

**AGENDA  
CITY OF UNION CITY  
SPECIAL MEETING AND JOINT STUDY SESSION  
CITY COUNCIL AND PLANNING COMMISSION**

**Tuesday, May 26, 2009  
6:00 P.M.**

**COUNCIL CHAMBERS  
34009 ALVARADO NILES ROAD**

**I. CALL TO ORDER**

I.a Pledge of Allegiance

I.b Roll Call

*Mayor Mark Green  
Vice Mayor Carol Dutra-Vernaci  
Councilmember Manny Fernandez  
Councilmember Jim Navarro  
Councilmember Richard Valle*

*Planning Commission: Chair Tikisa Anderson  
Vice Chair Jo Ann Lew  
Commissioner Raymond Gonzales  
Commissioner Roy Panlilio  
Commissioner Gary Singh  
Alt. Commissioner Philip Crosby*

**II. ORAL COMMUNICATIONS**

*Comments from the audience on non-agenda items will be accepted for a period of 30 minutes. Speakers are limited to three minutes each. Persons wishing to speak must complete a speaker card available at the rear of the Council Chamber or from the City Clerk.*

**III. CONSENT CALENDAR - None**

**IV. CITY MANAGER REPORTS**

4.a Joint Study Session of the City Council and Planning Commission to Review and Direct the Draft 2009 Housing Element Update

**V. ADJOURNMENT**

*A complete agenda packet is available for review at City Hall or our website [www.unioncity.org](http://www.unioncity.org)*

*Any writings or documents provided to a majority of City Council members regarding any item on this agenda will be made available for public inspection at the City Clerk's Counter at City Hall, located at 34009 Alvarado-Niles Road, Union City, California, during normal business hours.*

*Assistance will be provided to those requiring accommodations for disabilities in compliance with the Americans with Disabilities Act of 1990. Interested person must request the accommodation at least two working days in advance of the meeting by contacting the City Clerk at (510) 675-5348.*



**DATE: MAY 26, 2009**

**TO: CITY COUNCIL/PLANNING COMMISSION**

**FROM: JOAN MALLOY, ECONOMIC & COMMUNITY DEVELOPMENT DIRECTOR**

**SUBJECT: JOINT STUDY SESSION – 2009 DRAFT HOUSING ELEMENT REVIEW**

Mayor Green has convened a special joint City Council and Planning Commission meeting on Tuesday, May 26, 2009, to discuss the 2009 Draft Housing Element. The Economic & Community Development Department is seeking authorization from the City Council to submit the Draft Housing Element to the California Department of Housing and Community Development (HCD) for review and certification. Once the State of California certifies the document, the Housing Element will be considered for final adoption by the Planning Commission and City Council.

**BACKGROUND**

The City is updating the current Housing Element of the General Plan. The Housing Element is one of the seven mandated elements of the General Plan. California law requires that jurisdictions adequately plan for the existing and projected housing needs of all segments of the community. The Housing Element, unlike other elements of the General Plan, must be updated on a five-year cycle to ensure the City is making incremental progress towards its housing goals and policies. A draft Housing Element must be submitted to HCD for their review, which can take up to 60 days.

**DISCUSSION**

The City's Draft Housing Element consists of two parts: a Background Report that provides the foundation for the goals, policies, implementation programs and quantified objectives; and the Policy Report that specifies the goals, policies, implementation programs and quantifies objectives for the maintenance, improvement and development of housing from 2009 to 2014.

Specifically the Background Report includes:

- Analysis of population and employment trends and projections
- Analysis and documentation of household characteristics
- Inventory of land suitable for residential development
- Analysis of potential and actual government housing constraints
- Analysis of potential and actual non-government housing constraints
- Analysis of special housing needs
- Analysis of opportunities for residential energy conservation
- Analysis of at-risk assisted housing developments
- Evaluation of previous housing accomplishments

The Policy Report includes seven primary goal statements. Under each goal statement, there are policies that amplify each goal statement; implementation programs that describe the proposed action to be carried out; and the timeframe and quantified objectives of the action. The seven primary goal statements in the Policy Report are:

- To provide for a broad range of housing types and densities
- To encourage the construction and maintenance of affordable housing
- To create and maintain healthy neighborhoods by improving the condition of the existing housing stock
- To promote equal opportunity to secure, safe, sanitary and affordable housing
- To provide a range of housing opportunities and services for households with special needs
- To ensure energy efficiency and appropriate weatherization for all new and existing housing units
- To ensure the Housing Element programs are implemented on a timely basis and progress of each program is monitored and evaluated annually

The primary purpose of the May 26, 2009 study session is to ensure that the City Council and Planning Commission support the proposed policies and programs in the Draft Housing Element before the document is submitted to HCD for the State-mandated 60-day review period. Once the document has been reviewed by HCD, it may be difficult to remove policies or programs without jeopardizing the City's certification. Therefore, if there are any policies and programs that the Council and Commission are strongly opposed to, this study session provides the best opportunity to modify the policy language.

On February 26, 2009, a Stakeholders Workshop for the Housing Element was held to receive input and comments from the public and other interested parties on the development of the Housing Element and the draft product, which were incorporated as appropriate.

**FISCAL IMPACT**

There will be no fiscal impact to the General Fund resulting from the authorization to submit the draft Housing Element to the HCD for their initial review.

**RECOMMENDATION**

Staff recommends that the City Council hold the Joint Study Session and provide comment and any recommended modifications to the Draft Housing Element, if warranted. Staff also recommends that the City Council authorize the submittal of the draft Housing Element California's Housing and Community Development Department for their initial review and comment.

Prepared by: Vernon M. Smith, HCD Coordinator

Submitted by: Joan Malloy, Economic and Community Development Director

Approved by: Larry Cheeves, City Manager

# Housing Element



## City of Union City General Plan

Public Review Draft Housing Element  
May 2009



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# **Union City Housing Element Update**

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*Public Review Draft Housing Element  
May 2009*

*Prepared by:*

**mintierharnish**  
planning consultants





## HOUSING ELEMENT CREDITS

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### Union City

#### City Council

Mark Green, Mayor  
Carol Dutra-Vernaci, Vice-Mayor  
Richard Valle, Councilmember  
Manny Fernandez, Councilmember  
Jim Navarro, Councilmember

#### Planning Commission

Tikisa Anderson, Chairperson  
Raymond Gonzales, Jr., Commissioner  
Jo Ann Lew, Commissioner  
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Gurnam (Gary) Singh, Commissioner  
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**Part 1. Background Report**

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## SECTION 9.1 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 January 2009) 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 2002. 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.

### 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 their city or county. The housing element is one of the seven mandated elements of the general plan. State law requires local government plans 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, local housing elements in particular.

The purpose of the housing element is to identify the community's housing needs, to state the community's goals and objectives with regard to housing production, rehabilitation, conservation to meet those needs, and to 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 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, large families, farmworkers, families with female heads of households, 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 low-income housing uses 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 2000 U.S. Census, 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 previous Union City Housing Element (2002) was developed in conjunction with the City's 2002 General Plan Update. The 2009 Housing Element was revised to establish consistency and linkages with other general plan elements. 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 families, 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 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.

## 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 65583I(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." The following is a brief description of the Housing Element workshops and meetings:

### ***Stakeholder Workshop #1***

City staff and consultants distributed announcements for the Stakeholder Workshop #1 to a mailing list of various stakeholders including local residents, housing developers, social service providers, neighborhood associations, and the business community. Furthermore, the City publicized the workshops in local newspapers and on announcement boards at City facilities.

The Consultants and City staff conducted the workshop on February 26, 2009, to discuss housing trends and key issues facing Union City. The Consultants presented a brief overview of the Housing Element Update process, and then held an interactive discussion to solicit information on key housing issues in the city and discuss the content of the Draft Housing Element.

### ***Joint Study Session with City Council and Planning Commission***

The Consultants and City staff attended a joint study session on May 26, 2009, with the City Council and Planning Commission to solicit input on the Public Review Draft Housing Element before it is submitted to the State Department of Housing and Community Development (HCD) for the mandated 60-day review period. The Consultants provided an overview of the Public Review Draft Housing Element along with the community workshop summaries.

## Major Findings

### ***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 that time, the population has multiplied more than ten times, resulting in an estimated city population of 73,402 in 2008.
- Between 1990 and 2000, Union City grew older, with increasing percentages of residents over age 45 and decreasing percentages of residents younger than 45.
- Union City is more ethnically diverse than Alameda County or California. Union City has about half of the White Non-Hispanic (20.4 percent) residents than Alameda County (40.8 percent) and a third of California (59.5 percent).
- In 2006, Union City had a median household income of \$76,223, which was significantly higher than California's median household income of \$54,645.

- Union City's unemployment rate of 4.5 percent in 2007 was lower than the countywide rate of 4.8 percent or the state rate of 5.4 percent.

#### Population, Household, and Employment Projections

- Union City's population is expected to grow moderately through 2035, with an average annual growth rate (AAGR) of 1.1 percent between 2000 and 2035. Union City will outpace Alameda County's population and household growth rate, and will comprise 5.1 percent of the total county population by 2035.
- Union City is expected to increase the number of employed residents by a total of 23,668 by 2035, a 1.6 percent AAGR from 2000 to 2035. By 2035 Union City will comprise 4.2 percent of the total county jobs.
- A large amount of Union City's job growth from 2000 to 2007 was in the low-paying retail sector, which points to the possible additional need for lower-income housing to meet the needs of current and future employees in Union City.

#### 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 2007 (73.4 percent) is higher than the State (58.4 percent in 2007) and Alameda County (57.3 percent).
- In 2007, Union City had a population per household of 3.52, significantly higher than other nearby jurisdictions.
- Nearly 18 percent of rental units (e.g., single-family houses, duplexes, apartments) in Union City were severely overcrowded compared to 5.5 percent of owner-occupied units. The rate of overcrowding for renter-occupied households (31.3 percent) is much higher than Alameda County (18.7 percent) and the state (23.9 percent), demonstrating that overcrowding is a significant problem relative to the rest of Alameda County and California as a whole.
- In 2008, Union City had 20,483 housing units with 15,307 single-family units (75 percent) and 4,249 multi-family units (21 percent). Given the high percentage of single-family homes and tendency for overcrowding, Union City may have a need for more multi-family units with adequate capacity for larger families.
- Union City had a very low vacancy rate (1.2 percent) in 2000 and 2008, suggesting that local supply of housing was and remains insufficient. This is especially true in comparison to Alameda County (3.0 percent) and California (5.9 percent) 2008 vacancy rates, and considering that statewide vacancy rates continue to rise as a result of the recession.

#### Housing Affordability

- The largest numbers of low-income households with a moderate cost burden are: small related renters, small related owners, and large related renters.
- Fifty-two percent of elderly renters had a moderate housing cost burden and 33.2 percent had a severe housing cost burden; however, elderly renter households make up only 2.3 percent of all households.
- According to HUD, the median family income for a four-person household was \$86,100 in 2008.

- Households with a single-wage earner employed by the city or unified school district would have difficulty purchasing a home in Union City. A household comprised of a fire fighter and a librarian in Union City could afford to pay approximately \$359,548 for a home.
- 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. As of November 2008, the median home price was \$380,000 in Union City compared to \$370,000 in Alameda County.
- A three-person household classified as low-income (between 51 and 80 percent of median) with an annual income of up to \$59,600 could afford to pay \$1,490 monthly gross rent (including utilities).
- A low-income household at the top of the income range could afford to rent a unit at the FMR level, assuming that such a unit is available for rent. However, households with incomes below 50 percent of median (very low-income) would not be able to afford rent at any of the FMR rents.
- Rents in Union City rose slightly between 2001 and 2008, but three-bedroom apartments actually came down in price. Three-bedroom apartments in Union City average slightly less than the fair market rent. Average rent in Union City increased \$43 from 2001 to 2008.

### **Special Housing Needs**

- Based on an annual service level of 2,000 persons in Union City, Fremont, and Hayward, Abode Services reports (2009) that approximately 48 percent of adults surveyed are female, 38 percent are male, and 38 percent are children; 44 percent are White, 32 percent are Black/African American; 18 percent are Latino/Hispanic; 3 percent are Asian; 2 percent are Pacific Islander; and 1 percent are Native American.
- 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 Adobe Services, Centro de Servicios, and Safe Alternatives to Violent Environments (SAVE) as well as its participation in the Alameda County EveryOne Home Program.
- There are less than 337 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. The Alameda County Housing Authority, has closed the waiting lists, are not new accepting applications for housing, and do not anticipate re-opening waiting lists for months, possibly even years. This indicates that there is a severe shortage of housing available for low-income seniors in Union City.
- The 2000 Census data suggests that there is a stronger need for large units in Union City than both Alameda County and statewide to accommodate large households.
- For a family of four in Union City, a household making under \$25,850 in 2008 would be considered an extremely low-income household. Union City had a higher proportion of extremely low-income owners (8.6 percent) than Alameda County (5.2 percent) and the State (5.9 percent), and a lower proportion of extremely low-income renters (17.4 percent) than the County (23.5 percent) and the State (20.2 percent).
- Based on Alameda County's 2007-2014 Regional Housing Needs Allocation, there is a projected need for 281 extremely low-income housing units in Union City (which assumes 50 percent of the very-low income allocation) between 2007 and 2014.

### ***Future Needs Assessment***

- In its final Regional Housing Needs Allocation (RHNA) figures, ABAG allocated 1,944 housing units to Union City between 2007 and 2014. The total allocation is broken down into five income categories: extremely-low (281 units or 14.5 percent of total units); very low (280 units or 14.4 percent of total units); low (391 units or 20.1 percent of total units); moderate (380 units or 19.5 percent of total units); and above-moderate (612 units or 31.5 percent of total units).
- Units that have been approved, built, or are under construction satisfy about 60.6 percent of the ABAG RHNA for this Housing Element period.

### ***Resource Inventory***

- There are 27 parcels (covering 40.6 acres) that are vacant or underutilized. Many of these parcels are clustered together, which allows for greater development or redevelopment potential.
- While Union City's supply of vacant land is dwindling, there is still a sufficient supply of land to produce a variety of housing types. There is a total of 17.5 acres of land that could accommodate 1,057 to 1,068 units for moderate or below moderate-income households.
- Union City has a total surplus residential capacity (358 units) in excess of its RHNA (1,944 units). Union City has a capacity of 961 units for extremely low-, very low-, and low-income units and a capacity of 700 units for moderate-income which exceeds the RHNA for these income categories. Additionally, Union City has sufficient capacity for above moderate-income (market rate) housing to meet its RHNA numbers.
- Water and sewer facilities and services are adequate to serve all projected development in Union City through the timeframe (2014) 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 mobilehomes. Most of these programs are funded with Community Development Block Grant (CDBG) and redevelopment 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.
- There are no affordable units in Union City at risk of conversion to market-rate uses during the current and subsequent planning periods.

### ***Potential Housing Constraints***

- As a result of the Affordable Housing Ordinance, 158 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 3 bedroom, 2 bathroom house of 1,500 square feet are approximately \$26,000. Compared to the per unit fees for a multi-family

unit (\$17,000) there are significant cost savings for multi-family 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.

- In 2008, sales prices for new single-family detached homes in Union City averaged around \$400,000; however, home building has come to a stop and foreclosure-priced homes continue to drive down housing prices

### ***Evaluation***

- In partnership with non-profit developers, such as Eden Housing, Inc., Elder Care Alliance and Mid-Peninsula Housing, the City has helped with construction of 188 affordable units from 2002 to 2009.
- The City's rehabilitation program, which has been around since 1974 has rehabilitated over 650 homes—232 of which were completed in the reporting period (2002 to 2008).
- Overall, the implementation of the Affordable Housing Ordinance has been very successful. Since 2001, 158 affordable ownership housing units for very-low, low-, and moderate-income households have been built.
- In addition to the Affordable Housing Ordinance, the City has used programs, such as the Mortgage Credit Certificate Program, Redevelopment Funds Set-Aside Funds, HOME Funds, and Community Development Block Grants funds to continue to meet its affordable housing goals.

## **SECTION 9.2 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 is presented for comparison or when city-level data is not available. This facilitates an understanding of Union City’s characteristics by illustrating how the 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 Housing Element must analyze population and employment trends to evaluate the future housing need based on a community’s demographic 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 2000 U.S. Census, but 1990 Census data is 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), American Community Survey (ACS), and local economic data (such as home sales prices, rents, wages, etc.).

#### ***Demographics***

##### **Population**

Union City's population has grown rapidly since incorporation of the Alvarado and Decoto neighborhoods in 1959. Since that time, the population has multiplied more than ten times, resulting in an estimated city population of 73,402 in 2008 (see Table 9-1).

Union City’s average annual growth rate (AAGR) from 1990 to 2000 (2.3 percent AAGR) was higher than the Alameda County average (1.3 percent AAGR). Population growth in Union City was also higher than Fremont (1.7 percent AAGR) and Newark (1.2 percent AAGR), but Hayward experienced a slightly higher growth rate of 2.4 percent AAGR during this period.

**TABLE 9-1**  
**POPULATION GROWTH**  
**Union City and Selected Areas**  
**1990-2008**

Year	Union City	Fremont	Hayward	Newark	Alameda County
1990	53,762	173,339	111,343	37,861	1,276,702
1991	54,816	175,351	116,077	38,029	1,294,724
1992	55,544	177,625	118,582	38,500	1,310,478
1993	56,303	181,817	120,628	38,735	1,326,333
1994	57,148	183,262	121,507	39,217	1,338,420
1995	57,664	184,956	121,641	39,681	1,344,157
1996	58,350	187,965	122,323	39,984	1,356,339
1997	59,678	192,160	123,934	40,459	1,375,850
1998	62,490	198,710	126,452	41,235	1,408,073
1999	65,400	203,569	127,713	42,764	1,433,309
2000	66,869	203,413	140,030	42,471	1,443,741
2008	73,402	213,512	149,205	43,872	1,543,000

*Source: U.S. Census, 1990, 2000; California Department of Finance, 1990- 2008.*

Table 9-2 shows that from 2000 to 2008 Union City population grew at a rate of 1.25 percent AAGR, which was faster than Alameda County (0.89 percent AAGR) but slower than California (1.56 percent AAGR). Population includes data for persons in households and group quarters. Overall household population in Union City followed the same trends as population for 2000 to 2008.

**TABLE 9-2**  
**POPULATION AND HOUSEHOLD TRENDS**  
**Union City, Alameda County, and California**  
**2000-2008**

	Union City			Alameda County			California		
	2000	2008	AAGR	2000	2008	AAGR	2000	2008	AAGR
Population	66,869	73,402	1.3%	1,443,939	1,543,000	0.9%	33,871,648	38,049,462	1.6%
Total Households	18,877	20,483	1.1%	540,183	570,619	0.7%	11,502,870	13,444,455	2.1%
Household Population	66,527	73,060	1.3%	1,416,006	1,514,193	0.9%	33,051,894	37,178,510	1.6%

*Source: U.S. Census, 2000; DOF Table E-5 Population and Housing Estimates, 2008.*

### Age

Table 9-3 compares Union City's age trends between 1990 and 2000 with Alameda County. The age of Union City's residents showed four increases during the last decade. Groups in the "45-54," "55-64," "65-74," and "65 and over" categories showed increases as a percentage of the entire population. Union City's "45-54" age group had the most significant increase from 10.4 percent of the population to 13.3

## Union City Housing Element Background Report

percent, similar to the increase from 10.3 percent to 13.9 percent of “45-64” year olds in Alameda County. Following the Alameda County trend, Union City age groups less than 45 years of age experienced slight declines in population. 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.

**TABLE 9-3  
AGE CHARACTERISTICS  
Union City and Alameda County  
1990 and 2000**

Age Group	Union City				Alameda County			
	1990		2000		1990		2000	
	#	%	#	%	#	%	#	%
0 to 4	4,459	8.3%	5,008	7.5%	95,932	7.5%	97,075	6.7%
5 to 14	8,905	16.6%	10,735	16.1%	163,071	12.7%	203,626	14.1%
15 to 19	4,268	7.9%	4,516	6.8%	80,954	6.3%	89,993	6.2%
20 to 24	4,010	7.5%	4,563	6.8%	106,856	8.4%	99,331	6.9%
25 to 34	9,805	18.2%	10,843	16.2%	251,290	19.6%	238,186	16.5%
35 to 44	9,545	17.8%	11,582	17.3%	219,401	17.2%	255,758	17.7%
45 to 54	5,567	10.4%	8,913	13.3%	131,504	10.3%	200,081	13.9%
55 to 64	3,364	6.3%	5,157	7.7%	94,394	7.4%	112,028	7.8%
65 to 74	2,299	4.3%	3,342	5.0%	79,271	6.2%	76,240	5.3%
75 and Over	1,540	2.9%	2,202	3.3%	56,509	4.4%	71,423	4.9%
<b>TOTAL</b>	<b>53,762</b>	<b>100.0%</b>	<b>66,861</b>	<b>100.0%</b>	<b>1,279,182</b>	<b>100.0%</b>	<b>1,443,741</b>	<b>100.0%</b>

Source: U.S. Census, 1990, 2000.

In 2007 the median age of Union City residents was 37.9, which was slightly older than 36.9 for Alameda County residents, and 34.7 in California (American Community Survey, 2008).

### Race and Ethnicity

According to the US Census American Community Survey 3-Year Estimates for 2005-2007, Union City had a more diverse population than the county as a whole, as well as the state. Table 9-4 shows that Union City was home to a large group of non-whites, with this group accounting for 68.1 percent of total population (one race). The non-white population was much lower in Alameda County (49.5 percent) and even lower in the state (36.3 percent) when compared to respective total populations. The “Asian” group was the largest racial/ethnic group in Union City with 48.9 percent of total population. The percentage of those classified as “Asian” in Union City is higher than Alameda County (24.4 percent) and the State (12.2 percent). Nearly 1,847 residents in Union City identified themselves as being of two or more races, or “other” which makes up 2.7 percent of total population in Union City, compared to 3.3 percent Statewide.

Hispanic or Latinos are tabulated as a separate category from race. Union City has a higher percentage (21.8 percent) of Hispanic or Latinos than Alameda County (21.1 percent), but lower than California (35.7 percent).

