Existing Housing Program.

Feasible: Capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors.

First-Time Home Buyer: Defined by HUD as an individual or family who has not owned a home during the three-year period preceding the HUD-assisted purchase of a home. Jurisdictions may adopt local definitions for first-time home buyer programs which differ from non-Federally funded programs.

General Plan: The General Plan is a legal document, adopted by the legislative body of a city or county, setting forth policies regarding long-term development. California law requires the preparation of seven elements or chapters in the General Plan: Land Use, Housing, Circulation, Conservation, Open Space, Noise, and Safety. Additional elements are permitted, such as Economic Development, Urban Design and similar local concerns.

Goal: The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.

Green Building: Any building that is sited, designed, constructed, operated, and maintained for the health and well-being of the occupants, while minimizing impact on the environment.

Gross Rent: Contract rent plus the estimated average monthly cost of utilities (water, electricity, gas) and fuels (oil, kerosene, wood, etc.) to the extent that these are paid for by the renter (or paid for by a relative, welfare agency, or friend) in addition to the rent.

Group Quarters: A facility which houses groups of unrelated persons not living in households (U.S. Census definition). Examples of group quarters include institutions, dormitories, shelters, military quarters, assisted living facilities and other quarters, including single-room occupancy (SRO) housing, where 10 or more unrelated individuals are housed.

Home Mortgage Disclosure Act (HMDA): The Home Mortgage Disclosure Act requires larger lending institutions making home mortgage loans to publicly disclose the location and disposition of home purchase, refinance and improvement loans. Institutions subject to HMDA must also disclose the gender, race, and income of loan applicants.

HOME Program: The HOME Investment Partnership Act, Title II of the National Affordable Housing Act of 1990. HOME is a Federal program administered by HUD which provides formula grants to States and localities to fund activities that build, buy, and/or rehabilitate affordable housing for rent or home ownership or provide direct rental assistance to low-income people.

Homeless: Unsheltered homeless are families and individuals whose primary nighttime residence is a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings (e.g., the street, sidewalks, cars, vacant and abandoned buildings). Sheltered homeless are families and persons whose primary nighttime residence is a supervised publicly- or privately-operated shelter (e.g., emergency, transitional, battered women, and homeless youth shelters; and commercial hotels used to house the homeless).

Household: All those persons, related or unrelated, who occupy a single housing unit.

Household Income: The total income of all the persons living in a household. A household is usually described as very low-income, low-income, moderate-income, and above moderate-income based upon household size, and income, relative to the regional median income.

Households, Number of: The count of all year-round housing units occupied by one or more persons. The concept of household is important because the formation of new households generates the demand for housing. Each new household formed creates the need for one additional housing unit or requires that one existing housing unit be shared by two households. Household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

Household Population: Persons living in households, not including group homes.

Housing and Community Development, Department of (HCD): The State agency that has principal responsibility for assessing, planning for, and assisting communities to meet the needs of low- and moderate-income households.

Housing and Urban Development, U.S. Department of (HUD): A cabinet-level department of the Federal government that administers housing and community development programs.

Housing Authority, Local (LHA): Local housing agency established in State law, subject to local activation and operation. Originally intended to manage certain Federal subsidies, but vested with broad powers to develop and manage other forms of affordable housing.

Housing Problems: Defined by HUD as a household which: (1) occupies a unit with physical defects (lacks complete kitchen or bathroom); (2) meets the definition of overcrowded; or (3) spends more than 30% of income on housing cost.

Housing Subsidy: Housing subsidies refer to government assistance aimed at reducing housing sales or rent prices to more affordable levels. Two general types of housing subsidy exist. Where a housing subsidy is linked to a particular house or apartment, housing subsidy is “project” or “unit” based. In Section 8 rental assistance programs the subsidy is linked to the family and assistance provided to any

number of families accepted by willing private landlords. This type of subsidy is said to be “tenant based.”

Housing Unit: The place of permanent or customary abode of a person or family. A housing unit may be a single family dwelling, a multifamily dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost.

Impact Fee: A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce.

Inclusionary Zoning: Provisions established by a public agency to require that a specific percentage of housing units in a project or development remain affordable to very low-, and low-, or moderate-income households for a specified period.