**TABLE 9-4**  
**POPULATION BY RACE AND ETHNICITY**  
**Union City, Alameda County, and California**  
**2005-2007**

Racial/Ethnic Category	Union City		Alameda County		California	
	#	%	#	%	#	%
White (Non-Hispanic)	20,384	29.2%	677,278	46.6%	21,892,718	60.4%
Black	4,233	6.1%	192,501	13.2%	2,273,292	6.3%
American Indian and Alaska Native	177	0.3%	7,166	0.5%	263,496	0.7%
Asian	34,117	48.9%	355,105	24.4%	4,432,445	12.2%
Native Hawaiian and Other Pacific Islander	510	0.7%	10,663	0.7%	128,245	0.4%
Other <sup>1</sup>	8,453	12.1%	154,348	10.6%	6,082,353	16.8%
<b>TOTAL ONE RACE</b>	<b>67,874</b>	<b>97.3%</b>	<b>1,397,061</b>	<b>96.1%</b>	<b>35,072,549</b>	<b>96.7%</b>
Two or More Races	1,874	2.7%	57,098	3.9%	1,191,918	3.3%
<b>TOTAL POPULATION</b>	<b>69,748</b>	<b>100.0%</b>	<b>1,454,159</b>	<b>100.0%</b>	<b>36,264,467</b>	<b>100.0%</b>
<b>Hispanic or Latino (of any race)</b>	<b>15,225</b>	<b>21.8%</b>	<b>306,389</b>	<b>21.1%</b>	<b>12,954,535</b>	<b>35.7%</b>

<sup>1</sup>Includes "other" racial category and "two or more races."  
Source: U.S. Census, American Community Survey, 2005-2007.

## ***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 9-5 shows the distribution of household incomes for Union City, Alameda County, and California for 2000, based on Census income data for 1999. In Union City, 19.3 percent of all households earned under \$35,000 in 1999, compared to 36.9 percent of households in the State as a whole. At the other end of the income spectrum, 28.4 percent of households in the city (22.2 percent of the county) earned over \$100,000 in 1999, which is higher than California as a whole (17.3 percent). The highest percentage of households in both Union City (22.8 percent) and the County (19.8 percent) earned between \$50,000-\$74,999 in 1999.

**TABLE 9-5  
HOUSEHOLD INCOME AND DISTRIBUTION**

**Union City, Alameda County, and California  
2000**

Income Group	Union City		Alameda County		California	
	Households	%	Households	%	Households	%
Under \$15,000	1,356	7.3%	64,441	12.3%	1,615,869	14.0%
\$15,000-\$24,999	1,067	5.7%	46,511	8.9%	1,318,246	11.5%
\$25,000-\$34,999	1,171	6.3%	49,604	9.5%	1,315,085	11.4%
\$35,000-\$49,999	1,900	10.2%	72,380	13.8%	1,745,961	15.2%
\$50,000-\$74,999	4,254	22.8%	103,553	19.8%	2,202,873	19.1%
\$75,000-\$99,999	3,595	19.3%	70,947	13.6%	1,326,569	11.5%
\$100,000-\$149,000	3,544	19.0%	70,692	13.5%	1,192,618	10.4%
\$150,000 or more	1,746	9.4%	45,659	8.7%	794,799	6.9%
<b>TOTAL</b>	<b>18,633</b>	<b>100.0%</b>	<b>523,787</b>	<b>100.0%</b>	<b>11,512,020</b>	<b>100.0%</b>
<b>MEDIAN HOUSEHOLD INCOME</b>	<b>\$71,926</b>	<b>-</b>	<b>\$55,946</b>	<b>-</b>	<b>\$47,493</b>	<b>-</b>

Source: U.S. Census, 2000.

The median household income in Union City was \$76,223 in 2006 which was significantly higher than California’s median household income of \$56,645 (American Community Survey, 2006).

**Employment**

Table 9-6 shows employment by occupation in Union City in 2000 and 2007. Industry employment estimates are by place of work, not by place of residence, so estimates indicate the number of jobs within the city. These figures do not include business owners, unpaid family workers, or private household workers. If someone holds more than one job, they may be counted more than once. Table 9-6 also shows self-employed workers.

Total civilian employment in Union City grew from approximately 31,280 in 2000 to 31,923 in 1999, an average annual growth rate (AAGR) of 0.3 percent. Alameda County civilian employment declined from 81,662 in 2000 to 69,488 in 2007, an AAGR of -2.3 percent. Service (4.6 percent); sales and office (1.9 percent) had positive AAGRs from 2000 to 2007 in Union City. Despite a national collapse in construction, jobs in the construction, extraction, and maintenance (1.5 percent) industry showed slight growth, which indicates that local construction and building jobs held steady.

Manufacturing continues to be a strong employment sector of the Union City economy, especially the biotech industry. Manufacturing in Union City also includes, but is not limited to: medical devices, laboratory products, bio-analytical measurement systems, medical/biomedical products, semiconductor-sector products, food products, and lighting fixtures.

**TABLE 9-6**  
**EMPLOYMENT BY OCCUPATION**

Union City  
2000 and 2007

Employed Civilian Population 16 Years And Over	2000		2007		AAGR
	#	%	#	%	
Management, Professional and Related	11,170	35.7%	10,087	31.6%	-1.4%
Service	3,539	11.3%	4,843	15.2%	4.6%
Sales and Office	8,317	26.6%	9,486	29.7%	1.9%
Farming, Fishing, and Forestry	66	0.2%	0	0.0%	-100%
Construction, Extraction, and Maintenance	2,323	7.4%	2,577	8.1%	1.5%
Production, Transportation, and Material Moving	5,865	18.8%	4,930	15.4%	-2.5%
<b>TOTAL</b>	<b>31,280</b>	<b>100.0%</b>	<b>31,923</b>	<b>100.0%</b>	<b>0.3%</b>
<b>TOTAL SELF-EMPLOYED WORKERS</b>	<b>1,444</b>	<b>4.6%</b>	<b>1,914</b>	<b>6.0%</b>	<b>4.1%</b>

Source: Census, 2000. American Community Survey, 2007.

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 compared to 32,500 in October 2008. This represents an AAGR of -0.6 percent from 2000 to 2008. Similar to other Bay Area cities, the decline of total employment in the 2000s may be attributed to the technology industry collapse in the early 2000s and the collapse of the construction industry in 2007-2008.

Table 9-7 shows how unemployment rates in Union City, Alameda County, and California varied between 1990 and 2007. As the table indicates, unemployment rates in Union City were lower than both Alameda County and the state overall. From 1990 to 2007, average unemployment rates were 4.3 percent in Union City, 5.2 percent in Alameda County, and 6.6 percent in California. 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.

From 1990 to 2007, unemployment in Union City was at its lowest (2.2 percent) in 2000 and its highest (6.3 percent) in 2002. One year after Union City's highest unemployment rate, Alameda County's highest unemployment rate (6.9 percent) occurred. California's highest unemployment rate occurred in 1993 (9.4 percent).

**TABLE 9-7  
CIVILIAN LABOR FORCE  
UNEMPLOYMENT RATE**

**Union City, Alameda County, and California**

**1990-2007**

<b>Year</b>	<b>Union City</b>	<b>Alameda County</b>	<b>California</b>
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%

*Source: California Employment Development Department, August 2008.*

## 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 (2007) projections for 2000 to 2035. 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 2035, with an average annual growth rate of 1.1 percent between 2000 and 2035. As Table 9-8 indicates, the city's population is projected to grow to 98,000 by 2035, representing an increase of 31,131 residents from ABAG's estimated 2000 Union City population of 66,869. Households are expected to grow at the same rate and from 18,647 in 2000 to 27,280 in 2035, an AAGR of 1.1 percent. During the timeframe of this Housing Element, Union City's population will increase from 74,800 (2010) to 78,700 (2015), while its households will increase from 20,730 (2010) to 21,740 (2015). Union City will outpace Alameda County in population and household growth, and by 2035, will comprise 5.1 percent of the total county population.

<b>TABLE 9-8 POPULATION PROJECTIONS</b>				
<b>Union City and Alameda County 2000 to 2035</b>				
<b>Year</b>	<b>Union City</b>		<b>Alameda County</b>	
	<b>Population</b>	<b>Households</b>	<b>Population</b>	<b>Households</b>
2000	66,869	18,647	1,443,741	523,366
2005	70,800	19,660	1,505,300	543,790
2010	74,800	20,730	1,571,400	564,880
2015	78,700	21,740	1,635,700	589,780
2020	82,800	22,870	1,700,700	614,790
2025	87,600	24,330	1,776,900	643,030
2030	92,600	25,810	1,858,800	671,700
2035	98,000	27,280	1,938,600	700,090
<b>2000-2035 CHANGE</b>	<b>31,131</b>	<b>8,633</b>	<b>494,859</b>	<b>176,724</b>
<b>AAGR</b>	<b>1.1%</b>	<b>1.1%</b>	<b>0.8%</b>	<b>0.8%</b>

*Source: Association of Bay Area Governments, Projections 2007.*

***Employment Projections***

Union City's employment, in terms of total jobs and employed residents, is expected to grow faster than Alameda County with an average annual growth rate of 2.5 percent and 1.6 percent, respectively, between 2000 and 2035. As Table 9-9 indicates, the city's total jobs are projected to grow to 46,500 by 2035, representing an increase of 27,190 jobs from 2000. From 2000 to 2010, Union City is expected to gain 2,570 jobs and 2,748 employed residents. This trend, increasing the number of employed residents faster than jobs, is not expected to continue which indicates that commuting into the city will increase after 2010. For example, from 2010 to 2015, Union City will gain 4,130 jobs and 3,400 employed residents. Union City is expected to increase the number of employed residents by a total of 23,668 by 2035, an AAGR of 1.6 percent from 2000 to 2035. By 2035 Union City will comprise 4.2 percent of the total county jobs.

<b>TABLE 9-9 EMPLOYMENT PROJECTIONS Union City and Alameda County 2000 to 2035</b>				
<b>Year</b>	<b>Union City</b>		<b>Alameda County</b>	
	<b>Total Jobs</b>	<b>Employed Residents</b>	<b>Total Jobs</b>	<b>Employed Residents</b>
2000	19,310	32,002	750,160	709,557
2005	19,370	32,270	730,270	705,900
2010	21,880	34,750	781,520	751,400
2015	26,010	38,150	840,660	815,100
2020	31,900	41,880	902,180	883,900
2025	37,350	45,880	968,590	956,500
2030	43,130	50,420	1,037,730	1,038,800
2035	46,500	55,670	1,099,550	1,131,200
<b>CHANGE</b>	<b>27,190</b>	<b>23,668</b>	<b>349,390</b>	<b>421,643</b>
<b>AAGR</b>	<b>2.5%</b>	<b>1.6%</b>	<b>1.1%</b>	<b>1.3%</b>

*Source: Association of Bay Area Governments, Projections 2007.*

***Potential Population Change and Job Growth Impacts on Housing Need***

The population and employment patterns in Union City are correlated to the regional economic trends of the Bay Area (i.e., Marin, Sonoma, Napa, Solano, Contra Costa, Santa Clara, San Mateo, and San Francisco counties). However, employment growth rates are estimated to be higher than population growth rates, which means that Union City will increase the jobs-to-households ratio compared to Alameda County. As shown in Table 9-9, a large amount of Union City's job growth during this period is estimated to be in the relatively low-paying retail sector. This trend points to the possible additional need for lower-income housing to serve current and future employees in Union City.

## Household Characteristics and Housing Supply

The 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.

The discussion of the housing stock in Union City in this section uses a significant amount of data from the 2000 Census Summary File 3 (SF3), whereas the housing unit totals shown in other sections of this document are based primarily on Summary File 1 (SF1). SF3 is based on a sample, whereas SF1 is based on a complete count. Therefore, totals from the two sources vary.

### ***Household Characteristics***

The first part of this section analyzes household characteristics including household population, household composition, and 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 2008 Union City had a total household population of 73,060 (Table 9-2). From 2000 to 2008 the number of persons per household held constant at 3.6, but the number of households grew to 20,483. Union City had a higher persons per household ratio than Alameda County and California.

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 2008 there was no change in group quarters population in Union City. In 2008, the Department of Finance estimated that 342 persons were living in group quarters in Union City; the overwhelming majority of these were residents of homes for the elderly (e.g., Masonic Home). Only 0.5 percent of all Union City residents were living in group quarters, compared to 1.9 percent 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 9-10, Union City had a larger proportion of family households compared to Alameda County and California. In 1990, 82.4 percent of Union City households were family households compared to 64.4 percent in the county and 68.8 percent in the state. From 1990 to 2000, the number of families in Union City increased 17.6 percent.

**TABLE 9-10  
FAMILY AND NON-FAMILY HOUSEHOLDS**

**Union City, Alameda County, and California  
1990 and 2000**

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>1990</b>						
Family Households	12,935	82.4%	308,866	64.4%	7,139,394	68.8%
Non-Family Households	2,766	17.6%	170,652	35.6%	3,241,812	31.2%
<b>TOTAL</b>	<b>15,701</b>	<b>100.0%</b>	<b>479,518</b>	<b>100.0%</b>	<b>10,381,206</b>	<b>100.0%</b>
<b>2000</b>						
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%
<b>TOTAL</b>	<b>18,642</b>	<b>100.0%</b>	<b>523,366</b>	<b>100.0%</b>	<b>11,502,870</b>	<b>100.0%</b>

*Source: 2000 U.S. Census.*

### Tenure

Tenure (how many units are owner versus renter occupied) is a measure of the rates of homeownership 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. Some economists see 65 percent ownership and 35 percent rental as a healthy tenure mix for the United States. Many economists feel that anything over 70 percent is not sustainable in the long run and will lead to a housing bubble.

Union City is known as a family-oriented community and has a high rate of homeownership. As shown in Table 9-11, the homeownership rate for Union City is higher than Alameda County from 1990 to 2007. Homeownership in Union City increased from 67.4 percent to 73.4 percent over the same time period. Overall, Union City's homeownership rate in 2007 (73.4 percent) is higher than that for the state as a whole (58.4 percent in 2007).

The percentage of renter-occupied units decreased in Union City, Alameda County, and the State between 1990 and 2007. Since 2000 Union City has had a rental rate below 30 percent, indicating that there might be a vacancy problem. Both Alameda County and California had rental rates above 40 percent in 2007.

**TABLE 9-11**  
**TENURE**

**Union City, Alameda County, and California**  
**1990, 2000, & 2005-2007**

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>Owner-Occupied Units</b>						
1990	10,584	67.4%	255,459	53.3%	5,773,943	55.6%
2000	13,255	71.2%	286,306	54.7%	6,546,334	56.9%
2005-2007	14,060	73.4%	297,210	57.3%	7,085,134	58.4%
<b>Renter-Occupied Units</b>						
1990	5,117	32.6%	224,059	46.7%	4,607,263	44.4%
2000	5,373	28.8%	237,060	45.3%	4,956,536	43.1%
2005-2007	5,092	26.6%	221,846	42.7%	5,055,754	41.6%

*Source: California Department of Finance 2008, 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; American Community Survey 3 Year Estimates, 2005-2007.*

Table 9-12 shows tenure by household size in Union City, Alameda County, and California in 2000. Union City had a high percentage of large households (5 or more people) for both owners and renters in 2000. Twenty-five percent of owner occupied households were considered large households, which was 12 percent higher than Alameda County and 10 percent higher than the California average. However, the difference is greater for renter-occupied households than owner occupied. Nearly 28 percent of renter occupied households in Union City were considered large households, which was nearly 16 percent higher than Alameda County and 12 percent higher than the California average.

Union City's family-oriented core is highlighted when comparing one- and two-person households. In 2000, 11.2 percent of all households in Union City contained one person, while Alameda County and California had significantly higher proportions of one person households (26.0 percent and 23.5 percent). Two person households accounted for 23.0 percent of all households in Union City compared to 30.1 percent in Alameda County and 29.6 percent in California.

# Union City Housing Element Background Report

**TABLE 9-12  
HOUSEHOLD SIZE BY TENURE  
Union City, Alameda County, and California  
2000**

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>Owner Occupied</b>						
1 Person	1,280	9.7%	55,761	19.5%	1,242,064	19.0%
2 Persons	3,144	23.7%	92,508	32.3%	2,162,319	33.0%
3 Persons	2,514	19.0%	50,806	17.8%	1,063,020	16.2%
4 Persons	2,930	22.1%	48,670	17.0%	1,057,933	16.2%
5 Persons	1,650	12.4%	21,726	7.6%	539,840	8.2%
6 Persons	990	7.5%	9,644	3.4%	253,814	3.9%
7 Persons	747	5.6%	7,191	2.5%	227,247	3.5%
<b>TOTAL</b>	<b>13,255</b>	<b>100.0%</b>	<b>286,306</b>	<b>100.0%</b>	<b>6,546,237</b>	<b>100.0%</b>
<b>Renter Occupied</b>						
1 Person	803	14.9%	80,294	33.9%	1,465,064	29.6%
2 Persons	1,141	21.2%	65,042	27.4%	1,246,918	25.2%
3 Persons	1,029	19.2%	36,850	15.5%	780,946	15.8%
4 Persons	899	16.7%	26,470	11.2%	649,947	13.1%
5 Persons	666	12.4%	14,449	6.1%	394,656	8.0%
6 Persons	405	7.5%	7,286	3.1%	209,867	4.2%
7 Persons	430	8.0%	6,669	2.8%	209,235	4.2%
<b>TOTAL</b>	<b>5,373</b>	<b>100.0%</b>	<b>237,060</b>	<b>100.0%</b>	<b>4,956,633</b>	<b>100.0%</b>
<b>All Households</b>						
1 Person	2,083	11.2%	136,055	26.0%	2,707,128	23.5%
2 Persons	4,285	23.0%	157,550	30.1%	3,409,237	29.6%
3 Persons	3,543	19.0%	87,656	16.7%	1,843,966	16.0%
4 Persons	3,829	20.6%	75,140	14.4%	1,707,880	14.8%
5 Persons	2,316	12.4%	36,175	6.9%	934,496	8.1%
6 Persons	1,395	7.5%	16,930	3.2%	463,681	4.0%
7 Persons	1,177	6.3%	13,860	2.6%	436,482	3.8%
<b>TOTAL</b>	<b>18,628</b>	<b>100.0%</b>	<b>523,366</b>	<b>100.0%</b>	<b>11,502,870</b>	<b>100.0%</b>

Source: U.S. Census 2000, Summary File (SF 3), H17.

Table 9-13 shows the number of bedrooms by tenure in Union City, Alameda County, and California in 2000. As shown in the table, 62.6 percent of occupied housing units in Union City contained three or more bedrooms in 2000. Union City's percentage of occupied housing units with three or more bedrooms is significantly higher than the County percentage of 45.7 and statewide percentage of 47.4 percent.

Renter-occupied units tend to have a smaller number of bedrooms than owner-occupied units. This was the case in Union City in 2000, where 75.4 percent of the owner-occupied units had three or more bedrooms, compared to only 31.1 percent of the renter-occupied units in Union City. However, Union City's family-oriented characteristic carried over to renter-occupied units as well; 31.1 percent of rental units in Union City had three or more bedrooms compared to 16.5 percent in Alameda County and 18.4 percent in California.

**TABLE 9-13**  
**NUMBER OF BEDROOMS BY TENURE**  
**Union City, Alameda County, and California**  
**2000**

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>Owner Occupied</b>						
No Bedroom	121	0.9%	4,196	1.5%	114,254	1.7%
1 Bedroom	801	6.0%	17,273	6.0%	411,758	6.3%
2 Bedrooms	2,340	17.7%	65,027	22.7%	1,485,676	22.7%
3 Bedrooms	4,505	34.0%	119,720	41.8%	2,825,326	43.2%
4 Bedrooms	4,521	34.1%	65,927	23.0%	1,417,027	21.6%
5 or More Bedrooms	967	7.3%	14,163	4.9%	292,196	4.5%
<b>TOTAL</b>	<b>13,255</b>	<b>100.0%</b>	<b>286,306</b>	<b>100.0%</b>	<b>6,546,237</b>	<b>100.0%</b>
<b>Renter Occupied</b>						
No Bedroom	414	7.7%	34,095	14.4%	703,196	14.2%
1 Bedroom	1,667	31.0%	86,740	36.6%	1,651,911	33.3%
2 Bedrooms	1,622	30.2%	77,113	32.5%	1,685,750	34.0%
3 Bedrooms	972	18.1%	30,988	13.1%	719,939	14.5%
4 Bedrooms	645	12.0%	6,745	2.8%	170,580	3.4%
5 or More Bedrooms	53	1.0%	1,379	0.6%	25,257	0.5%
<b>TOTAL</b>	<b>5,373</b>	<b>100.0%</b>	<b>237,060</b>	<b>100.0%</b>	<b>4,956,633</b>	<b>100.0%</b>
<b>All Households</b>						
No Bedroom	535	2.9%	38,291	7.3%	817,450	7.1%
1 Bedroom	2,468	13.2%	104,013	19.9%	2,063,669	17.9%
2 Bedrooms	3,962	21.3%	142,140	27.2%	3,171,426	27.6%
3 Bedrooms	5,477	29.4%	150,708	28.8%	3,545,265	30.8%
4 Bedrooms	5,166	27.7%	72,672	13.9%	1,587,607	13.8%
5 or More Bedrooms	1,020	5.5%	15,542	3.0%	317,453	2.8%
<b>TOTAL</b>	<b>18,628</b>	<b>100.0%</b>	<b>523,366</b>	<b>100.0%</b>	<b>11,502,870</b>	<b>100.0%</b>

Source: 2000 U.S. Census, Summary File 3 (SF 3), H42.

**Household Size**

Average household size is a function of household population (the group quarters population is not counted) divided by the 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 9-14 shows historic household size information for Union City and neighboring communities from 1970 to 2007. Union City has the largest average household size compared to Alameda County and surrounding jurisdictions.

Table 9-14 shows that in 1970, Newark had the largest average household size with 4.08 persons per household. However, over the last 30 years, Union City began to emerge as the jurisdiction with largest household size. From 2005-2007, American Community Survey reports that Union City had a population per household (PPH) of 3.52, significantly higher than other nearby jurisdictions.

<b>TABLE 9-14</b> <b>HOUSEHOLD SIZE</b> <b>Union City and Selected Areas</b> <b>1970 to 2007</b>					
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
2005-2007	3.52	3.01	3.11	3.22	2.73

*Source: U.S. Census Bureau, 1970 and 2000; Department of Finance 1980-1985; American Community Survey 3-Year Estimates, 2005-2007.*

**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 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 9-15 compares occupants per room and overcrowding by tenure in Union City, Alameda County, and California in 2000. Union City had a higher proportion of overcrowded owner-occupied units (1.01 to 1.5 occupants per room) when compared to Alameda County and California in 2000 (6.5 percent compared to 3.5 percent and 4.3 percent). Severely overcrowded units (more than 1.5 occupants per room) were 5.5 percent of owner-occupied units in Union City compared to 3.3 percent of owner-occupied housing units in Alameda County and 4.4 percent in California.

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 28.8 percent of all households in the county; however, they accounted for over 51 percent of all overcrowded households in Union City in 2000. To put it another way, 31.3 percent of renter-occupied households in Union City were overcrowded, in comparison to 12 percent of owner-occupied households. Nearly 18 percent of rental units in Union City were severely overcrowded compared to 5.5 percent of owner-occupied units. The rate of overcrowding for renter-occupied households (31.3 percent) is much higher than Alameda County (18.7 percent) and the state (23.9 percent), demonstrating that overcrowding is a significant problem relative to the rest of Alameda County and California as a whole.

# Union City

## Housing Element Background Report

**TABLE 9-15  
OVERCROWDING**

**Union City, Alameda County, and California  
2000**

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>Owner-Occupied</b>						
0.50 or Less	6,293	47.5%	189,822	66.3%	4,210,011	64.3%
0.51 to 1.00	5,372	40.5%	76,831	26.8%	1,774,210	27.1%
1.01 to 1.50	858	6.5%	10,066	3.5%	278,471	4.3%
1.51 to 2.00	487	3.7%	6,117	2.1%	175,358	2.7%
2.01 or More	245	1.8%	3,470	1.2%	108,187	1.7%
<b>TOTAL</b>	<b>13,255</b>	<b>100.0%</b>	<b>286,306</b>	<b>100.0%</b>	<b>6,546,237</b>	<b>100.0%</b>
<b>Renter-Occupied</b>						
0.50 or Less	1,448	26.9%	104,039	43.9%	2,012,190	40.6%
0.51 to 1.00	2,243	41.7%	88,709	37.4%	1,758,107	35.5%
1.01 to 1.50	723	13.5%	17,342	7.3%	421,839	8.5%
1.51 to 2.00	550	10.2%	16,156	6.8%	388,269	7.8%
2.01 or More	409	7.6%	10,814	4.6%	376,228	7.6%
<b>TOTAL</b>	<b>5,373</b>	<b>100.0%</b>	<b>237,060</b>	<b>100.0%</b>	<b>4,956,633</b>	<b>100.0%</b>
<b>Total Occupied Housing Units</b>						
0.50 or Less	7,741	41.6%	293,861	56.1%	6,222,201	54.1%
0.51 to 1.00	7,615	40.9%	165,540	31.6%	3,532,317	30.7%
1.01 to 1.50	1,581	8.5%	27,408	5.2%	700,310	6.1%
1.51 to 2.00	1,037	5.6%	22,273	4.3%	563,627	4.9%
2.01 or More	654	3.5%	14,284	2.7%	484,415	4.2%
<b>TOTAL</b>	<b>18,628</b>	<b>100.0%</b>	<b>523,366</b>	<b>100.0%</b>	<b>11,502,870</b>	<b>100.0%</b>

Source: 2000 U.S. Census.

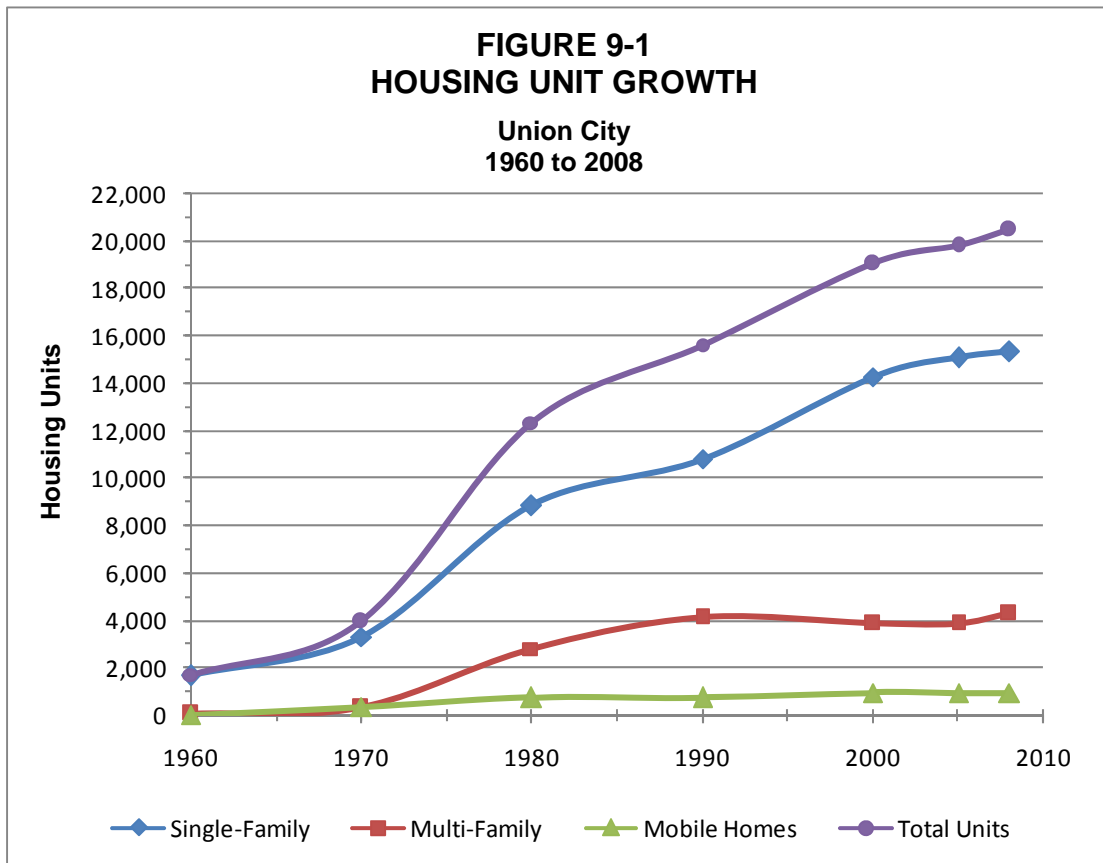
## Housing Supply

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 housing units available in Union City and Alameda County, changes in vacancy, and structural condition of the units.

[Note: The discussion of the housing stock in this subsection uses a significant amount of data from the 2000 Census Summary File 3 (SF3), whereas the housing unit totals shown in other sections of this document are based primarily on Summary File 1 (SF1). SF3 is based on a sample, whereas SF1 is based on a complete count. Thus, totals from the two sources may vary.]

## Housing Units

Figure 9-1 shows the number of housing units, by type, built in Union City between 1960 and 2008. 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 multi-family housing stock to account for up to 26 percent of the total housing stock. By 2005, that proportion had decreased to only 19 percent multi-family units. Currently (2008), Union City has 20,483 housing units with 15,307 single-family units (75 percent) and 4,249 multi-family units (21 percent).



Source: U.S. Bureau of the Census, 1960 and 1970; California State Department of Finance, 1980 to 2008.

Table 9-16 shows housing stock by type in Union City, Alameda County, and California in 2000 and 2008. The table further categorizes housing units from 2000 (presented in Figure 9-2) and 2008 by splitting multi-family into buildings with two to four units and buildings with five or more units.

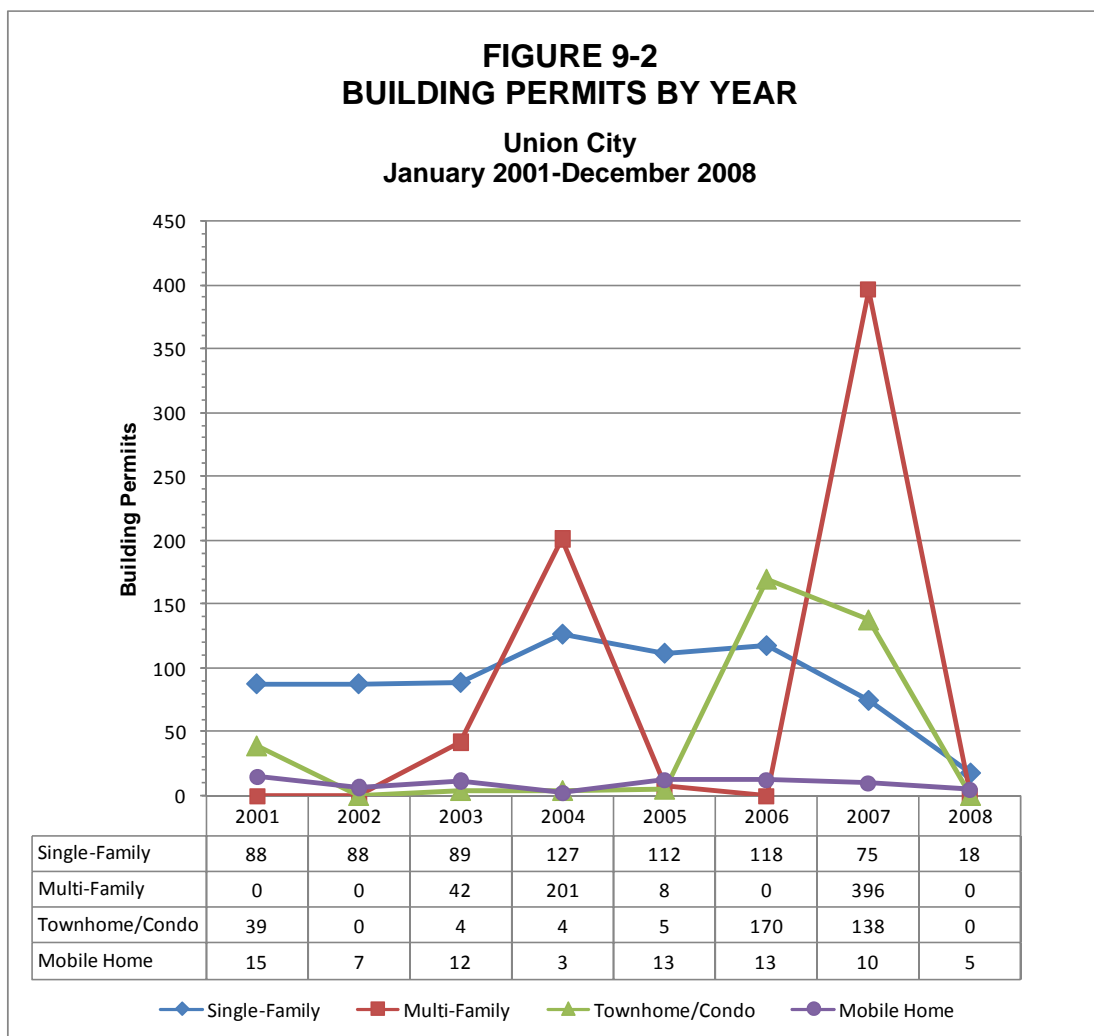
As shown in Table 9-16, Union City has a high percentage of single-family units when compared to Alameda County and California. In 2000, housing stock was 75.9 percent single-family compared to 61 percent in Alameda County and 64 percent in California. Given the high percentage of single-family units, Union City possesses a low percentage of multi-family units when compared to Alameda County and California. Multi-family units were 19.3 percent of total units in Union City compared to 37.6 percent in Alameda County and 31.4 percent in California as a whole. In 2008, multi-family units made up 20.7 percent of total units in Union City, which is almost two percent higher than the 2000 percentage. Given the high percentage of single-family homes and tendency for overcrowding, Union City may have a need for more multi-family units with adequate capacity for larger families.

<b>TABLE 9-16 HOUSING STOCK BY TYPE</b>				
<b>Union City, Alameda County, and California 2000 and 2008</b>				
	<b>2000</b>		<b>2008</b>	
	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>
<b>Union City</b>				
Single-family	14,323	75.9%	15,307	74.7%
2 to 4 units	1,106	5.9%	1,133	5.5%
5+ units	2,525	13.4%	3,116	15.2%
Mobilehomes	923	4.9%	927	4.5%
<b>TOTAL</b>	<b>18,877</b>	<b>100.0%</b>	<b>20,483</b>	<b>100.0%</b>
<b>Alameda County</b>				
Single-family	329,366	61.0%	343,355	60.2%
2 to 4 units	61,023	11.3%	62,584	11.0%
5+ units	142,144	26.3%	157,025	27.5%
Mobilehomes	7,650	1.4%	7,655	1.3%
<b>TOTAL</b>	<b>540,183</b>	<b>100.0%</b>	<b>570,619</b>	<b>100.0%</b>
<b>California</b>				
Single-family	7,815,035	64.0%	8,678,120	64.5%
2 to 4 units	1,024,896	8.4%	1,064,854	7.9%
5+ units	2,804,931	23.0%	3,106,519	23.1%
Mobilehomes	569,688	4.7%	594,962	4.4%
<b>TOTAL</b>	<b>12,214,550</b>	<b>100.0%</b>	<b>13,444,455</b>	<b>100.0%</b>

Source: California Department of Finance (DOF), Official State Population and Housing Estimates, January 1, 2008 (Table E-5).

Figure 9-2 shows building permit activity in Union City from January 2001 to December 2008. The figure shows a steady increase in single-family activity until the end of housing “bubble” throughout California and the country in 2006. Eighty-eight single-family permits were pulled in 2001 compared to only 18 in 2008. 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 multi-family units in Union City is less indicative of market conditions than it is of how building permits are pulled for multi-family projects. From 2001 to 2008 there were two major multi-family projects that pulled upwards of 200 building permits per year. Overall, Union City has made efforts in the past few years to increase the number of multi-family projects and to rebuild the downtown core at higher densities with a multi-modal transit station as the catalyst.



Source: Union City Community Development Department, 2008.

**Occupancy/Vacancy Rates**

Vacancy rates are a straightforward 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 five-percent vacancy rate is considered necessary to permit ordinary rental mobility. For for-sale housing, a two-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.

As shown in Table 9-17, the vacancy rates in Union City and the surrounding area made a slight drop from 1990 to 2000 and were stable from 2000 to 2008. As the table indicates, Union City had a very low vacancy rate (between one and three percent) in 2000, suggesting that local supply of housing was and remains insufficient. The 2008 vacancy rate in Union City was 1.2 percent, which is the same as in 2000. In 2008, Alameda County had a vacancy rate of 3.0 percent. Considering the county’s vacancy rate and California’s 5.9 percent vacancy rate, Union City’s vacancy rate is very low. Currently (December 2008), statewide vacancy rates continue to rise as a result of the recession.

<b>TABLE 9-17 OCCUPANCY/VACANCY Union City and California 1990, 2000, and 2008</b>						
	<b>1990</b>		<b>2000</b>		<b>2008</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
<b>Union City</b>						
Occupied Units	15,701	96.6%	18,642	98.8%	20,227	98.7%
Vacant Units	558	3.4%	235	1.2%	256	1.2%
<b>TOTAL</b>	16,259	100.0%	18,877	100.0%	20,483	100.0%
<b>California</b>						
Occupied Units	10,381,206	92.8%	11,502,870	94.2%	12,653,634	94.1%
Vacant Units	801,676	7.2%	711,679	5.8%	790,821	5.9%
<b>TOTAL</b>	11,182,882	100.0%	12,214,549	100.0%	13,444,455	100.0%

*Source: California Department of Finance 2008, 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. Union City’s housing stock is relatively new. As of 2000, 79.3 percent of all units were built in 1970 or later. Nearly 41 percent of

Union City’s housing units were built between 1970 and 1980. By contrast, only 36.7 percent of the county’s housing stock was built after 1969 (Table 9-18).

<b>TABLE 9-18</b>				
<b>YEAR-ROUND HOUSING UNITS BY PERIOD BUILT</b>				
<b>Union City and Alameda County</b>				
<b>2000</b>				
<b>Period</b>	<b>Union City</b>		<b>Alameda County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
1939 or earlier	244	1.3%	112,091	20.5%
1940 to 1949	207	1.1%	59,197	10.8%
1950 to 1959	1,036	5.3%	83,833	15.3%
1960 to 1969	2,523	12.9%	91,535	16.7%
1970 to 1979	7,952	40.9%	80,353	14.7%
1980 to 1990 <sup>1</sup>	4,297	22.1%	77,100	14.1%
1990-2000	3,184	16.4%	43,748	7.9%

<sup>1</sup>March 1990.

*Source: U.S. Bureau of the Census, 1990 and 2000; Union City Community Development Department, 1991 to 2000.*

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 City's Redevelopment Agency boundaries, most notably 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, missing hand rails, etc., 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 1974, the City has rehabilitated over 650 homes – 232 of which were completed in the Housing Element reporting period (i.e., 2002 to 2008).

## **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 conditions that require addressing and

households with 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 this 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.” Lower-income households are defined as those that earn 80 percent or less of the area median household income. This is a share of income approach to measure housing affordability in terms of the percentage of income that a household spends on for housing.

The numbers of very low- and low-income households are important from a program planning standpoint since they are an indicator of existing housing need. In many instances, these households are burdened by excessive housing payments (i.e., paying more than 30 percent of gross monthly income on housing). The extent to which these households were overpaying for housing in 2000 is discussed in the Housing Needs section. Whether or not overpaying for housing, these households have serious problems with respect to housing affordability, mobility, and choice of housing. Low-income may necessitate the renting of accommodations that are substandard or may result in the postponing of needed repairs if the householder is an owner.

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. The impact of high housing costs falls disproportionately on extremely low-, very low-income and low- households, especially renters. While some higher-income households may choose to spend greater parts of their income for housing, the cost burden for lower-income households reflect choices limited by a lack of a sufficient supply of housing affordable to these households. Low-income households, who are overpaying for housing, frequently have insufficient resources for other critical essentials including food and medicine. This is a significant hardship for too 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.

An analysis of housing costs compared to local income estimates can provide a measure of housing affordability and an indicator of potential overpayment. This section provides an analysis of the proportion of “lower income” households “overpaying for housing.” Lower-income households are defined as those that earn 80 percent or less of the area median income. A “moderate cost burden” is defined by HUD as gross housing costs between 31 and 50 percent of gross income. A “severe cost burden” is defined as gross housing costs exceeding 50 percent of gross income. For renters, gross housing costs include rent paid by the tenant plus utilities. 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 on for housing.

Approximately 27.9 percent of households in Union City, over 5,000 households, had 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 9-19 shows the State of the Cities Data Systems – Comprehensive Housing Affordability Strategy (SOCDS CHAS) special tabulation data from the 2000 Census regarding the percentage of households with a moderate housing cost burden (greater than 30 percent) and severe cost burden (greater than 50 percent) by income group and tenure for Union City, Alameda County, and California. As shown in the table, 32.3 percent of all Union City households had a moderate housing cost burden in 2000. These percentages are slightly lower than the percentage of households in California with a moderate housing cost burden (34.5 percent).

As would be expected, housing cost burdens were more severe for households with lower incomes. Among lower-income households (incomes less than or equal to 80 percent of the area median income), 69.8 percent of households in Union City had a moderate housing cost burden in 2000 compared to just 17.7 percent of non-lower-income households. The percentage of lower-income households with a moderate housing cost burden in Union City is nearly eight percent higher (69.8 percent) than that for California (62.1 percent). Forty four percent of low-income households had severe housing cost burdens compared to 34 percent in California as a whole.

Housing cost burden was generally higher among renter households. For example, 35.6 percent of all renter households paid 30 percent or more of their monthly incomes for housing costs in Union City in 2000, compared to 30.9 percent of all owner households. While the percentage of renters that experienced moderate cost burdens was higher than the percentage of owners, in absolute numbers the number of renters with housing cost burdens was lower than the number of owners with cost burdens in Union City; 5,331 renter households compared to 13,206 owner households when combining all income groups. This is due to the fact that there are 7,875 more owner-occupied units than renter-occupied units in Union City.

Table 9-20 shows housing cost burden information for Union City in 2000 by household type, tenure, and income group. The largest numbers of low-income households with a moderate cost burden are: small related renters, small related owners, and large related renters. The largest numbers of other households (with a moderate cost burden) are generally small related owners. There are far more owners at this income level (i.e., greater than 80 percent MFI) that overpay for housing, 21.1 percent have a moderate cost burden and 2.1 percent have a severe burden. Fifty two percent of elderly renters had a moderate housing cost burden and 33.2 percent had a severe housing cost burden; however, elderly renter households make up only 2.3 percent of all households. The information in this table regarding senior and large households is addressed in more detail in the Special Needs Housing section of this chapter.