Implementation Program: An action, procedures, program, or technique that carries out general plan policy. Implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment.

Income Category: Four categories are used to classify a household according to income based on the median income for the county. Under State housing statutes, these categories are defined as follows: Extremely Low (< 30% of area median) Very Low (31-50% of area median); Low (51-80% of area median); Moderate (81-120% of area median); and Above Moderate (over 120% of area median).

Infill Development: Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.

Jobs/Housing Balance; Jobs/Housing Ratio: The availability of affordable housing for employees. The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

Large Household: A household with five or more members.

Lease: A contractual agreement by which an owner of real property (the lessor) gives the right of possession to another (a lessee) for a specified period of time (term) and for a specified consideration (rent).

Low Income Housing Tax Credits: Tax reductions provided by the Federal and State governments for investors in housing for low-income households.

Manufactured Housing: Housing that is constructed of manufactured components, assembled partly at the site rather than totally at the site. Also referred to as modular housing.

Market-Rate Housing: Housing which is available on the open market without any subsidy. The price for housing is determined by the market forces of supply and demand and varies by location.

Mean: The average of a range of numbers.

Median: The mid-point in a range of numbers.

Median Income: The annual income for each household size within a region which is defined annually by HUD. Half of the households in the region have incomes above the median and half have incomes below the median.

Mitigate, v.: To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mixed-use: Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.

Mobile Home: A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single family dwelling unit and which (1) has a minimum of 400 square feet of living space; (2) has a minimum width in excess of 102 inches; (3) is connected to all available permanent utilities; and (4) is tied down (a) to a permanent foundation on a lot either owned or leased by the homeowner or (b) is set on piers, with wheels removed and skirted, in a mobile home park.

Mortgage Revenue Bond (MRB): A State, county or city program providing financing for the development of housing through the sale of tax-exempt bonds.

Multifamily Dwelling Unit: A building or portion thereof designed for or occupied by two or more families living independently of each other, including duplexes, triplexes, quadplexes, apartments, and condominiums.

Overcrowding: Households or occupied housing units with 1.01 or more persons per room.

Parcel: A lot in single ownership or under single control, usually considered a unit for purposes of development.

Physical Defects: A housing unit lacking complete kitchen or bathroom facilities (U.S. Census definition). Jurisdictions may expand the Census definition in defining units with physical defects.

Population. People or inhabitants of a region or area.

Poverty Level: As used by the U.S. Census, families and unrelated individuals are classified as being above or below the poverty level based on a poverty index that provides a range of income cutoffs or "poverty thresholds" varying by size of family, number of children, and age of householder. The income cutoffs are updated each year to reflect the change in the Consumer Price Index.

Project-Based Rental Assistance: Rental assistance provided for a project, not for a specific tenant. A tenant receiving project-based rental assistance gives up the right to that assistance upon moving from the project.

Public Housing: A project-based low-rent housing program operated by independent local public housing authorities. A low-income family applies to the local public housing authority in the area in which they want to live.

Quantified Objective: The housing element must include quantified objectives which specify the maximum number of housing units that can be constructed, rehabilitated, and conserved by income level within a five- year time frame, based on the needs, resources, and constraints identified in the housing element (§65583 (b)). The number of units that can be conserved should include a subtotal for the number of existing assisted units subject to conversion to non-low-income households. Whenever possible, objectives should be set for each particular housing program, establishing a numerical target for the

effective period of the program. Ideally, the sum of the quantified objectives will be equal to the identified housing needs. However, identified needs may exceed available resources and limitations imposed by other requirements of state planning law. Where this is the case, the quantified objectives need not equal the identified housing needs, but should establish the maximum number of units that can be constructed, rehabilitated, and conserved (including existing subsidized units subject to conversion which can be preserved for lower-income use), given the constraints.

Redevelop: To demolish existing buildings; or to increase the overall floor area existing on a property; or both; irrespective of whether a change occurs in land use.

Redevelopment Agency: California Community Redevelopment Law provided authority to establish a Redevelopment Agency with the scope and financing mechanisms necessary to remedy blight and provide stimulus to eliminate deteriorated conditions. The law provided for the planning, development, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, and the provision of public and private improvements as may be appropriate or necessary in the interest of the general welfare by the Agency. Redevelopment law required an Agency to set aside 20 percent of all tax increment dollars generated from each redevelopment project area for increasing and improving the community's supply of affordable housing. The City of Union City's Redevelopment Agency was dissolved as of February 1, 2012. The City of Union City acts as the Housing Successor Agency of the Former Redevelopment Agency. As the Housing Successor, the City oversees bond proceeds of the former Redevelopment Agency.