# Union City

## Housing Element Background Report

**TABLE 9-19**  
**HOUSING COST BURDEN BY INCOME CLASSIFICATION**  
 Union City, Alameda County, and California  
 2000

	Union City			Alameda County			California		
	Owners	Renters	Total	Owners	Renters	Total	Owners	Renters	Total
<b>Low-Income Households (Household Income &lt;= 80% MFI)</b>									
Number w/ Cost Burden > 30%	1,847	1,773	3,620	30,750	16,027	46,777	993,816	1,806,179	2,799,995
Percent w/ Cost Burden > 30%	69.7%	69.9%	69.8%	44.3%	39.8%	42.6%	58.5%	64.2%	62.1%
Number w/ Cost Burden > 50%	1,291	1,025	2,316	8,191	1,933	10,124	592,910	948,084	1,540,994
Percent w/ Cost Burden > 50%	48.7%	40.4%	44.7%	11.8%	4.8%	9.2%	34.9%	33.7%	34.2%
<b>TOTAL</b>	<b>2,649</b>	<b>2,536</b>	<b>5,185</b>	<b>69,412</b>	<b>40,269</b>	<b>109,681</b>	<b>1,697,563</b>	<b>2,814,415</b>	<b>4,511,978</b>
<b>Non-Low-Income Households (Household Income &gt; 80% MFI)</b>									
Number w/ Cost Burden > 30%	2,228	126	2,363	53,169	8,059	61,228	974,581	188,066	1,162,647
Percent w/ Cost Burden > 30%	21.1%	4.5%	17.7%	16.5%	7.7%	14.3%	20.1%	8.8%	16.6%
Number w/ Cost Burden > 50%	222	3	227	7,411	0	7,411	169,703	17,097	186,800
Percent w/ Cost Burden > 50%	2.1%	0.1%	1.7%	2.3%	0.0%	1.7%	3.5%	0.8%	2.7%
<b>TOTAL</b>	<b>10,557</b>	<b>2,795</b>	<b>13,352</b>	<b>322,238</b>	<b>104,659</b>	<b>426,897</b>	<b>4,848,664</b>	<b>2,137,109</b>	<b>6,985,773</b>
<b>Total Households</b>									
Number w/ Cost Burden > 30%	4,075	1,899	5,983	83,919	24,086	108,005	1,968,397	1,994,245	3,962,642
Percent w/ Cost Burden > 30%	30.9%	35.6%	32.3%	21.4%	16.6%	20.1%	30.1%	40.3%	34.5%
Number w/ Cost Burden > 50%	1,513	1,028	2,543	15,602	1,933	17,535	762,613	965,181	1,727,794
Percent w/ Cost Burden > 50%	11.5%	19.3%	13.7%	4.0%	1.3%	3.3%	11.6%	19.5%	15.0%
<b>TOTAL</b>	<b>13,206</b>	<b>5,331</b>	<b>18,537</b>	<b>391,650</b>	<b>144,928</b>	<b>536,578</b>	<b>6,546,227</b>	<b>4,951,524</b>	<b>11,497,751</b>

Source: HUD SOCDs, Comprehensive Housing Affordability Strategy (CHAS) database, 2000.

## Union City Housing Element Background Report

**TABLE 9-20  
HOUSING COST BURDEN BY HOUSEHOLD TYPE & HOUSEHOLD INCOME CLASSIFICATION**  
Union City  
2000

	Renters					Owners					Total Households
	Elderly (1 & 2)	Small Related (2 to 4)	Large Related (5 or more)	All Other	Total Renter Households	Elderly (1 & 2)	Small Related (2 to 4)	Large Related (5 or more)	All Other	Total Owner Households	
<b>Low-Income Households (Household Income &lt;= 80% MFI)</b>											
Number w/ Cost Burden > 30%	221	903	420	229	1,773	447	729	389	282	1,847	3,620
Percent w/ Cost Burden > 30%	52.7%	84.3%	62.4%	61.4%	69.9%	57.5%	70.0%	75.8%	89.0%	69.7%	69.8%
Number w/ Cost Burden > 50%	139	467	299	120	1,025	303	540	244	204	1,291	2,316
Percent w/ Cost Burden > 50%	33.2%	43.6%	44.4%	32.2%	40.4%	38.9%	51.9%	47.6%	64.4%	48.7%	44.7%
<b>TOTAL</b>	<b>419</b>	<b>1,071</b>	<b>673</b>	<b>373</b>	<b>2,536</b>	<b>778</b>	<b>1,041</b>	<b>513</b>	<b>317</b>	<b>2,649</b>	<b>5,185</b>
<b>Non-Low-Income Households (Household Income &gt; 80% MFI)</b>											
Number w/ Cost Burden > 30%	4	56	39	28	126	78	1,507	434	215	2,228	2,363
Percent w/ Cost Burden > 30%	50.0%	3.8%	4.9%	5.3%	4.5%	10.8%	24.1%	15.3%	28.9%	21.1%	17.7%
Number w/ Cost Burden > 50%	0	0	0	4	3	8	169	20	20	222	227
Percent w/ Cost Burden > 50%	0.0%	0.0%	0.0%	0.8%	0.1%	1.1%	2.7%	0.7%	2.7%	2.1%	1.7%
<b>TOTAL</b>	<b>8</b>	<b>1,465</b>	<b>794</b>	<b>528</b>	<b>2,795</b>	<b>723</b>	<b>6,255</b>	<b>2,834</b>	<b>745</b>	<b>10,557</b>	<b>13,352</b>
<b>Total Households</b>											
Number w/ Cost burden > 30%	225	959	459	257	1,899	525	2,236	823	497	4,075	5,983
Percent w/ Cost burden > 30%	52.7%	37.8%	31.3%	28.5%	35.6%	35.0%	30.7%	24.6%	46.8%	30.9%	32.3%
Number w/ Cost burden > 50%	139	467	299	124	1,028	311	709	264	224	1,513	2,543
Percent w/ Cost burden > 50%	32.6%	18.4%	20.4%	13.8%	19.3%	20.7%	9.7%	7.9%	21.1%	11.5%	13.7%
<b>TOTAL</b>	<b>427</b>	<b>2,536</b>	<b>1,467</b>	<b>901</b>	<b>5,331</b>	<b>1,501</b>	<b>7,296</b>	<b>3,347</b>	<b>1,062</b>	<b>13,206</b>	<b>18,537</b>

Source: HUD SOCDs, Comprehensive Housing Affordability Strategy (CHAS) database, 2000.

***Ability to Pay for Housing***

The following section compares 2008 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 at or between 31 and 50 percent of the AMI.
- **Low-Income Unit:** affordable to a household whose combined income is at or between 51 percent to 80 percent of the AMI.
- **Moderate-Income Unit:** affordable to a household whose combined income is at or between 81 percent to 120 percent of the AMI.
- **Above Moderate-Income Unit:** affordable to a household whose combined income is above 120 percent of the AMI.

According to HUD, the AMI for a four-person household was \$86,100 in 2008. For all income categories, the income limits for household sizes other than four persons are calculated using the four person income limit as the base. Income limits for larger or smaller households were higher or lower, respectively, and are calculated by formula by HUD (See Table 9-21).

<b>TABLE 9-21</b>					
<b>HUD INCOME LIMITS BASED ON PERSONS PER HOUSEHOLD</b>					
<b>Alameda County</b>					
<b>2008</b>					
<b>Income Categories</b>	<b>Persons per Household</b>				
	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
Extremely Low-Income	\$18,100	\$20,700	\$23,250	\$25,850	\$27,900
Very Low-Income	\$30,150	\$34,450	\$38,750	\$43,050	\$46,500
Low-Income	\$46,350	\$53,000	\$53,600	\$66,250	\$71,550
Median-Income	\$60,300	\$68,900	\$77,500	\$86,100	\$93,000
Moderate-Income	\$72,300	\$82,600	\$93,000	\$103,300	\$111,600

*Source: U.S. Department of Housing and Urban Development (HUD), 2008.*

As shown in Table 9-22, HUD-defined income limits for extremely low-, very low-, low-, median-, and moderate-income households by the number of persons in the household. Table 9-22 also shows maximum affordable monthly rents and maximum affordable purchase prices for homes. For example, a three-person, two-bedroom household is classified as low-income (80 percent or below AMI) with annual income of up to \$59,600. A household with this income could afford to pay \$1,490 for monthly gross rent (including utilities) or purchase an \$185,463 house or condominium.

Table 9-23 shows HUD-defined fair market rent levels (FMR) for the Oakland-Fremont Metropolitan Statistical Area (MSA) for 2008 and 2009. 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. FMRs are estimates of rent plus the cost of utilities, except telephone. FMRs are housing market-wide estimates of rents that provide opportunities to rent standard quality housing throughout the geographic area in which rental housing units are in competition. 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 (between 51 and 80 percent of AMI) with an annual income of up to \$59,600 could afford to pay \$1,490 monthly gross rent (including utilities). The 2008 FMR for a two-bedroom unit in Union City is \$1,295. Therefore, a low-income household at the top of the income range could afford to rent a unit at the FMR level, assuming that such a unit is available for rent.

However, a three-person household classified as very low-income (between 31 and 50 percent of AMI) with an annual income of up to \$38,750 could afford to pay only \$969 for monthly gross rent. This household could only afford the FMR rent of \$905 for a studio unit. Households with incomes below 50 percent of median would not be able to afford rent at any of the FMR rents.

<b>TABLE 9-22 ABILITY TO PAY FOR HOUSING BASED ON HUD INCOME LIMITS Oakland-Fremont Metropolitan Statistical Area (MSA) 2008</b>						
<b>Extremely Low-Income Households at 30% of 2008 AMI</b>						
	<b>Studio</b>	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>4 BR</b>	<b>5 BR</b>
Number of Persons	1	2	3	4	5	6
Income Level	\$18,100	\$20,700	\$23,250	\$25,850	\$27,900	\$30,000
Max. Monthly Gross Rent <sup>1</sup>	\$453	\$518	\$581	\$646	\$698	\$750
Max. Purchase Price <sup>2</sup>	\$56,324	\$64,414	\$72,349	\$80,440	\$86,819	\$93,354
<b>Very Low-Income Households at 50% of 2008 AMI</b>						
	<b>Studio</b>	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>4 BR</b>	<b>5 BR</b>
Number of Persons	1	2	3	4	5	6
Income Level	\$30,150	\$34,450	\$38,750	\$43,050	\$46,500	\$49,950
Max. Monthly Gross Rent <sup>1</sup>	\$754	\$861	\$969	\$1,076	\$1,163	\$1,249
Max. Purchase Price <sup>2</sup>	\$93,821	\$107,202	\$120,582	\$133,963	\$144,699	\$155,434
<b>Low-Income Households at 80% of 2008 AMI</b>						
	<b>Studio</b>	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>4 BR</b>	<b>5 BR</b>
Number of Persons	1	2	3	4	5	6
Income Level	\$46,350	\$53,000	\$59,600	\$66,250	\$71,550	\$76,850
Max. Monthly Gross Rent <sup>1</sup>	\$1,159	\$1,325	\$1,490	\$1,656	\$1,789	\$1,921
Max. Purchase Price <sup>2</sup>	\$144,232	\$164,925	\$185,463	\$206,157	\$222,649	\$239,142
<b>Median-Income Households at 100% of 2008 AMI</b>						
	<b>Studio</b>	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>4 BR</b>	<b>5 BR</b>
Number of Persons	1	2	3	4	5	6
Income Level	\$60,300	\$68,900	\$77,500	\$86,100	\$93,000	\$99,900
Max. Monthly Gross Rent <sup>1</sup>	\$1,508	\$1,723	\$1,938	\$2,153	\$2,325	\$2,498
Max. Purchase Price <sup>2</sup>	\$187,642	\$214,403	\$241,165	\$267,926	\$289,397	\$310,869
<b>Moderate-Income Households at 120% of 2008 AMI</b>						
	<b>Studio</b>	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>4 BR</b>	<b>5 BR</b>
Number of Persons	1	2	3	4	5	6
Income Level	\$73,200	\$82,600	\$93,000	\$103,300	\$111,600	\$119,800
Max. Monthly Gross Rent <sup>1</sup>	\$1,830	\$2,065	\$2,325	\$2,583	\$2,790	\$2,995
Max. Purchase Price <sup>2</sup>	\$227,784	\$257,035	\$289,397	\$321,449	\$347,277	\$372,794

Notes: Incomes based on the Oakland-Fremont MSA (Alameda and Contra Costa Counties); FY 2008 Area Median Income: \$86,100; HUD FY 2008 Section 8 Income Limits

<sup>1</sup> Assumes that 30% of income is available for either: monthly rent, including utilities; or mortgage payment, taxes, mortgage insurance, and homeowners insurance

<sup>2</sup> Assumes 90% loan @ 6% annual interest rate and 30 year term; assumes taxes, mortgage insurance, and homeowners' insurance account for 20% of total monthly payments

Source: U.S. Department of Housing and Urban Development (HUD); and Mintier Harnish, 2008.

**TABLE 9-23**  
**HUD FAIR MARKET RENT<sup>1</sup>**

**Alameda County**  
**2008 & 2009**

Bedrooms in Unit	2008 FMR	2009 FMR
Studio	\$866	\$905
1 Bedroom	\$1,046	\$1,093
2 Bedrooms	\$1,293	\$1,295
3 Bedrooms	\$1,680	\$1,756
4 Bedrooms	\$2,080	\$2,174

<sup>1</sup> 50<sup>th</sup> percentile of market rents for Fiscal Year 2009 (January 2, 2009) and for Oakland-Fremont MSA (Alameda and Contra Costa Counties) and "Exception Rents."

Source: U.S. Department of Housing and Urban Development (HUD), 2008.

### **Affordable Housing by Income/Occupation**

Table 9-24 is an abbreviated list of occupations and annual incomes for Union City residents, such as city employees, employees of the New Haven Unified School District, retired individuals and minimum wage earners. The table shows the amounts that households at these income levels could afford to pay for rent as well as the purchase prices that they could afford to pay to buy a home. None of the households shown would be able to afford to pay the rent for a three-bedroom unit at the FMR level of \$1,680, except the moderate-income household (\$77,300). Persons with extremely low- or very low-income cannot afford rent above \$969. Persons with low or median-income cannot afford to purchase a house above \$241,000, and moderate income persons can just barely afford to purchase a house for \$289,000.

Households with a single-wage earner employed by the city or unified school district would have difficulty purchasing a home in Union City, where the median sales price in 2007 was \$550,000. A firefighter in Union City could afford a house costing an estimated \$209,001 and a police officer in Union City could afford to purchase for \$222,033. A teacher with a Masters degree in the New Haven Unified School District could afford to purchase a home for an estimated \$208,702. 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 comprised of a fire fighter and a librarian in Union City could afford to pay approximately \$359,548 for a home.

Households with limited or fixed incomes are of particular interest when examining overall affordability of a city. The FMR rent for a studio unit (\$905) is more than three times the amount (\$257) that a single person on Supplemental Security Income (SSI) could afford to pay. Two workers earning minimum wage could afford only \$832 and could not pay the FMR rent for a studio either.

# Union City

## Housing Element Background Report

**TABLE 9-24  
AFFORDABLE RENTS AND HOUSING PRICES BY INCOME AND  
OCCUPATION**

Union City  
2008 Q1

Category	Average Income	Affordable Rent <sup>1</sup>	Affordable House Price <sup>2</sup>
<b>General Occupations (2008)<sup>3</sup></b>			
Computer Engineer	\$96,753	\$2,419	\$301,076
Civil Engineer	\$83,832	\$2,096	\$260,868
Paralegal	\$58,339	\$1,458	\$181,539
Construction Worker	\$43,536	\$1,088	\$135,475
Licensed Vocational Nurse (LVN)	\$56,760	\$1,419	\$176,626
<b>Union City Occupations</b>			
Fire Fighter	\$67,164	\$1,679	\$209,001
Police Officer	\$71,352	\$1,784	\$222,033
Account Clerk	\$43,356	\$1,084	\$134,915
Librarian	\$48,380	\$1,209	\$150,548
<b>Unified School District</b>			
Teacher, Step 1	\$58,670	\$1,467	\$182,568
Teacher, with MA, Step 8	\$67,068	\$1,677	\$208,702
<b>Two Wage Earners</b>			
Civil Engineer and Paralegal	\$142,171	\$3,554	\$442,408
Firefighter and Librarian	\$115,544	\$2,889	\$359,548
<b>Minimum Wage Earners (2008)</b>			
Single Wage Earner	\$16,640	\$416	\$51,780
Two Wage Earners	\$33,280	\$832	\$103,561
<b>SSI (Aged or Disabled) (2008)</b>			
One person household with SSI only	\$10,272	\$257	\$31,964
Couple with SSI only	\$18,024	\$451	\$56,087
<b>2008 HUD-Defined Income Groups (Based on a Household of 3 Persons)</b>			
Extremely Low-Income (below 30%)	\$23,250	\$581	\$72,349
Very Low-Income (below 50%)	\$38,750	\$969	\$120,582
Low-Income (below 80%)	\$59,600	\$1,490	\$185,463
Median Income (below 100%)	\$77,500	\$1,938	\$241,165
Moderate Income (below 120%)	\$93,000	\$2,325	\$289,397

<sup>1</sup>Assumes 30 percent of income devoted to monthly rent, including utilities.

<sup>2</sup>Assumes 30 percent of income devoted to mortgage payment and takes, 90 percent loan at 6 percent interest rate, 30-year term.

<sup>3</sup>General occupation incomes based on the Oakland-Fremont-Hayward Metropolitan Division.

Source: Mintier Harnish; Union City; New Haven Unified School District; California Employment Development Department, 2008; U.S. Department of Housing and Urban Development (HUD), 2008.

***Housing Values***

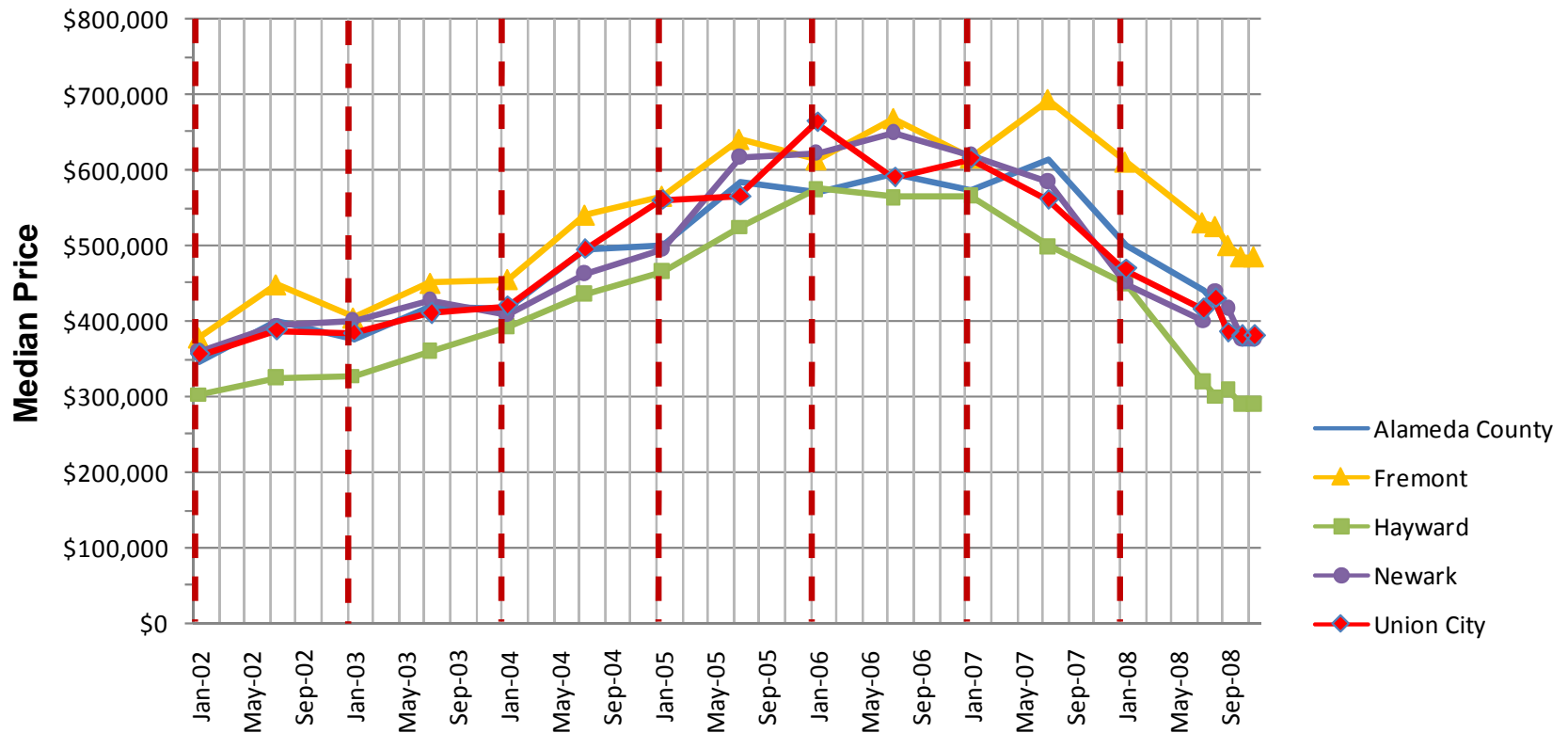
Between 1998 and 2008 there has been a significant boom and bust in local housing markets. Overall this has been a trend experienced throughout California and the nation due to high volumes of housing stock purchased with sub-prime mortgages that contributed to the “housing bubble” of inflated sales 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 occurred in the surrounding cities of Fremont, Hayward, and Newark, although some cities peaked later, or dropped more precipitously (Figure 9-3). Union City experienced a higher appreciation in prices than Alameda County, but median home prices were very similar as of November 2008. As of November 2008, the median home price was \$380,000 in Union City compared to \$370,000 in Alameda County.

High volumes of new housing stock produced in the early 2000s impacted the price of residential real estate. Table 9-25 shows average and median sales price of both new and resale single-family homes sold from January 1, 2007, through the first half of 2008 in Union City. Most areas in California experienced sharply declining values of new homes during 2007 because potential buyers were few and far between, and builders were quickly losing money on empty homes. Union City is somewhat different because the single-family home market is nearly built-out and new home starts have not been as frequent. As shown in Table 9-25, the median sale price of a new single-family home was \$550,000 compared to \$520,000 for a resale home from January 2007 to June 2008.

<b>TABLE 9-25</b>		
<b>AVERAGE AND MEDIAN SALES PRICE</b>		
<b>Union City</b>		
<b>January 2007 to June 2008</b>		
	<b>Average</b>	<b>Median</b>
New Single-Family Residential	\$583,126	\$550,000
Resale Single-Family Residential	\$554,454	\$520,000

*Source: DataQuick, June 2008.*

**FIGURE 9-3**  
**MEDIAN HOME PRICE**  
 Union City, Fremont, Hayward, Newark, and Alameda County  
 January 2002–November 2008



**Average Monthly Rents**

Table 9-26 shows the average monthly rents for apartments in Union City based on internet rental listings in December 2008. Average monthly rents for studio, 1-, and 2-bedroom units are higher than the HUD FMR figures shown in Table 9-23. Three-bedroom apartments in Union City average slightly less than the fair market rent. As the table shows, rents in Union City rose slightly from 2001 to 2008, but three-bedroom apartments actually came down in price. Average rent in Union City increased \$43 from 2001 to 2008.

Based on these average monthly rents, the full range of housing units (i.e., studio to 3-bedroom apartment) would likely be affordable to a low-income person or family (i.e., 80 percent MFI). For example, the average 1-bedroom rental at \$1,081 monthly rent would likely be affordable (depending on utility costs) to a 3-person low-income household that can afford \$1,490 monthly rent and utilities. The average 2-bedroom apartment rental at \$1,440 monthly rent is barely affordable for a 3-person low-income household (depending on the utility costs) that can afford \$1,490 monthly rent and utilities. An extremely low-income household would not be able to afford a smaller unit (i.e., studio apartment, 1- or 2-bedroom apartment).

<b>TABLE 9-26</b>		
<b>AVERAGE RENT LEVELS<sup>1</sup></b>		
<b>Union City</b>		
<b>December 2001 to December 2008</b>		
<b>Number of Rooms</b>	<b>Cost</b>	
	<b>December 2001</b>	<b>December 2008</b>
Studio	\$1,022	\$1,081
One-Bedroom	\$1,162	\$1,173
Two-Bedroom	\$1,402	\$1,440
Three-Bedroom	\$1,683	\$1,625
<b>AVERAGE</b>	<b>\$1,284</b>	<b>\$1,327</b>

<sup>1</sup> The REALFACTS database is limited to "investor grade" rental developments with 50 units or more and therefore excludes a significant portion of the rental housing market in Union City. The December 2008 rent level represents the median list price of a sample taken from multiple websites."Studio" apartments comprise information from two listings.

Source: REALFACTS, June 2001. Rent.com, Craigslist, Move.com, BRE Properties, December 2008.

## 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, large families, extremely low income households, farmworkers, families with single-headed households, and families and persons in need of emergency shelter.” Where possible, estimates of the population or number of households in Union City and Alameda County belonging to each group are shown.

### ***Persons in Need of Emergency and Transitional Housing***

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 essentially 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 are often fleeing domestic violence, individuals and families who have recently lost jobs and are unable to make ends meet 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 by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.

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

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 for 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, homeless mentally ill, homeless domestic violence victims, veterans or homeless people with AIDS/HIV.

It is very difficult to quantify the homeless population in a given community due to the lack of current (2000) Census data. However, there are numerous agencies that work with Union City homeless persons on a daily basis. Using information collected from 2,000 persons from Fremont, Newark, and Union City served at local facilities, Abode Services, formerly the Tri-City Homeless Coalition, reports that approximately 48 percent of adults are female, 38 percent are male, and 38 percent are children; 44 percent are White; 32 percent are Black/African American; 18 percent are Latino/Hispanic; 3 percent are Asian; 2 percent are Pacific Islander; and 1 percent are Native American (Adobe Service January 2009).

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

- **Centro de Servicios, Union City:** 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 five homeless or at-risk clients per week from Union City. Most 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. Staff reports that these shelters always have waiting lists and rarely can assist clients with immediate needs.
- **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 2008, approximately 3,000 people were served.
- **Abode Services (formerly known as Tri-City Homeless Coalition), Fremont:** This private nonprofit organization operates eleven housing programs linked to support services to assist homeless families and individuals. They collaborate with more than 30 organizations to leverage program resources. Programs include emergency shelters, rental subsidies, transitional housing, and permanent supportive housing. Abode Services provides services to approximately 2,000 homeless and low-income persons on an annual basis, including single adults, adults and children in families, emancipated foster youth, and seniors. Recently (since 2005), they have created 325 units of permanent supportive housing for previously homeless families and individuals.
  - **Sunrise Village Shelter:** This facility is owned and operated by Abode Services. This transitional housing facility in Fremont was built in 1993 and is considered to be state-of-the-art. The shelter houses 66 people for up to three months, or 264 individuals in any given year. The facility has separate areas for families and individuals, and provides space for a licensed childcare facility, a computer lab, and offices and rooms for supportive services.
  - **Greater HOPE and S.T.A.Y.:** Subsidized housing and supportive services for severely mentally ill adults and youth living.

- **BridgeWay, Union City:** This tri-plex facility is owned and operated by Abode Services. Provides transitional housing and services for up to two years for three households
- **Additional Supportive Housing Apartments.** Abode Services manages four other supportive housing apartment programs for previously homeless and low-income families and individuals. There are a total of 119 units at the following locations: Rotary Bridge Way Apartments, Fremont (26 units), Mission Bell Apartments (25 units), Lorenzo Creek Apartments (28 units), Carmen Avenue Apartments (30 units).
- **Winter Relief Program:** This program operates from October through March and is sponsored by 14 Fremont and Newark-based churches that provide shelter and day programs for homeless people in the Tri-City area.
- **HOPE Mobile Health Clinic:** Provides direct medical and support services including assistance finding permanent supportive housing. The Mobile Clinic provides services for over 1,000 persons per year.
- **Project Independence.** Provides transitional and supportive housing for emancipated foster youth, and probation youth and their children.
- **S.A.V.E. ( 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 2008, SAVE provided shelter to 360 women and children through programs including an emergency shelter, 18-month transitional housing, subsidized housing programs, and motel vouchers.
- **Family Emergency Shelter Coalition (FESCO), Hayward:** FESCO operates a emergency shelter, the Marquis House, with 24-beds; a transitional co-housing facility, the Banyan House, with 8-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, 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 who live in Union City. As shown in Table 9-6, the 2000 Census data for employment 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 2000, 66 Union City residents, or 0.2 percent of employed residents, worked in these sectors. The U.S. Census of Agriculture (2002) reported 946 hired farm labor workers in Alameda County. Of these 577 laborers worked 150 days or more, and 369 worked less than 150 days. The Bay Area Census, using American Community Survey data, reported zero workers in the farming, fishing, and forestry employment category as of 2006.

## ***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 2000 Census is useful in inferring housing needs. The 2000 Census defines six disabilities: sensory, physical, mental, self-care, go-outside-home, and employment disability.

Table 9-27 shows information from the 2000 Census 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, 15.3 percent of the total population in Union City five years and older had one or more disabilities in 2000, compared to 20.0 percent in Alameda County, and 19.2 percent in California. In terms of the three age groups shown in the table, 3.4 percent of Union City's population 5 to 15 years of age, 14.7 percent of the population 16 to 64 years of age, and 42.8 percent of seniors (65 years and older) had one or more disabilities in 2000. These percentages are slightly lower than those of California. Union City had a lower percentage of citizens with a disability (15.3 percent) than both Alameda County (20.0 percent) and California (19.2 percent) as a whole.

Table 9-27 also provides information on the exact nature of these disabilities. The total disabilities number shown for all age groups in Union City (12,937) exceeds the number of persons with disabilities (6,912) because a person can have more than one disability. Among school age children, the most frequent disability was mental (82.4 percent). For persons aged 16 to 64 years, the most frequent disabilities were employment (32.3 percent). Finally, for seniors, physical and go-outside-home disabilities were the most frequent (33.7 percent and 25.5 percent).

**TABLE 9-27  
DISABILITY STATUS & TYPES OF DISABILITIES BY AGE GROUP,  
PERSONS FIVE YEARS & OLDER**

**Union City, Alameda County, and California  
2000**

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>Population 5 to 15 years</b>						
<b>Total Persons Age 5-15 Years</b>	<b>7,862</b>	<b>100.0%</b>	<b>213,760</b>	<b>100.0%</b>	<b>5,813,105</b>	<b>100.0%</b>
Total Persons with a Disability	269	3.4%	12,305	5.8%	277,503	4.8%
<b>Total Disabilities Tallied</b>	<b>306</b>	<b>100.0%</b>	<b>16,576</b>	<b>100.0%</b>	<b>373,407</b>	<b>100.0%</b>
Sensory	33	10.8%	2,142	12.9%	51,855	13.9%
Physical	13	4.2%	2,307	13.9%	54,991	14.7%
Mental	252	82.4%	9,758	58.9%	205,676	55.1%
Self-Care	8	2.6%	2,369	14.3%	60,885	16.3%
Going Outside the Home <sup>1</sup>	-	-	-	-	-	-
Employment Disability <sup>1</sup>	-	-	-	-	-	-
<b>Population 16 to 64 years</b>						
<b>Total Persons Age 16-64 Years</b>	<b>33,091</b>	<b>100.0%</b>	<b>775,868</b>	<b>100.0%</b>	<b>21,570,148</b>	<b>100.0%</b>
Total Persons with a Disability	4,848	14.7%	155,963	20.1%	4,180,265	19.4%
<b>Total Disabilities Tallied</b>	<b>8,655</b>	<b>100.0%</b>	<b>285,074</b>	<b>100.0%</b>	<b>7,241,881</b>	<b>100.0%</b>
Sensory	632	7.3%	19,268	6.8%	430,965	6.0%
Physical	1,995	23.1%	57,678	20.2%	1,183,313	16.3%
Mental	1,604	18.5%	40,706	14.3%	777,304	10.7%
Self-Care	395	4.6%	16,234	5.7%	361,699	5.0%
Going Outside the Home <sup>1</sup>	1,236	14.3%	54,191	19.0%	1,718,472	23.7%
Employment Disability <sup>1</sup>	2,793	32.3%	96,997	34.0%	2,770,128	38.3%
<b>Population 65+ years</b>						
<b>Total Persons 65+ Years</b>	<b>4,192</b>	<b>100.0%</b>	<b>130,446</b>	<b>100.0%</b>	<b>3,469,810</b>	<b>100.0%</b>
Total Persons with a Disability	1,795	42.8%	55,880	42.8%	1,465,593	42.2%
<b>Total Disabilities Tallied</b>	<b>3,436</b>	<b>100.0%</b>	<b>113,846</b>	<b>100.0%</b>	<b>2,977,123</b>	<b>100.0%</b>
Sensory	652	19.0%	19,377	17.0%	501,450	16.8%
Physical	1,159	33.7%	38,500	33.8%	985,115	33.1%
Mental	486	14.1%	16,005	14.1%	423,518	14.2%
Self-Care	319	9.3%	13,233	11.6%	345,113	11.6%
Going Outside the Home <sup>1</sup>	820	23.9%	26,731	23.5%	721,927	24.3%
Employment Disability <sup>1</sup>	-	-	-	-	-	-

**TABLE 9-27**  
**DISABILITY STATUS & TYPES OF DISABILITIES BY AGE GROUP,**  
**PERSONS FIVE YEARS & OLDER**

Union City, Alameda County, and California  
2000

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>TOTAL</b>						
<b>Total Persons 5+ Years</b>	<b>45,145</b>	<b>100.0%</b>	<b>1,120,074</b>	<b>100.0%</b>	<b>30,853,063</b>	<b>100.0%</b>
Total Persons with a Disability	6,912	15.3%	224,148	20.0%	5,923,361	19.2%
<b>Total Disabilities Talled</b>	<b>12,397</b>	<b>100.0%</b>	<b>415,496</b>	<b>100.0%</b>	<b>10,592,411</b>	<b>100.0%</b>
Sensory	1,317	10.6%	40,787	9.8%	984,270	9.3%
Physical	3,167	25.5%	98,485	23.7%	2,223,419	21.0%
Mental	2,342	18.9%	66,469	16.0%	1,406,498	13.3%
Self-Care	722	5.8%	31,836	7.7%	767,697	7.2%
Going Outside the Home <sup>1</sup>	2,056	16.6%	80,922	19.5%	1,718,472	16.2%
Employment Disability <sup>1</sup>	2,793	22.5%	96,997	23.3%	2,770,128	26.2%

<sup>1</sup>Due to a design problem with the interview form of the 2000 Census, the go-outside-home disability and employment disability population estimates cannot be assumed accurate. The two estimates are likely to overestimate the actual number of persons with such disabilities. The go-outside-home disability does not apply to persons under five years old and the employment disability applies only to persons between the ages of 16 and 64.

Source: 2000 U.S. Census.

### 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 (2001) estimates that 2.5 percent of the adult (age 18+) population

suffers from mental illness. If accurate for Union City, nearly 900 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 2007/08 the organization assisted approximately 33 disabled people from Union City in their search for housing. CRIL staff cites affordability as the primary obstacle to finding adequate housing for their clients, many of whom rely on SSI as their sole source of income. Lack of physical accessibility is another problem faced by CRIL clients looking for housing. The program director reports that the housing situation of most of his clients is dire and strongly advocates for more affordable accessible housing with services for people with disabilities in Union City.

Many of the affordable housing projects in Union City have accommodations for persons with disabilities. Dyer Complex and Nidas Court, the two public housing projects operated by the Alameda County Housing Authority, 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.

### ***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.

As shown in Table 9-27, in 2000, there were 1,795 individuals age 65 or older with disabilities (48.2 percent), of which 319 (9.2 percent) had self-care limitations.

Table 9-28 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 2000. Five thousand five hundred and forty four people in Union City were 65 years or older in 2000. As discussed earlier (and shown in Table 9-3), Union City's residents are slightly older than California as a whole, but proportionately do not have as many seniors. Seniors (the 65 and over age group) represented 8.3 percent of the population in Union City in 2000 compared to 10.2 percent in Alameda County and 10.6 percent in California.

**TABLE 9-28**  
**SENIOR POPULATIONS AND HOUSEHOLDS**  
Union City, Alameda County, and California  
2000

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>Population</b>						
Total Population	66,861	-	1,443,741	-	33,871,648	-
Number of Persons 65 years and older	5,544	8.3%	147,663	10.2%	3,595,658	10.6%
<b>Total Households</b>						
Owner	13,291	71.3%	286,277	54.7%	6,546,334	56.9%
Renter	5,351	28.7%	237,089	45.3%	4,956,536	43.1%
<b>TOTAL</b>	<b>18,642</b>	<b>100.0%</b>	<b>523,366</b>	<b>100.0%</b>	<b>11,502,870</b>	<b>100.0%</b>
<b>Senior Headed Households</b>						
Owner	1,790	76.8%	63,477	71.6%	1,653,855	74.5%
Renter	542	23.2%	25,131	28.4%	566,238	25.5%
<b>TOTAL</b>	<b>2,332</b>	<b>100.0%</b>	<b>88,608</b>	<b>100.0%</b>	<b>2,220,093</b>	<b>100.0%</b>
<b>Percentage</b>						
Seniors as % of all Households	-	12.5%	-	16.9%	-	19.3%
% of Owner Households Headed by a Senior	-	9.6%	-	12.1%	-	25.3%
% of Renter Households Headed by a Senior	-	2.9%	-	4.8%	-	11.4%

Source: 2000 U.S. Census.

As shown in Table 9-29, in 2000, there were approximately 1,981 households in Union City headed by a householder age 65 or older. Because of smaller household sizes, senior households as a percentage of all households are larger than the percentage of seniors in the population. Senior households represented 32.9 percent of all households in Union City, compared to 34.8 percent in Alameda County and 18.8 percent in California. Senior households have a high homeownership rate. In Union City, 73.7 percent of senior households owned their homes in 2000, compared to 68.2 percent of all households. Approximately 520 (26.3 percent) of senior-headed households were renters.

Union City also has two affordable, privately-owned senior rental projects built prior to 2001: Vintage Court Senior Apartments (125 one- and two-bedroom units) affordable to 60 percent of median income or below and Rosewood Terrace (45 one-bedroom units) affordable to 30 percent of median income. Since 2001, three affordable senior housing projects totaling 127 units have been constructed in Union City: 40 units (September 2003); 79 units (June 2004); and 8 units (July 2005) for Buddhist seniors.

The Alameda County Housing Authority 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 100 units for seniors.

## Union City

### Housing Element Background Report

As indicated above, the number of affordable housing units for seniors includes 210 privately-owned subsidized housing units, and 100 units of public housing. As of November 2008, the Housing Authority website states there are currently thousands of applications on the Section 8 and Public Housing waiting lists, they are not accepting applications for housing, and do not anticipate re-opening waiting lists for months, possibly even years. As of January 2009, the property manager for Rosewood Terrace and Wisteria Place reports that there is a waiting list of over 425 persons per facility, and they have not been able to accept any new applications since 2006. This indicates that there is a severe shortage of housing available for low-income seniors in Union City.

**TABLE 9-29**  
**HOUSING COST BURDEN BY AGE AND TENURE**  
Union City, Alameda County, and California  
2000

	Union City			Alameda County			California		
	Total	Cost Burden Greater Than 30%		Total	Cost Burden Greater Than 30%		Total	Cost Burden Greater Than 30%	
		#	%		#	%		#	%
<b>Owner Households</b>									
Householder 15-64 years	10,039	3,228	32.2%	196,211	63,248	32.2%	4,219,084	1,397,320	33.1%
Householder > 65 years	1,461	369	25.3%	54,962	13,681	24.9%	1,308,534	329,639	25.2%
<b>TOTAL</b>	<b>11,500</b>	<b>3,597</b>	<b>31.3%</b>	<b>251,173</b>	<b>76,929</b>	<b>30.6%</b>	<b>5,527,618</b>	<b>1,726,959</b>	<b>31.2%</b>
<b>Renter Households</b>									
Householder 15-64 years	4,824	1790	37.1%	210,052	81,299	38.7%	4,359,345	1,765,557	40.5%
Householder > 65 years	520	282	54.2%	26,554	14,679	55.3%	562,236	314,138	55.9%
<b>TOTAL</b>	<b>5,344</b>	<b>2,072</b>	<b>38.8%</b>	<b>236,606</b>	<b>95,978</b>	<b>40.6%</b>	<b>4,921,581</b>	<b>2,079,695</b>	<b>42.3%</b>
<b>Total Households</b>									
Householder 15-64 years	14,863	5,018	33.8%	406,263	144,547	35.6%	8,578,429	3,162,877	36.9%
Householder > 65 years	1,981	651	32.9%	81,516	28,360	34.8%	1,870,770	643,777	34.4%
<b>TOTAL</b>	<b>16,844</b>	<b>5,669</b>	<b>33.7%</b>	<b>487,779</b>	<b>172,907</b>	<b>35.5%</b>	<b>10,449,199</b>	<b>3,806,654</b>	<b>36.4%</b>

Source: 2000 U.S. Census.

***Large Families/Households***

The U.S. Department of Housing and Urban Development (HUD) defines a large household or family as one with five or more members. Large families may have specific needs that differ from other families due to income and housing stock constraints. The most critical housing need of large families is access to larger housing units with more bedrooms than a standard three-bedroom dwelling. Multi-family rental housing units typically provide one or two bedrooms and not the three or more bedrooms that are required by large families. As a result, the large families that are unable to rent single-family houses may be overcrowded in smaller units. In general, housing for families should provide safe outdoor play areas for children and should be located to provide convenient access to schools and child-care facilities.

Table 9-30 shows the number and share of large households in Union City, Alameda County, and California in 2000. Census data availability makes it necessary to analyze data for all households, including non-family households, for this document. As shown in the table, 3,387 owner-households, or 25 percent of the total owner-households in Union City, had five or more members. This proportion is even higher for renters (27.9 percent) than for owners (25.6 percent). The number of large owner households (3,387) was higher than the number of large renter households (1,501).

The share of large households out of total households in Union City (26.2 percent) was significantly higher than the proportion of large households in Alameda County (8.6 percent), and just under 10 percent higher than the proportion in California as a whole (15.9 percent of total households). As discussed previously and shown in Table 9-13, 31.1 percent of the renter-occupied units in Union City in 2000 had three or more bedrooms. The figure is much larger than the 16.5 percent figure for Alameda County, and 18.4 percent for California. However, the statistics presented earlier in the chapter on overcrowding show that 31.3 percent of rental units in Union City are overcrowded compared to 18.7 percent in Alameda County (see Table 9-15). The 2000 Census data suggests that there is a stronger need for large units in Union City than both Alameda County and statewide to accommodate large households.

**TABLE 9-30**  
**LARGE HOUSEHOLDS**

Union City, Alameda County, and California  
2000

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>Owner-Occupied</b>						
Less than 5 Persons	9,868	74.4%	269,471	94.1%	5,525,336	84.4%
5+ Persons	3,387	25.6%	16,835	5.9%	1,020,901	15.6%
<b>TOTAL</b>	<b>13,255</b>	<b>100.0%</b>	<b>286,306</b>	<b>100.0%</b>	<b>6,546,237</b>	<b>100.0%</b>
Persons per Household	3.59	-	2.89	-	2.93	-
<b>Renter-Occupied</b>						
Less than 5 Persons	3,872	72.1%	208,656	88.0%	4,142,875	83.6%
5+ Persons	1,501	27.9%	28,404	12.0%	813,758	16.4%
<b>TOTAL</b>	<b>5,373</b>	<b>100.0%</b>	<b>237,060</b>	<b>100.0%</b>	<b>4,956,633</b>	<b>100.0%</b>
Persons per Household	3.52	-	2.49	-	2.79	-
<b>All Households</b>						
Less than 5 Persons	13,740	73.8%	478,127	91.4%	9,668,211	84.1%
5+ Persons	4,888	26.2%	45,239	8.6%	1,834,659	15.9%
<b>TOTAL</b>	<b>18,628</b>	<b>100.0%</b>	<b>523,366</b>	<b>100.0%</b>	<b>11,502,870</b>	<b>100.0%</b>
Persons per Household	3.57	-	2.71	-	2.87	-

Source: 2000 U.S. Census.

### **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 child, an elderly parent, or non-related child. Female-headed households have special housing needs because they are most likely 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.

Battered women with children comprise a sub-group of female-headed households that are especially in need. According to the California Department of Housing and Community Development and the National Low Income Housing Coalition's Women and Housing Task Force, the female-headed household group is probably the group with the most extensive housing needs and is disproportionately affected by the current housing situation. This housing need is exacerbated by a lack of adequate and affordable child care, which would enable the mother to pursue ways of increasing her earning capacity. With rising child care costs, few women in this group are able to work and care for their children at the same time.