Regional Housing Needs Plan (RHNP): The Regional Housing Needs Plan (RHNP) is based on State of California projections of population growth and housing unit demand and assigns a share of the region's future housing need to each jurisdiction in California. These housing need numbers serve as the basis for the update of the Housing Element in each California city and county.

Regional Housing Needs Share: A quantification by a COG or by HCD of existing and projected housing need, by household income group, for all localities within a region.

Rehabilitation: The repair, preservation, and/or improvement of substandard housing.

Residential, Multiple Family: Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single family: A single dwelling unit on a building site.

Rezoning: An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

Secondary dwelling unit: A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. "Granny Flat" is one type of secondary dwelling unit intended for the elderly.

Section 8 Rental Assistance Program: A Federal (HUD) rent-subsidy program that is one of the main sources of Federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30 percent of the household's adjusted gross monthly income (GMI). Section 8 includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Seniors: Persons age 65 and older.

Service Needs: The particular services required by special populations, typically including needs such as transportation, personal care, housekeeping, counseling, meals, case management, personal emergency response, and other services preventing premature institutionalization and assisting individuals to continue living independently.

Shall: That which is obligatory or necessary.

Should: Signifies a directive to be honored if at all feasible.

Site: A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot.

Small Household: Pursuant to HUD definition, a small household consists of two to four non-elderly persons.

Special Needs Groups: Those segments of the population which have a more difficult time finding decent affordable housing due to special circumstances. Under California Housing Element statutes, these special needs groups consist of the elderly, persons with disabilities (including developmental disabilities), large families, female-headed households, farmworkers, and the homeless. A jurisdiction may also choose to consider additional special needs groups in the Housing Element, such as students, military households, other groups present in their community.

Subdivision: The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed.

Subdivision Map Act: Section 66410 et seq. of the California Government Code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps.

Subsidize: To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from Federal and/or State income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

Substandard Housing: Residential dwellings that, because of their physical condition, do not provide safe and sanitary housing.

Substandard, Suitable for Rehabilitation: Substandard units which are structurally sound and where the cost of rehabilitation is economically warranted.

Substandard, Needs Replacement: Substandard units which are structurally unsound and for which the cost of rehabilitation is considered infeasible, such as instances where the majority of a unit has been damaged by fire.

Supportive Housing: Housing with a supporting environment, such as group homes or Single Room Occupancy (SRO) housing and other housing that includes a supportive service component such as those defined below.

Supportive Services: Services provided to residents of supportive housing for the purpose of facilitating the independence of residents. Some examples are case management, medical or psychological counseling and supervision, child care, transportation, and job training.

Tenure: The manner in which a housing unit is occupied (i.e., rented or owned).

Tenant-Based Rental Assistance: A form of rental assistance in which the assisted tenant may move from a dwelling unit with a right to continued assistance. The assistance is provided for the tenant, not for the project.

Transient Occupancy Buildings: Buildings that have an occupancy of 30 days or fewer, such as boarding houses, hospices, hostels, and emergency shelters.

Transit Occupancy Tax: A tax imposed by a jurisdiction upon travelers to the area, collected by hotel, bed and breakfast, and condominium operators.

Transitional Housing: Transitional housing is temporary (often six months to two years) housing for a homeless individual or family who is transitioning to permanent housing. Transitional housing often includes a supportive services component (e.g. job skills training, rehabilitation counseling, etc.) to allow individuals to gain necessary life skills in support of independent living.

Universal Design: The creation of products and environments meant to be usable by all people, to the greatest extent possible, without the need for adaptation or specialization.

U.S. Department of Housing and Urban Development (HUD): The cabinet level department of the Federal government responsible for housing, housing assistance, and urban development at the national level. Housing programs administered through HUD include Community Development Block Grant (CDBG), HOME and Section 8, among others.

Vacant: Lands or buildings that are not actively used for any purpose.

Zoning: The division of a city or county by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.