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Table 9-31 shows the number of single-parent-headed households in Union City, Alameda County, and California in 2000. As shown in the table, there were 992 female-headed households in Union City, representing 5.3 percent of all households; and 483 male-headed households, representing 2.6 percent of all households in Union City. This percentage is less than in Alameda County (8.9 percent) and California (11.7 percent).

	Union City		Alameda County		California	
	#	%	#	%	#	%
<b>TOTAL HOUSEHOLDS</b>	<b>18,633</b>	<b>100.0%</b>	<b>523,787</b>	<b>100.0%</b>	<b>11,502,870</b>	<b>100.0%</b>
Single Female Households with Children	992	5.3%	35,482	6.8%	987,380	8.6%
Single Male Households with Children	483	2.6%	10,853	2.1%	356,987	3.1%
<b>TOTAL SINGLE-HEADED HOUSEHOLDS WITH CHILDREN</b>	<b>1,475</b>	<b>7.9%</b>	<b>46,335</b>	<b>8.9%</b>	<b>1,344,367</b>	<b>11.7%</b>

Source: 2000 U.S. Census.

### ***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 \$25,850 in 2008 would be considered an extremely low-income household. As shown in the Table 9-32, Union City had a lower percentage (8.7 percent) of extremely low-income households than Alameda County (14.2 percent) or the State (12.0 percent). However, Union City had a higher proportion of extremely low-income owners (8.6 percent) than the incorporated area (5.2 percent) and the state (5.9 percent), and a lower proportion of extremely low-income renters (17.4 percent) than Alameda County (23.5 percent) and lower than the state (20.2 percent). Table 9-32 also shows that in 2000, a total of 1,008 extremely-low income households had a cost burden greater than 50 percent, which was higher (62.3 percent) than Alameda County (60.1 percent) and the state (62.1 percent). Based on Alameda County's 2007-2014 Regional Housing Needs Allocation, there is a projected need for 281 extremely low-income housing units in Union City (which assumes 50 percent of the very-low income allocation) between 2007 and 2014.

**TABLE 9-32**  
**HOUSING COST BURDEN OF EXTREMELY LOW-INCOME HOUSEHOLDS**

Union City, Alameda County, and California  
2000

	Union City			Alameda County			California		
	Owners	Renters	Total	Owners	Renters	Total	Owners	Renters	Total
<b>Number of Extremely Low-Income Households</b>	<b>688</b>	<b>930</b>	<b>1,618</b>	<b>18,533</b>	<b>55,610</b>	<b>74,143</b>	<b>22,657</b>	<b>202,051</b>	<b>166,112</b>
Number of Total Households	13,206	5,331	18,537	286,286	236,922	523,208	384,014	1,000,250	1,384,264
Percent of Total Households	5.2%	17.4%	8.7%	6.5%	23.5%	14.2%	5.9%	20.2%	12.0%
<b>Number w/ Cost Burden &gt; 30%</b>	<b>508</b>	<b>677</b>	<b>1,184</b>	<b>13,196</b>	<b>42,041</b>	<b>55,237</b>	<b>273,802</b>	<b>767,192</b>	<b>1,040,967</b>
Percent w/ Cost Burden > 30%	73.8%	72.8%	73.2%	71.2%	75.6%	74.5%	71.3%	76.7%	75.2%
<b>Number w/ Cost Burden &gt; 50%</b>	<b>453</b>	<b>555</b>	<b>1,008</b>	<b>10,638</b>	<b>33,922</b>	<b>44,560</b>	<b>222,728</b>	<b>637,159</b>	<b>859,628</b>
Percent w/ Cost Burden > 50%	65.8%	59.7%	62.3%	57.4%	61.0%	60.1%	58.0%	63.7%	62.1%

*Source: HUD SOCDs, Comprehensive Housing Affordability Strategy (CHAS) Database, 2000.*

## **SECTION 9.3 FUTURE NEEDS ASSESSMENT**

The State of California’s Department of Housing and Community Development (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 evaluates projected future housing needs for Union City based on the RHNA adopted by Association of Bay Area Governments (ABAG) on May 15, 2008. 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.

Table 9-33 shows the current and projected housing needs for the seven and half planning period from January 1, 2007 to June 30, 2014 for Union City.

<b>TABLE 9-33 REGIONAL HOUSING NEEDS ALLOCATION</b>						
<b>Union City January 1, 2007 to June 30, 2014</b>						
	<b>Extremely Low<sup>1</sup></b>	<b>Very Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate</b>	<b>TOTAL</b>
<b>RHNA</b>	281	280	391	380	612	<b>1,944</b>
<b>Percent of Total</b>	14.5%	14.4%	20.1%	19.5%	31.5%	<b>100%</b>

<sup>1</sup> Extremely low-income allocation is equal to 50 percent of very low income allocation (561).

Source: Association of Bay Area Council of Governments (ABAG), *Regional Housing Needs Allocation (RHNA)* (May 15, 2008).

As shown in Table 9-33, ABAG allocated 1,944 new housing units to Union City for the 2007 to 2014 planning period. The allocation is equivalent to a yearly need of approximately 259 housing units for the 7½-year time period. Of the 1,944 housing units, 1,332 units are to be affordable to moderate-income households and below, including 281 extremely low-income units, 280 very low-income units, 391 low-income units, and 380 moderate-income units.

HCD allows jurisdictions to count four types of credits toward meeting their Regional Housing Needs Allocation:

- **Actual Production.** Jurisdictions can count the number of approved and built units during the planning period of 2007-2014 toward their RHNA.
- **Rehabilitation of Units.** Under State law, cities can count up to 25 percent of their RHNA for the rehabilitation of qualified substandard units that would otherwise be demolished.
- **Preservation of Affordable Units.** AB 438 (2002) authorizes jurisdictions to count a part of the affordable units which would otherwise revert to market rents but are preserved through committed assistance from the jurisdiction.
- **Available Land for Development.** Cities and counties may also count potential housing production on suitable vacant and underutilized sites within the community.

## **Comparison of Housing Unit Production with Projected Housing Needs**

One of the Housing Element's main goals is to ensure that a variety of housing opportunities at a range of prices and rents are made available to residents. This includes, but is not limited to, conventional single-family homes, multi-family apartments, town homes, and housing for special needs groups. Since the Housing Element planning period runs from January 1, 2007, to June 30, 2014, Union City's Regional Housing Needs Allocation (RHNA) can be reduced by the number of new units built or approved since January 1, 2007. The Consultants compiled an inventory of all residential projects with an affordable housing component that have been constructed since the start of the current Housing Element planning period (January 1, 2007), are under construction (as of January 31, 2009), or have been approved within the current Housing Element planning period. City staff verified number of units that have been built and/or are under construction by cross-referencing building permit data with project records. Table 9-34 shows an inventory of these projects within Union City including name of the development, location, size, number of units, number of affordable units (by very low-, low-, and moderate-income categories), affordability agreement status, project status, and additional notes.

As shown in Table 9-34, there are three projects that are approved but have not yet been issued building permits. These three projects (with 155 units of very low- and 209 units of above moderate-income units) will be built during the time frame of this Housing Element. The largest project, Mid Pen, was approved for 157 units, of which 155 will be affordable to very low incomes. The project is located on Block 4 of the PG&E site in the Station District. The project was funded with a land write-down of 3.8 million (due in 55 years) and a loan subsidy of 14.9 million payable from residual receipts (beginning in 2023). The project will contain mixed-use retail, commercial, and residential units; all of the buildings will be certified LEED Gold. The approval of this project was a major accomplishment for the City and will contribute significantly to the inventory of very low income affordable units.

Table 9-34 also lists projects that are built or under construction; that is, projects that have received building permits since January 1, 2007 to January 31, 2009. There are seven major residential projects listed in the table; the majority have some component of affordable units due to the City's inclusionary

housing ordinance that requires at least 15 percent of units are affordable. The largest of these projects, Avalon Bay Communities at 24 Union Square, built 438 units with 20 very low- and 46 low-income units. The remainder (372 units) is available for moderate incomes based on the following rental rates: \$1,449 (one-bedroom); \$2,075 (two-bedroom); and \$2,451 (three-bedroom).

There were 15 mobile home units built in Union City since January 1, 2007. These units are listed as available to low income based on current sales prices. For new mobile home units, built between 2005 and 2008, the average price per square foot averages \$115; that means that a 3 bedroom, 2 bathroom mobile home ranges in price from \$140,000 to \$190,000 (with 1,300 to 1,600 square feet). As shown previously in Table 9-22, the maximum purchase price for low income households at 80 percent of the area median income (3 bedroom) is \$206,157—above the amount need to purchase a new mobile home in Union City.

As shown in Table 9-34, there are a total of 672 affordable units that are approved, built or under construction: 175 very low-income units, 66 low-income units, and 431 moderate-income units. There are an additional 517 above moderate-income units. Based on the projects listed in this table there were an additional 71 units at low or very low-income levels that would not have been build without the inclusionary housing ordinance.

**TABLE 9-34**  
**UNITS APPROVED, BUILT, AND UNDER CONSTRUCTION**

Union City  
January 1, 2007 to January 31, 2009

Project	General Plan Land Use Designation	Date Approved	Total Units Approved	Total BP Issued	Total Units By Income				Subsidy	Comments
					Very Low	Low	Mod.	Above Mod.		
<b>Approved</b>										
Mid Pen (Block 4 of the PG&E site in Station District)	CSMU	2009	157	0	155	0	0	2	Land write down of 3.8 million, due in 55 years. Loan subsidy of 14.9 million payable from residual receipts beginning in 2023.	Block 4 of the Station District PG& E site was approved for 160 units at 76.3 units per acre. This site will develop between 2009-2014. The buildings will have LEED Gold certification. Block 2 and 3 are still vacant, see Table 9-36.
Acacia Creek Masonic Homes	OS/I	2008	200	0	0	0	0	200	None	200 senior units on the Masonic Homes campus.
Single Family Subdivision	R 3-6	2007	4	0	0	0	0	4	None	Single Family home subdivision, not yet built. APN # 483-0010-015-04, 483-0010-016, and 483-0010-023
<b><i>SUBTOTAL</i></b>			<b><i>361</i></b>	<b><i>0</i></b>	<b><i>155</i></b>	<b><i>0</i></b>	<b><i>0</i></b>	<b><i>206</i></b>		
<b>Built and Under Construction</b>										
Avalon Bay Communities, 24 Union	CSMU	2006	438	438	20	46	372	0	Inclusionary Housing Ordinance	Located in the Station District, this site (formerly known as the Litke Property), has been approved for 438 units which equals an average density of 73 units per acre. There are 20 very-low and 40 low-income units that will be managed by the Redevelopment Agency. Based on rental rates, the remaining 372 units are available to moderate-income. This project was constructed after January 1, 2007.

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**TABLE 9-34  
UNITS APPROVED, BUILT, AND UNDER CONSTRUCTION**

Union City  
January 1, 2007 to January 31, 2009

Project	General Plan Land Use Designation	Date Approved	Total Units Approved	Total BP Issued	Total Units By Income				Subsidy	Comments
					Very Low	Low	Mod.	Above Mod.		
Mobile Home Building Permits	Various	2007-2008	15	15	0	15 <sup>1</sup>	0	0	Private	Privately built after January 1, 2007.
Summerhill Communities	R 3-6	2006-2007	106	106	0	4	24	78	Inclusionary Housing Ordinance	Built after January 1, 2007
Pinn Brothers Construction	CR	2006	22	22	0	1	3	18	Inclusionary Housing Ordinance	Built after January 1, 2007. Two mixed use residential buildings with 4 units above retail per building, at a density of about 9 units per acre.
Pan Cal	R 3-6	2006	10	10	0	0	2	8	Inclusionary Housing Ordinance	10 SFH built after January 1, 2007
KB Homes	R10-17	2006	216	155	0	0	30	186	Inclusionary Housing Ordinance	Located in the Station District, this site (formerly know as the PSSC Site), is under construction for 216 townhome units. To date, 30 moderate income units have been built.
GL Design Meator Drive	R 6-10	2007	7	7	0	0	0	7	Private	Privately built after January 1, 2007
Stern Company	R 6-10	2007	8	8	0	0	0	8	Private	Privately built after January 1, 2007
Single Family Home Building Permits	Various	2007-2008	6	6	0	0	0	6	Private	Privately built after January 1, 2007
<b>SUBTOTAL</b>			<b>828</b>	<b>767</b>	<b>20</b>	<b>66</b>	<b>431</b>	<b>311</b>		
<b>TOTAL ALL INCOME LEVELS</b>			<b>1,189</b>	<b>767</b>	<b>175</b>	<b>66</b>	<b>431</b>	<b>517</b>		

<sup>1</sup> Based on recent sales data new mobile home units are affordable to low income households.

Source: Union City Community Development Department, 2009.

***Remaining Need***

Based on the information presented in Table 9-34, the remaining need was calculated. Table 9-35 shows the remaining ABAG RHNA based on income category and the need that has already been satisfied during the Housing Element period (i.e., January 1, 2007 to January 31, 2009) by built and approved units.

Units that have been approved, built, or are under construction satisfy about 60.2 percent of the ABAG RHNA for this Housing Element period. The number of units that need be satisfied by June 2014 vary by income category; units for lower-income categories have the most remaining units that need to be satisfied. About 75 percent of extremely low-, very low-, and low-income units (711 units) need to be accounted for in the vacant land inventory. There is a surplus of moderate income units (51), which will leave only 44 units, or 8.5 percent of the above moderate-income units to be satisfied.

**TABLE 9-35**  
**REMAINING NEED BASED ON BUILT AND APPROVED UNITS**

Union City  
January 1, 2007 to January 31, 2009

<b>Income Category</b>	<b>RHNA</b>	<b>Approved, Built, and Under Construction</b>	<b>Remaining Units Needed</b>	<b>Total Adjusted Need</b>
Extremely Low	281	0	281	281
Very Low	280	175	105	105
Low	391	66	325	325
Moderate	380	431	-51 <sup>1</sup>	0
Above Moderate	612	517	95	44
<b>TOTAL</b>	<b>1,944</b>	<b>1,189</b>	<b>755</b>	<b>755</b>

<sup>1</sup> Any surplus of units can be counted against the next highest income category. For example, the surplus of 51 moderate-income units reduces the total above moderate income need from 95 to 44 units; and the total remaining needed from 806 units to 755 units.

*Source: Union City Community Development Department, 2009*

## **SECTION 9.4 RESOURCE INVENTORY**

Section 9.4 assesses the availability of land and services to meet the needs documented in Section 9.3. This section discusses Union City's available residentially-zoned land, calculates the buildout potential of this land, and reviews the adequacy of services to support future housing development.

### **Available 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)). Without adequate vacant land, Union City cannot demonstrate how it will accommodate its regional housing need allocation. The amount of land required to accommodate future housing needs depends on its physical characteristics, zoning, availability of public facilities and services, and environmental conditions.

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;
- Residentially zoned, underutilized sites that are capable of being developed at a higher density; and
- Vacant or underutilized sites zoned for nonresidential use that can be rezoned for, and as necessary, redeveloped for, residential use.

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 set-back 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 5-year housing element timeframe. Sites listed in the adopted Housing Element land inventory may not be downzoned to lower density residential uses or rezoned to non-residential uses, unless the City upzones/rezones 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 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***

In January 2009, Union City’s Community and Economic Development Department, prepared an inventory of vacant and underutilized sites.

The data was compiled by City staff and their Consultants and mapped using a Geographic Information System (GIS). The following criteria were used to map vacant residential sites:

- **Location:** All parcels within city limits where 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. The effective date of the vacancy status for each site is January 31, 2009.
- **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 9-36):
  - 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 29 du/acre) (R 17-29)
  - Residential (29 to 60 du/acre) (R 29-60)
  - Station Mixed Use (CSMU)
  - 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 9-36):
  - RS 6000 Single-Family Residential District

- RS 4500 Single-Family Residential District
  - R 5000 Decoto Residential District
  - 511 Area District
  - RM 3500 Multi-Family Residential District
  - RM 2500 Multi-Family Residential District
  - RM 1500 Multi-Family 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 multi-family 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.

### Land Use Category and Affordability

Table 9-36 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, CR, R17-29, and R29-60 land use designations have the same zoning district, RM 1500.

For R 3-6 and R 6-10 designations, which correspond with all 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, CR, R10-17, and R17-29 land use designations are most likely to accommodate these households. The CR designations include 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 9 to 29 units per acre. The R10-17 and R17-29 land use designations are consistent with the RM 1500 zoning district which has 1,500 to 5,000 square foot site

area allowing up a range of 9 to 29 units per acre. The R 29-60 designation and CSMU designation and their corresponding zoning districts (RM 1500 and CSMU, respectively), have density ranges (i.e., between 29 to 60 du/acre and 45 to 120 du/acre, respectively) that accommodate low-income households. In addition, lower income housing can be provided by housing types, such as manufactured or modular homes or secondary dwelling unit dwellings, which are allowed under single family land use designations and zoning districts.

**TABLE 9-36**  
**RESIDENTIAL LAND USE CATEGORIES AND**  
**ESTIMATED AFFORDABILITY LEVEL**

Union City  
2008

Land Use Designation		Zoning Districts		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	Multi-Family Residential	Moderate Income
		RM 2500	Multi-Family Residential	
R 17-29	Residential (17 to 29 du/acre)	RM 1500	Multi-Family Residential	
CR	Retail Commercial (9 to 29 du/acre)	CN	Neighborhood Commercial District	
		CC	Community Commercial	
		CS	Specialty Commercial	
			In the Old Alvarado and Mission Boulevard neighborhoods	
R 29-60	Residential (29 to 60 du/acre)	RM 1500	Multi-Family Residential	Extremely Low, Very Low, and Low Income
CSMU	Station Mixed Use- Commercial (45 to 80 du/acre)	CSMU	Station Mixed Use Commercial District	

*Source: Union City General Plan and Zoning Ordinance; and Mintier Harnish, 2009.*

### ***Inventory of Sites Available for Higher-Density Residential Development***

The 2002 Housing Element’s land inventory identified 140 vacant residentially-designated parcels (covering 125.8 acres) and 48 parcels (covering 70.8 acres) that were considered underutilized. This inventory has been updated (January 2009) to account for vacant lots that have been developed over the past 8 years. It identifies 25 parcels (covering 35.3 acres) that are vacant or underutilized. Many of these parcels are clustered together, which allows for greater development or redevelopment potential. Table 9-37 summarizes the location, size, and number of parcels and the estimated number of potential housing

units that may be accommodated on each site during the 2007 to 2014 Housing Element period. Figures 9-4 to 9-10 show the location and boundaries of the sites referred to in Table 9-37.

While Union City's supply of vacant land has dwindled, there is still a sufficient supply of land to accommodate a variety of housing types and meet the City's RHNA. Table 9-37 shows that there is a total of 12.2 acres of land that could accommodate an estimated 885 affordable units (moderate-income households and below). The areas with the largest potential for these units is the PG&E-owned site located in the Station District (Site V-1). Blocks 2 & 3 comprise a 6-acre vacant site that is available for high-density housing. The CSMU zoning district allows up to 120 units/acre. However, the City is in the process (May 2009) of amending its General Plan and Zoning Ordinance to increase the allowable maximum density to 135 units/acre. The site is located within Union City's ABAG Priority Development Area (PDA) and will be eligible for capital infrastructure funds, planning grants, and technical assistance, which will remove impediments to the development of the site. The estimated development potential for this site is 720 high-density dwelling units.

Table 9-37 lists underutilized parcels that have potential for redevelopment to a more intensive residential use. Combined, these sites total 7.1 acres and have an estimated development potential of 110 units that could likely accommodate moderate- and above moderate-income units.

**TABLE 9-37**  
**VACANT AND UNDERUTILIZED LAND PLANNED FOR RESIDENTIAL DEVELOPMENT**  
**Union City**  
**January 31, 2009**

APN	Map Ref.	Site Name	General Plan	Zoning	Potential Income Group	Parcels	Acres	Potential Units		Expected Units <sup>3</sup>	Description/Constraints
								Low <sup>1</sup>	High <sup>2</sup>		
<b>Vacant Land</b>											
87-19-4-2	V-1	PG&E Block 2 & 3	CSMU	CSMU	Extremely Low, Very Low, and Low	1	6.0	270	720	720	This site is located in the Station District on Block 2 & 3 of the PG&E site, adjacent to the BART Intermodal Facility, which the zoning district (CSMU) permits 120 units per acre. The City is in the process of amending the Zoning Ordinance and General Plan to 135 units per acre which could potentially allow up to 810 units. Based on this increased density, the expected density is assumed to be 100 percent of the current zoning district (120 units/acre). See Figure 9-4
482-53-4	V-2	Turk Island	R3-6	511	Above Moderate	1	6.2	19	37	30	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. See Figure 9-5
87-11-17-7, 87-11-16-3, 87-11-15-15, 87-11-17-6, 87-11-15-14.	V-3	Cal Trans	R3-6	RS6000	Above Moderate	8	13.9	42	83	67	All 5 parcels are 27.5 acres (outlined in purple), but the portion of the site designated R 3-6 is only 13.9 acres (outlined in yellow). The site is vacant and has few development constraints. See Figure 9-6.
483-10-26-5, 483-10-26-9, 483-10-26-5.	V-4	Union City Blvd, South	CR	CS	Moderate	3	2.1	19	61	49	Located in the Old Alvarado neighborhood. See Figure 9-7.
<b><i>SUBTOTAL VACANT LAND</i></b>						<b><i>13</i></b>	<b><i>28.2</i></b>	<b><i>350</i></b>	<b><i>901</i></b>	<b><i>866</i></b>	
<b>Underutilized Land</b>											

**TABLE 9-37  
VACANT AND UNDERUTILIZED LAND PLANNED FOR RESIDENTIAL DEVELOPMENT  
Union City  
January 31, 2009**

APN	Map Ref.	Site Name	General Plan	Zoning	Potential Income Group	Parcels	Acres	Potential Units		Expected Units <sup>3</sup>	Description/Constraints
								Low <sup>1</sup>	High <sup>2</sup>		
486-3-29, 486-3-30, 486-3-28, 486-3-35, 486-3-34-3, 486-3-34-4.	U-1	Mission Blvd.	CR	CC	Moderate	6	1.7	12	49.3	30	A 0.40 acre portion of the site adjacent to E Street requires a GP amendment from PI to CR and a Zoning amendment from PI to CC. The 30 expected units (80 percent of 1.3 acres with 29 units/acre) is calculated from the part of the site that does not require a GP amendment. The maximum density is calculated for the entire 1.7 acre parcel at 29 units/acre. See Figure 9-9.
486-18-70	U-2	Cement Plant	R6-10	R5000	Above Moderate	1	3.0	18	30	24	This site is currently (2008) occupied by industrial land use. See Figure 9-9
486-18-36, 486-18-71, 486-18-61, 486-18-69, 486-18-82.	U-3	Whipple Road	CR	CN	Moderate	5	2.4	22	70	56	This site is currently (2008) occupied by industrial land use. See Figure 9-10. The assumed density range is 9 to 29 units per acre. The City will amend the zoning code to allow for mixed-use development in this district. .
<b>SUBTOTAL UNDERUTILIZED LAND</b>						<b>12</b>	<b>7.1</b>	<b>52</b>	<b>149</b>	<b>110</b>	
<b>TOTAL</b>						<b>25</b>	<b>35.3</b>	<b>402</b>	<b>1,050</b>	<b>976</b>	
<b>TOTAL ABOVE MODERATE</b>						<b>10</b>	<b>23.1</b>	<b>79</b>	<b>150</b>	<b>121</b>	
<b>TOTAL MODERATE</b>						<b>14</b>	<b>6.2</b>	<b>53</b>	<b>180</b>	<b>135</b>	
<b>TOTAL EXTREMELY LOW, VERY LOW, AND LOW</b>						<b>1</b>	<b>6.0</b>	<b>270</b>	<b>720</b>	<b>720</b>	

<sup>1</sup>Represents the minimum number of units allowed for the specified land use designation.

<sup>2</sup>Represents the maximum number of units allowed for the specified land use designation.

<sup>3</sup>Expected units are calculated as 80 percent of the upper range for the GP designation, unless otherwise noted. This accounts for a realistic unit capacity based on requirements for infrastructure improvements and densities achieved in past projects.

<sup>4</sup>Assumes no rezoning, with total parcel size of 1.3 acres at 9 units per acre.

<sup>5</sup>Assumes rezoning, with total parcel size of 1.7 acres, at 29 units per acre.

Source: Union City Community Development Department; Mintier Harnish, January 2009.

Figure 9-4  
PG&E BLOCK 2 & 3 (V-1)  
Union City  
January 2009

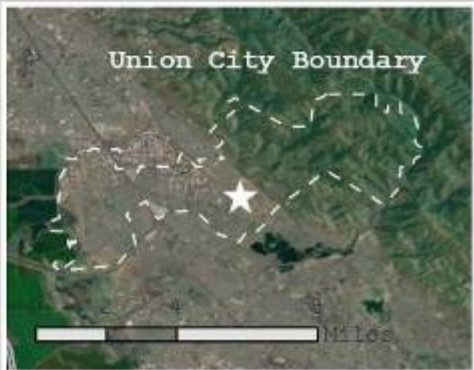


PG&E, Block 2

SITE: V-1  
APN: 87-19-4-2  
ACRES: 6.0  
GPU: CSMU  
ZONING: CSMU

EXPECTED UNITS: 720

POTENTIAL INCOME GROUP: EXTREMELY LOW,  
VERY LOW, AND LOW



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FIGURE 9-5  
TURK ISLAND (V-2)  
Union City  
January 2009



### Turk Island

SITE: V-2  
APN: 482-53-4  
ACRES: 6.2  
GPU: R3-6  
ZONING: 511

EXPECTED UNITS: 30

POTENTIAL INCOME GROUP: ABOVE MODERATE



FIGURE 9-6  
CAL TRANS (V-3)  
Union City  
January 2009



Cal Trans

SITE: V-3  
APN: 87-11-17-7, 87-11-16-3, 87-11-15-15,  
87-11-17-6, 87-11-15-14.  
ACRES: 13.9  
GPU: R 3-6  
ZONING: RS6000

EXPECTED UNITS: 67

POTENTIAL INCOME GROUP: ABOVE MODERATE

# Union City Housing Element Background Report

**FIGURE 9-7  
UNION CITY BLVD., SOUTH (V-4)  
Union City  
January 2009**



## Union City Blvd., South

**SITE: V-4**  
**APN: 483-10-26-5, 483-10-26-9, 483-10-26-5**  
**ACRES: 2.1**  
**GPU: CR**  
**ZONING: CS**

**EXPECTED UNITS: 49**

**POTENTIAL INCOME GROUP: MODERATE**



**FIGURE 9-8**  
**MISSION BOULEVARD (U-1)**  
**Union City**  
**January 2009**



**Mission Boulevard**

**SITE: U-1**

**APN: 486-3-29, 486-3-30, 486-3-28,  
486-3-35, 486-3-34-3, 486-34-4**

**ACRES: 1.7**

**GPU: CR**

**ZONING: CC**

**EXPECTED UNITS: 30**

**POTENTIAL INCOME GROUP: MODERATE**



**FIGURE 9-9**  
**CEMENT PLANT (U-2)**  
**Union City**  
**January 2009**



**Cement Plant**

**SITE: U-2**  
**APN: 486-18-70**  
**ACRES: 3**  
**GPU: R6-10**  
**ZONING: R5000**

**EXPECTED UNITS: 24**

**POTENTIAL INCOME GROUP: ABOVE MODERATE**



FIGURE 9-10  
WHIPPLE ROAD (U-3)  
Union City  
January 2009



**Whipple Road**

**SITE: U-3**

**APN: 486-18-63, 486-18-71, 486-18-61,  
486-18-69, 486-18-62**

**ACRES: 2.4**

**GPU: CR**

**ZONING: CN**

**EXPECTED UNITS: 56**

**POTENTIAL INCOME GROUP: MODERATE**



**Total Residential Holding Capacity vs. Projected Needs by Income Group**

Table 9-38 provides a summary of Union City’s theoretical residential holding capacity compared to its RHNA. Union City’s total residential capacity (2,038 units) exceeds its RHNA (1,944 units) by 149 units. Union City has a capacity to accommodate 961 units for extremely low-, very low-, and low-income households and 566 units for moderate-income which exceeds the RHNA for these income categories. Additionally, Union City has sufficient capacity to accommodate its RHNA for above moderate-income households.

In addition to the capacity shown in Table 9-38, the City’s Affordable Housing Ordinance may potentially provide an additional 96 affordable dwelling units based on the requirement that 15 percent of new dwelling units (assumed only for above-moderate holding capacity) be affordable to moderate- and low-income households.

<b>TABLE 9-38 RESIDENTIAL HOLDING CAPACITY COMPARED TO RHNA BY INCOME</b>						
<b>Union City January 1, 2007 to June 30, 2014</b>						
<b>Income Category</b>	<b>RHNA<sup>1</sup></b>	<b>Approved, Built, and Under Construction<sup>2</sup></b>	<b>Vacant Land Inventory<sup>3</sup></b>	<b>Residential Holding Capacity<sup>4</sup></b>	<b>Surplus Capacity</b>	<b>Remaining Units Needed</b>
Extremely Low, Very Low, and Low	952	241	720	<b>961</b>	9	0
Moderate	380	431	135	<b>566</b>	186	0
Above Moderate	612	517	121	<b>638</b>	26	0
<b>TOTAL</b>	<b>1,944</b>	<b>1,189</b>	<b>904</b>	<b>2,038</b>	<b>149</b>	<b>0</b>

<sup>1</sup> The figures for the RHNA allocation are from Table 9-35.

<sup>2</sup> The figures for approved, built, and under construction are from Table 9-35

<sup>3</sup> The figures for holding capacity are from Table 9-37, “Expected Units.”

<sup>4</sup> Residential holding capacity is equal to the number of units in the column for approved, built, and under construction units plus vacant land inventory units.

Source: Union City Community Development Department and Mintier Harnish, 2009.

## 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., 2009 to 2014). The following paragraphs summarize the current (December 2008) 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 has a total area of 103 square miles. Over the 1994-2004 period ACWD met in-district water demands from the following sources:

- The State Water Project (27 percent);
- San Francisco Regional supplies (19 percent); and
- Local supplies (i.e., Del Valle Reservoir and groundwater recharge from local runoff and infiltration of rainfall and applied water) (54 percent).

Long-range water planning for the ACWD service area is provided in the district's Integrated Resources Plan (IRP), which was adopted December 15, 2005. Based on the IRP, ACWD has capacity to meet full buildout of the Union City General Plan. 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 777 miles of sanitary sewers and 9.9 square miles within Union City. District-wide, 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 is approximately \$250 for 2008, which is the fourth lowest out of 27 Bay Area agencies and communities.

USD operates the Alvarado Wastewater Treatment Plant, which is located within Union City city limits, just west of Union City Boulevard, south of its intersection with Alvarado Boulevard. No new projects are identified in USD's 5-year Capital Improvement Program, but the district expects to plan for future projects in the next 20 years as the city approaches buildout. Based on the General Plan Environmental Impact Report (EIR), USD has capacity to meet full buildout of the Union City General Plan.

## **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 Housing and Financing Programs***

The Union City Economic and Community Development Department, Union City Redevelopment Agency, and Alameda County Housing Authority are the three major agencies responsible for local housing programs. This section describes the roles of each the Redevelopment Agency and Housing Authority and the funding and programs they administer.

#### **Union City Redevelopment Agency**

The Union City Redevelopment Agency is the primary source of housing funds for the City's housing programs. California Redevelopment Law requires redevelopment agencies to set aside at least 20 percent of all tax increment revenues in a housing fund to be used for affordable housing. The housing part of the 2004 Implementation Plan is required to set forth specific goals and objectives for a ten-year planning period (FY04/05 to FY13/14), outline specific programs planned for the five-year implementation period (FY 04/05 through FY08/09), and explain how the stated goals, objectives, projects, and expenditures will produce affordable units to meet its obligations and project housing production over the life of the plan.

According to the 2004 Redevelopment Agency's Implementation Plan, approximately \$16.8 million in housing set-aside funds will be available to support affordable housing through FY 2008/2009. These funds will be used to provide 97 units of senior housing, 10 substantially rehabilitated units, 24 units in the affordable homeownership program, and 88 new units of affordable housing.

According to State Redevelopment Law, 20 percent of the tax increment funds generated from development in the Project Area must be used to support low and moderate income housing. The funds can be used independently by the Agency or in conjunction with profit-motivated and nonprofit developers, as well as other public agencies, such as the Alameda County Housing Authority. According to State law, the 20 percent set-aside funds may be used for the following purposes:

- Land acquisition,
- Existing housing acquisition,
- Housing rehabilitation,
- Short and long-term development financing,
- Rent subsidies,

- Homeownership assistance,
- Financial leverage techniques such as interest rate buy-downs,
- Planning and construction of low and moderate income housing,
- Payment of predevelopment costs, and
- Payment of operating expenses for nonprofit corporations.

Between FY 00/01 and FY 07/08, the Agency used housing set-aside funds for the following major projects:

- Senior Affordable Housing—Removed blight and crime ridden structures on Alvarado-Niles Road and built 44 units of affordable housing for seniors; facilitated development of an additional 135 units of senior housing, including 95 assisted living units and 68 affordable units.
- E Street Affordable Housing—Removed blighted businesses on E Street and built four units of very-low income rental housing and 8 units of deed restricted moderate-income owner-occupied housing.
- Alvarado-Niles Road Owner Occupied Affordable Housing—The Agency required the construction of 24 units of deed-restricted, moderate-income, owner-occupied housing on Alvarado-Niles Road.
- Alvarado/Dyer Affordable Housing—The Agency required the construction of three units of low-income and three units of moderate income housing in the Alvarado/Dyer area.
- Mobilehome Park Purchase—To stabilize rents and maintain affordable housing for 545 spaces, the Agency contributed \$2.6 million towards the purchase of the Tropics Mobilehome Park by a nonprofit corporation. Under the terms of a Regulatory Agreement with the new park owner, ongoing rental assistance is provided for 110 households.
- Scattered Site Decoto Affordable Housing—The Agency purchased five lots with blighted buildings, removed the buildings, and constructed five affordable houses which were sold to qualifying owners. The Agency will continue to pursue sites for owner-occupied affordable housing.
- Mission Gateway—The Agency assembled parcels and provided additional funding to further the development of 120 units of affordable apartments on Mission Boulevard. Mid-Peninsula Housing Corporation developed and now manages Mission Gateway. Under the terms of the Regulatory Agreement it will provide affordable rental housing for a minimum of 55 years.
- KB Homes (formerly PSSC site)—The Agency has required KB Home to sell 10 units to qualifying moderate income households at affordable housing cost without any Agency financial assistance, and to participate in a programs whereby an additional 20 units were sold to qualifying moderate income households at affordable housing cost, with the Agency providing assistance to the homebuyers to make up the difference between the market value and the affordable sales price of such units.

## Union City Housing Element Background Report

- Seventh Street—The Agency assembled eight lots on 7<sup>th</sup> Street to construct 8 moderate priced homes.
- Mission Mixed Use—The Agency acquired a property to develop housing in combination with commercial uses on the block fronting Mission Blvd. between D Street., 2nd Street., and E Street.

Table 9-39 shows the Redevelopment Agency’s projected revenues for the Low and Moderate Income Housing Fund.

<b>TABLE 9-39 PROJECTED REDEVELOPMENT AGENCY SET-ASIDE FUNDS</b>		
<b>Union City 2003 to 2009</b>		
<b>Fiscal Year</b>	<b>Annual</b>	<b>Cumulative</b>
2003/04	5,000,000	--
2004/05	6,260,000	11,260,000
2005/06	1,520,000	12,780,000
2006/07	6,420,000	19,200,000
2007/08	1,760,000	20,096,000
2008/09	2,120,000	21,120,000

*Source: Union City Redevelopment Agency, June 2004.*

The Redevelopment Agency has an annual commitment in FY 2007/08 and FY 2008/09 for \$250,000 per year to ongoing rehabilitation loans provided to qualifying individuals to maintain and improve the supply of affordable housing stock in the City. From FY 2004/05 to FY 2006/07, the Redevelopment Agency contributed funds to the following programs:

- \$5,500,000 in FY 04/05 for agency loan and continuing relocation expenses required to complete the execution of the amended DDLA and closing with Mid-Peninsula Housing to construct Mission Gateway (a 120 unit, affordable housing development).
- \$750,000 over FY 04/05 to FY 06/07 for ongoing rehabilitation loans provided to qualifying individuals to maintain and improve the supply of affordable housing stock in the City.
- \$1,250,000 over FY 04/05 to FY 06/07 for down payment assistance program to provide corpus funding to Home Ventures to screen, qualify, and train approximately 3 to 5 qualifying first time homebuyers annually, and provide them with 5 year interest only loans.
- \$12,000,000 over FY 04/05 to FY 06/07 to meet the Agency’s OPA obligations to PSSC by funding the difference between market and affordable prices of 20 townhomes in the KB Home development.

### 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 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. It operates four public housing complexes in Union City, with a total of 194 units.

HACA directs much of its effort toward providing affordable housing in Union City. The Housing Authority currently (2009) owns and operates 198 units of conventional public housing for very low-income families in Union City. This represents 80 percent of units owned and operated by the Housing Authority countywide. Table 9-40 provides a breakdown of these units in Union City.

<b>TABLE 9-40 HACA AFFORDABLE UNITS Union City 2009</b>	
<b>Location</b>	<b>Number of Units</b>
2000-2052 Nidus Court (Elderly Housing)	50
4131-4183 Dyer Street (Elderly Housing)	50
4125 Dyer Street (Elderly Housing)	42
406-8 E Street	2
33524-34 Third Street	4
Scattered Site Housing	28
Scattered Condominiums	22
<b>TOTAL</b>	<b>198</b>

*Source: Union City Community Development Department, January 2009.*

Under Article 34 referendum authority, HACA can construct an additional six units of affordable housing in Union City. They also plan to work with nonprofit developers to provide additional units of affordable housing that are not restricted by Article 34. Union City views these plans as an opportunity to continue its ongoing cooperation with the Housing Authority to provide affordable housing.

Currently (December 2008), HACA manages four houses owned by Union City in the Decoto Area. The Housing Authority also owns some vacant land in the Decoto area, which it plans to develop as low- to moderate- income housing.

**Section 8 Program**

In addition to providing affordable housing, HACA administers the HUD Section 8 program. As shown in Table 9-41 there is a total 1,781 units that receive vouchers provided by the housing authority with about 60 percent for very low income households.

<b>TABLE 9-41 HOUSING AUTHORITY ASSISTED HOUSING</b>			
<b>Union City 2008</b>			
<b>Units and Tenure</b>			
<b>Total Units</b>	<b>Owner</b>	<b>Rental</b>	<b>Housing Authority Vouchers</b>
1,781	145	925	713
<b>Units and Income Level</b>			
<b>Extremely Low</b>	<b>Very Low</b>	<b>Low</b>	<b>Moderate</b>
184	1,063	397	137

*Source: Union City Community Development Department, January 2009.*

**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. At present, the Redevelopment Agency is the primary source of local funds along with CDBG funds. However, the City recently (2001) 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. This program is more comprehensive than the inclusionary program that was already being applied to projects located in the Union City Community Redevelopment Project Area.

Union City operates a number of housing programs. These programs as well as those administered by the State and other local agencies are summarized in Table 9-42 and include repair/rehabilitation loans for owner-occupied, single-family and mobilehomes, and rehabilitation loans for rental housing. Most of these programs are funded with Community Development Block Grant (CDBG) and redevelopment 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.

<b>TABLE 9-42</b>		
<b>SUMMARY OF AFFORDABLE HOUSING FUNDING PROGRAMS</b>		
<b>Union City</b>		
<b>2008</b>		
<b>Program</b>	<b>Description</b>	<b>Administered By</b>
<b>First-Time Homebuyers</b>		
Mortgage Credit Certificate Program (MCC)	Homebuyers can apply a portion of mortgage interest paid as a credit against their income tax obligations. The program primarily targets first-time homebuyers. The California Debt Limit Allocation Committee (CDLAC) is responsible for allocating authority for the mortgage credit certificate and mortgage revenue bonds subject to the annual volume cap for the state. The Alameda County Housing and Community and Economic Development Department administers this program in the county.	Alameda County
Housing Enabled by Local Partnerships (HELP) Program	California Housing Finance Agency (CHFA) sponsored program that provides low cost loans to cities for an array of housing activities, including down payment assistance.	State
School Facility Fee Down Payment Assistance Program	CHFA program that provides full or partial rebate of the school facility fee paid by the builder. The buyer can use this rebate to cover part of the down payment.	State
Low and No Down Payment Program	California Housing Loan Insurance Fund (CAHLIF) sponsored program that provides several loan options, including 100% loans, requiring no down payment.	State
Lease-Purchase Program (Operated by an existing agency or the creation of a new one with other cities in area)	The program assists potential homebuyers who lack down payment savings or an acceptable credit history to become homeowners. Lease-purchasers lease homes for a three-year period, while they gradually save for the down payment and closing costs. The East Bay Delta Housing Finance Agency operates a program in the Bay Area.	East Bay Delta Housing Finance Agency
Union City Down Payment Program	This program provides silent seconds (owed to participating lenders) for first time homebuyers. Payments on the seconds begin after 5 years, for a 25 year term.	Union City
<b>Funding Sources for New Construction</b>		
HOME Investment Partnerships	This Federally funded and regulated program provides flexible funding for affordable housing programs for low-income households (up to 80 percent of area median income). Union City is a member of the Alameda County Home Consortium.	Union City
Community Development Block Grant Program (CDBG)	Union City is an entitlement jurisdiction for CDBG and receives its own allocation of funds annually (approximately \$660,000). Funds are used for housing rehabilitation, code enforcement, acquisition, fair housing, code enforcement and public services.	Union City
Low-Income Housing Tax Credits	Federal and state income tax credits provide a source of equity for low-income rental projects. The California Tax Credit Allocation Committee (TCAC) coordinates the award of these credits.	State
HELP Program	California Housing Finance Agency (CHFA) sponsored program that provides low cost loans to cities for an array of housing activities, as long as they support affordable housing.	State
State of California's Multi-family Housing Program (MHP)	A new state program that provides deferred payment loans for up to 55 years, with only a nominal fee charged annually. Eligible activities include new construction and rehabilitation of permanent and	State

**TABLE 9-42  
SUMMARY OF AFFORDABLE HOUSING FUNDING PROGRAMS  
Union City  
2008**

<b>Program</b>	<b>Description</b>	<b>Administered By</b>
	transitional rental housing for low-income households.	
Union City Redevelopment Agency Funds	The Agency is expected to average approximately \$1.2 million per year in housing set-aside funds to assist in affordable housing development and other housing-related activities.	Union City
Mortgage Revenue Bonds	The sale of tax-exempt bonds provides permanent financing at slightly below market interest rates for both single-family and multi-family housing. The California Debt Limit Allocation Committee (CDLAC) is responsible for allocating authority for the mortgage credit certificate and mortgage revenue bonds subject to the annual volume cap for the state. Some of the rental projects, such as Mission Sierra and Greenhaven, were financed with bonds, which require that at least 20% of the units be affordable to low-income households.	Union City
<b>Special Needs Groups</b>		
New Construction - Section 202 and Section 811	The HUD 202 Program provides grant funds to develop senior housing. The HUD Section 811 Program provides grant funds to develop housing for persons with disabilities. Section 202 funding was used for Rosewood Terrace and Wisteria Place.	State
CDBG	Seniors with mobility problems can remain in their own homes longer, if it is possible to improve accessibility. CDBG funds can be used for this purpose.	Union City
<b>Homeless Individuals and Families</b>		
Emergency Shelter	Alameda County's Community Development Department coordinates programs and disperses funds for emergency shelters. Funds are available from the Federal government (FESG and CDBG) and from the state (EHAP). The EveryOne HOME program provides detailed information on funding resources.	Alameda County, EveryOne Home Program
Transitional Shelter	Financing sources include Federal programs, such as HOPWA, HOME, CDBG, Section 8, and the State of California's EHAP Program.	State, Alameda County, and City
<b>Mobilehome Park Residents/Manufactured Housing</b>		
Mobilehome Park Resident Ownership Program	This program, administered by the Department of Housing and Community Development (HCD), provides loans to resident organizations, local public agencies and nonprofit organizations to convert mobilehome parks from private ownership	State
CalHome Program, Manufactured Housing Rehab/Replacement	This program, administered by HCD, provides funding for rehabilitation or replacement of substandard owner-occupied manufactured housing units. A city can use the funds to make loans to low and very low-income households.	State
Mobilehome Park Tenant Acquisition Program	CHFA administers this program that provides tax-exempt bond financing for tenant acquisition of mobilehome parks, in conjunction with the State Mobilehome Park Resident Ownership Program and/or local government funding	State

*Source: Mintier Harnish, 2009.*

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 project. 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 HELP, to which the City would apply directly. Finally, there are a few programs, such as the MCC Program or the Lease Purchase Program, to which individual households apply directly.

## **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 multi-family rental housing projects within the local jurisdiction that are at risk of conversion to uses other than low-income residential during the current planning period (January 1, 2007, through June 30, 2014) and the subsequent five years (July 1, 2014, through June 30, 2019).

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 redevelopment agency, and 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.

Of the housing complexes in Union City that receive government assistance, as shown in Table 9-43, none are considered "at risk." Units are considered "at-risk" if they will be eligible for termination of a rent subsidy contract, mortgage prepayment, or expiring use restrictions within the next ten-years. There are no affordable units in Union City at risk of conversion to market-rate uses during the current and subsequent planning periods.

**TABLE 9-43**  
**SUBSIDIZED AND RESTRICTED AFFORDABLE HOUSING PROJECTS**

Union City  
2008

Name of Development	Year Built	Sponsor	Total Units	Address	Affordable Units	Target Group(s)	Funding Source(s)	Expiration Date	Comments
<b>Approved Projects</b>									
PG&E, Block 4  Mid Pen	N/A	City	157	Station District	155	Very Low Income	City	To Be Determined	This project was approved February 2009. This site will develop between 2009-2014.
<b>SUBTOTAL</b>			<b>157</b>		<b>155</b>				
<b>Family Rental Housing</b>									
Greenhaven	1983	Equity Residential Properties	250	31770 Alvarado Blvd	50	Lower-Income Families	Bond financing	2027	There are two wheelchair accessible units. The facilities have a pool, spa, and covered parking.
Los Robles	1972 -- Preserved in 1996	Ecumenical Housing Assoc. 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.	Consists of 2, 3, 4, and 5 bedroom apartments with a community room. Most popular are 2- and 3-bedroom apartments.
Mission Gateway Apartments	2004	Mid Peninsula	120	33155 Mission Blvd.	120	Very Low and Low-Income Families	CalHFA, private funding, Redevelopment Funds	2059	120 units built through a public-private partnership. Amenities include common area, community hall, pool and other recreation areas.

# Union City

## Housing Element Background Report

**TABLE 9-43  
SUBSIDIZED AND RESTRICTED AFFORDABLE HOUSING PROJECTS**

Union City  
2008

Name of Development	Year Built	Sponsor	Total Units	Address	Affordable Units	Target Group(s)	Funding Source(s)	Expiration Date	Comments
Mission Sierra	1986	Legacy Partners	150	3464 Mission Blvd.	31	Lower-Income Families	Bond financing	2029	Includes a pool, jacuzzi, and two wheelchair accessible apartments. Always occupied.
Skylark Apts.	1986	Equity Residential Properties	176	34655 Skylark Dr.	35	Lower-Income Families	Bond financing	2029	Includes a pool, hot tub, and covered parking.
E Street Housing	1992-1997	Housing Authority	4	scattered sites in Decoto	4	Very Low Income Families	RDA	Renewed continually	Consists of large SF, 4-bedroom homes managed by Housing Authority.
<b>SUBTOTAL</b>			<b>840</b>		<b>380</b>				
<b>Senior Rental Housing</b>									
Alma Via of Union City	2005	Elder Care Alliance	28	33883 Alvarado-Niles Road	28	Very low-, Low-, and Moderate Income Seniors	Construction Financing	2035	Includes assisted living and Alzheimer's care.
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	All are wheelchair accessible. Includes a community room.
Vintage Court Senior Apts.	1998	USA Multi-family, Inc.	125	2499 Decoto	125	Lower-Income Seniors	Low Income Housing Tax Credits	2053	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	One-bedroom apartments
<b>SUBTOTAL</b>			<b>238</b>		<b>237</b>				

**TABLE 9-43**  
**SUBSIDIZED AND RESTRICTED AFFORDABLE HOUSING PROJECTS**

Union City  
2008

Name of Development	Year Built	Sponsor	Total Units	Address	Affordable Units	Target Group(s)	Funding Source(s)	Expiration Date	Comments
<b>Restricted Ownership Housing</b>									
Ryland Glen	2001	Private developers	6	Glenwood Terrace	6	3 Low, 3 Moderate	Developer Write Down	In perpetuity, renewed upon resale	Resale restrictions require sale to other moderate income families.
E Street Housing	1992-1997	Redevelopment Agency	8	Scattered sites in Decoto	8	Moderate	RDA	In perpetuity, renewed upon resale	Resale restrictions require sale to other moderate income families.
Monte Vista	2001	Private developers	24	Monterra Circle	24	Moderate	Developer Write Down	In perpetuity, renewed upon resale	Resale restrictions require sale to other moderate income families.
<b>SUBTOTAL</b>			<b>38</b>		<b>38</b>				
<b>TOTAL</b>			<b>1,351</b>		<b>824</b>				

Source: Union City, Community Development Department, 2008.

## 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. 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 many times they 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).

All new buildings in California must meet the standards contained in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings). These regulations were established in 1978 and most recently updated in 1998 (effective date of July 1, 1999). 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 California Subdivision Map Act (Government Code Sections 66473-66498) allows local governments to provide for solar access as follows:

*66475.3. For divisions of land for which a tentative map is required pursuant to Section 66426, the legislative body of a city or county may by ordinance require, as a condition of the approval of a tentative map, the dedication of easements for the purpose of assuring that each parcel or unit in the subdivision for which approval is sought shall have the right to receive sunlight across adjacent parcels or units in the subdivision for which approval is sought for any solar energy system, provided that such ordinance contains all of the following:*

- (1) Specifies the standards for determining the exact dimensions and locations of such easements.*
- (2) Specifies any restrictions on vegetation, buildings and other objects which would obstruct the passage of sunlight through the easement.*
- (3) Specifies the terms or conditions, if any, under which an easement may be revised or terminated.*
- (4) Specifies that in establishing such easements consideration shall be given to feasibility, contour, configuration of the parcel to be divided, and cost, and that such easements shall not result in reducing allowable densities or the percentage of a lot which may be occupied by a building or a structure under applicable planning and zoning in force at the time such tentative map is filed.*
- (5) Specifies that the ordinance is not applicable to condominium projects which consist of the subdivision of airspace in an existing building where no new structures are added.*

In 2007, Union City re-adopted the California Building Code which is based on the 2006 International Building Codes and is consistent with Title 24 requirements. 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 chapter establishes a requirement to submit documentation of the green building and landscaping practices used in civic and public-private partnership projects. The green building and landscaping practices referenced in this chapter are designed to reduce landfill waste, conserve natural resources, increase energy efficiency, lower costs associated with operations and maintenance, improve indoor environmental quality, and minimize impacts on the natural environment (Ord. 665-06). Any city-sponsored project, city/public agency partnership, and/or public-private partnership must incorporate green building measures from the Leadership in Energy and Environmental Design (LEED) Rating System, the Alameda County Residential Green Building Guidelines, or a city-approved equivalent.

## SECTION 9.5 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 or no influence upon 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. Part of the housing element’s purpose 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 to protect 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. See Appendix A 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***

General Plan land use designations and zoning usually create the most significant housing constraints in a city or county. All land use in Union City, including residential development, is regulated by the Union City General Plan and the City’s Zoning Ordinance. These policies, together with existing zoning regulations, establish the amount and distribution of land allocated for different uses.

### General Plan

General Plan land use designations and zoning usually create the most significant housing constraints in a city or county. 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 six 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, mobilehome 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 multi-family 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 29 Dwelling Units per Acre (R 17-29):* The purpose of this designation is to allow for multi-family housing at densities greater than other residential designations. The lot size or site area per dwelling unit for this designation is as small as 1,500 square feet.
- *Residential - 29 to 60 Dwelling Units per Acre (R29-60):* This designation is intended to allow high-rise, high density housing in areas near mass transit stations to promote transit-oriented development. The lot size or site area per dwelling unit for this designation is as small as 544 square feet.
- *Station Mixed Use-Commercial (CSMU) – 45 to 80 Dwelling Units per Acre:* The designation is primarily commercial in nature and is intended to promote retail and office opportunities. High density residential land use between 45 and 80 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 544 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 either neighborhood, community, or sub-regional/regional markets.

The General Plan Land Use Element outlines City policy pertaining to the distribution of various land uses within the city in the Land Use Diagram. As described in the vacant land survey in Section 9.4, there is currently (January 2009) enough land set aside under the General Plan to meet the immediate housing needs within Union City.

## Zoning

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 (R-5000, 511Area, and CSMU) and 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 multi-family 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 a limited mixture of single-family and two-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 forty-five (45) units per acre is required and a maximum of eighty (80) units per acre is permitted, except for parcels immediately adjacent to the BART (Bay Area Rapid Transit) Intermodal Facility where densities up to one hundred twenty (120) units per acre are allowed. The minimum site area per dwelling unit is five hundred forty-four square (544) feet. Development must comply with the design criteria in Section 18.398.150 of the Municipal Code.

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 this 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 CN, CC, and CS districts. The CN, Neighborhood Commercial district provides for limited retail and convenience goods and services with minimal associated impacts, to meet the day to day needs of residential neighborhoods. The CC, Community Commercial districts 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. Table 9-44 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.

**TABLE 9-44  
SUMMARY OF MINIMUM DEVELOPMENT STANDARDS  
FOR ZONES THAT ALLOW FOR RESIDENTIAL DEVELOPMENT**

Union City  
2008

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.)
							Street Side (ft.)	Interior Side (ft.)	For 2-story Portion of Structures			
							RS-10000	Single-Family Residential	10,000			
RS- 8000	Single-Family Residential	8,000	70	80	100	25	15	-- <sup>5</sup>	10	20 <sup>2</sup>	50	30
RS-7000	Single-Family Residential	7,000	65	75	100	20	15	-- <sup>5</sup>	10	20 <sup>2</sup>	50	30
RS-6000	Single-Family Residential	6,000	60	70	100	20	15	-- <sup>5</sup>	10	20 <sup>2</sup>	50	30
RS-4500	Single-Family Residential	4,500	45	55	90	20	10	-- <sup>6</sup>	-- <sup>6</sup>	15 <sup>3</sup>	50	30
R-5000	Decoto Residential	5,000	--	--	--	20 <sup>1</sup>	10	5	--	10	--	--
RM- 3500	Multi-family Residential	3,500	70	80	100	20 <sup>1</sup>	10	-- <sup>5</sup>	10	20 <sup>24</sup>	40	30
RM- 2500	Multi-family Residential	2,000	60	70	100	20 <sup>1</sup>	10	-- <sup>5</sup>	10	20 <sup>24</sup>	40	30
RM- 1500	Multi-family Residential	1,500	60	70	100	20 <sup>1</sup>	10	-- <sup>5</sup>	10	20 <sup>24</sup>	40	75
CSMU	Station Mixed Use Commercial	20,000	--	--	200	15	15	--	--	--	--	100
511 <sup>7</sup>	511 Area District	6,000	60	--	100	15	15	5/15	--	20	--	30
CN	Neighborhood Commercial	5,000	--	--	--	20	10	1/3		10	--	30

**TABLE 9-44**  
**SUMMARY OF MINIMUM DEVELOPMENT STANDARDS**  
**FOR ZONES THAT ALLOW FOR RESIDENTIAL DEVELOPMENT**

Union City  
2008

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.)
							Street Side (ft.)	Interior Side (ft.)	For 2-story Portion of Structures			
							CC	Community Commercial	5,000			
CS	Specialty Commercial	5,000	--	--	--	--				--	40	

<sup>1</sup> May be reduced by five feet if all parking is located at rear of site.

<sup>2</sup> The rear yard may be reduced to 15 feet if there remains a portion of the rear or side yard which has an area of not less than fifteen feet.

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

<sup>4</sup> 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.

<sup>5</sup> 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 ten feet shall be required and a side yard of not less than five feet shall be permitted.

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

<sup>7</sup> 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.

<sup>8</sup>Source: Union City Zoning Ordinance, December 2008.

The Union City Zoning Ordinance enables the Zoning Administrator (Economic and Community Development Director) to evaluate and approve certain types of residential development through a process called Administrative Site Development Review. The objective of this review is to promote orderly, attractive, and harmonious development and the stability of property values by preventing to unsightly, undesirable, or obnoxious structures that are not in harmony with their surrounding environment. This process expedites the development process by relieving the Planning Commission and the City Council of project review responsibilities for certain types of development projects. The following types of residential development applications may be reviewed and approved through the Administrative Site Development Review process:

- One and two story single-family homes, manufactured homes, accessory structures, secondary dwelling units and when an second story additions are built in the RS6000 District, and second-story additions to single-family homes in the RS Districts, R-5000, 511, and Hillside Combining Districts.
- Minor modifications to existing or approved projects in the RM Districts.

The Zoning Ordinance, under section 18.32.020.c, allows multi-family residential development as a permitted use, and therefore, does not pose potential constraints from excessive conditions placed on the project. All other residential development projects are subject to Site Development Review by the Planning Commission and the City Council.

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 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.

### ***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 multi-family rental housing, factory-built housing, mobile homes, housing for agricultural employees, supportive housing, single-room occupancy units, 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).

## Multi-Family Housing

The Union City Municipal Code defines multi-family dwellings as a residence for two or more families living independently of each other and includes two-family houses, three-family houses, four-family houses, apartment houses, and apartment hotels, but does not include automobile courts, trailer parks and tourist camps. Multi-family units are permitted uses in all three 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 two 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 two. The RM districts do not present any potential constraint to the development of multi-family housing.

## Manufactured Housing and Mobilehomes

Manufactured home, mobilehome, and modular home are often referred to interchangeably, and can provide similar functions as affordable single-family housing. Union City recently (June 2008) updated its Municipal Code to define each of these housing types with the following differences:

- Manufactured homes and mobilehomes are: at a minimum 8 ft or more in width, or 40 ft or more in length and when erected on site at least 320 square feet; and designed to be used as a single-family dwelling with or without a foundation.
  - Manufactured homes must meet the standards established under the National Manufactured Housing Construction and Safety Act.
  - Mobilehomes must meet the State standards in effect at the time of construction.
- A modular home is a single-family dwelling consisting of sections that are built in a factory, transported to the building site on truck beds for final assembly, and placed on a permanent foundation.

The Municipal Code treats modular homes as a type of single family unit; using the term “modular” to differentiate between types of construction methods for one-family dwellings (i.e., “site built” or “modular” homes). As stated in Section 18.32.030: “*in RS and R districts, one-family dwellings, including site built or modular homes*” are permitted uses. This section of the Municipal Code elaborates on requirements for manufactured homes as described in the following paragraphs.

### Manufactured Home and Mobilehome Siting.

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 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 mobilehomes 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 mobilehomes.

#### **Mobilehome Parks.**

Section 69852.7 of the California Government Code specifies that mobilehome 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 mobilehome parks.

Where requirements for manufactured homes or mobilehomes are covered in Title 18 of the Municipal Code, mobilehome park requirements are detailed in Title 16 of the Municipal Code. Union City's Municipal Code allows mobilehome parks in any residential or agricultural districts with the granting of a use permit. The minimum site area for a mobilehome park development is twenty 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) amends 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.

California Health and Safety Code Section 50801(e) defines “emergency shelters” as:

*“housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.”*

In 2008, SB 2 added provisions to State Housing Element Law (Section 65583(a)(4)(A)) that require local governments to identify:

*“a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit. The identified zone or zones shall include sufficient capacity to accommodate the need for emergency shelter identified in paragraph (7), except that each local government shall identify a zone or zones that can accommodate at least one year-round emergency shelter. If the local government cannot identify a zone or zones with sufficient capacity, the local government shall include a program to amend its zoning ordinance to meet the requirements of this paragraph within one year of the adoption of the housing element. The local government may identify additional zones where emergency shelters are permitted with a conditional use permit. The local government shall also demonstrate that existing or proposed permit processing, development, and management standards are objective and encourage and facilitate the development of, or conversion to, emergency shelters.”*

The provisions go on to discuss that 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 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 ninety (90) calendar days by any individual or family.”

The current (2008) Municipal Code requires use permits for emergency shelters in all RS (i.e., RS 10000, RS 8000, RS7000, RS6000, RS4500, R 5000) and RM (i.e., RM3500, RM2500, RM1500) districts with the following conditional uses:

- The shelter or housing has high accessibility to shelter and housing residents and low visibility to others;
- The hours of operation will not result in negative impacts on other uses;
- The generation of external lighting and noise is kept to a minimum for the location;
- The shelter or housing is located with access to transportation, supportive services, and commercial services to meet daily needs of the residents;
- The shelter or housing is designed to provide adequate security measures to protect users and the surrounding neighborhood;
- The design and location reflects the needs of the clients being served;
- The shelter or housing provides transportation of individuals to and from proposed facilities;
- The shelter or housing is in compliance with County and State health and safety requirements for food, medical and other supportive services provided on-site;
- The facility is supervised at all times, and the operation and management is in and maintains in good standing all County and/or State licenses, if required by these agencies for the owner(s), operator(s), and/or staff of the proposed facility; and
- The shelter or housing is developed in accordance with the development regulations of Chapter 18.32 and all applicable regulations and standards of the Union City zoning title.

Since Union City's Municipal Code does not identify a zone where emergency shelters are allowed by right, or without a conditional use permit, the City does not meet all of the new State requirements of SB 2. However, because Union City currently (2008) has a multi-jurisdictional agreement, through Abode Services, that accommodates Union City's need for emergency shelter, the City is only required to identify a zone or zones where new emergency shelters are allowed with a conditional use permit.

#### **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" and "transitional housing development" 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." While SB2 added specific new requirements for local governments to meet in terms of planning for emergency shelter facilities, Government Code Section 65583(a)(5) also 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 Union City Municipal Code defines transitional housing as: “a publicly or privately operated supervised housing facility maintained to provide a residence for homeless individuals or families for an extended period of time, usually six (6) months or longer, which also offers other social services and counseling to assist residents in achieving self-sufficiency.” Large family day care homes in all RS and R (i.e., RS 10000, RS 8000, RS7000, RS6000, RS4500, R 5000), and 511 districts are permitted uses subject to an administrative use permit approval. The current (2008) Municipal Code grants use permits for transitional housing in all RS (i.e., RS 10000, RS 8000, RS7000, RS6000, RS4500, R 5000) and RM (i.e., RM3500, RM2500, RM1500) districts with the following conditional uses:

- The shelter or housing has high accessibility to shelter and housing residents and low visibility to others;
- The hours of operation will not result in negative impacts on other uses;
- The generation of external lighting and noise is kept to a minimum for the location;
- The shelter or housing is located with access to transportation, supportive services, and commercial services to meet daily needs of the residents;
- The shelter or housing is designed to provide adequate security measures to protect users and the surrounding neighborhood;
- The design and location reflects the needs of the clients being served;
- The shelter or housing provides transportation of individuals to and from proposed facilities;
- The shelter or housing is in compliance with County and State health and safety requirements for food, medical and other supportive services provided on-site;
- The facility is supervised at all times, and the operation and management is in and maintains in good standing all County and/or State licenses, if required by these agencies for the owner(s), operator(s), and/or staff of the proposed facility; and
- The shelter or housing is developed in accordance with the development regulations of Chapter 18.32 and all applicable regulations and standards of the Union City zoning title.

Because Union City’s Municipal Code identifies districts where transitional housing is allowed by right, or without a conditional use permit, the City meets all of the new State requirements of SB 2.

### **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 multi-family 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.”*

Section 5116 (“Zoning Preemption”) of the California Welfare and Institutions Code (Zoning of Homes or Facilities for Mentally Disordered, Handicapped Persons, or Dependent and Neglected Children) states:

*“Pursuant to the policy stated in Section 5115, a state-authorized, certified, or licensed family care home, foster home, or group home serving six or fewer mentally disordered or otherwise handicapped persons or dependent and neglected children, shall be considered a residential use of property for the purposes of zoning if such homes provide care on a 24-hour-a-day basis. Such homes shall be a permitted use in all residential zones, including, but not limited to, residential zones for single-family dwelling.”*

Under the current (2008) Municipal Code, supportive housing would be treated similar to a “community care facility”, 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 (SDSS), but not including hospitals, skilled nursing facilities, nursing homes, rest homes, foster homes, large family day care homes, or pre-schools. Large family day care homes in all RS and R (i.e., RS 10000, RS 8000, RS7000, RS6000, RS4500, R 5000), and 511 districts are permitted uses subject to an administrative use permit approval. Because Union City’s Municipal Code identifies districts where supportive housing is allowed by right, or without a conditional use permit, the City meets all of the State requirements.

### **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. It 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 multi-family 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 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 side yard setback of the zoning district;
- The legal owner of the lot must occupy one of the units;
- 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;
- 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. According to the Union City Community Development Department, there has been only one secondary dwelling unit constructed during 2007 to 2009 due to market constraints. However, the City is beginning to see new developments incorporate secondary dwelling units in the design of primary 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 Union City Municipal Code does not specifically define SROs. However, 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.” A lodging rooming house is permitted in RM 1500, CC, and CVR zones and with a conditional use permit in all other RS (i.e., RS 10000, RS 8000, RS 7000, RS 6000, R5000) and RM (RM 3500, RM 2500) residential districts.

### ***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 does not have a design or architectural review committee that would place additional conditions on residential projects beyond that of the standard development review process.

### ***Site Plan Review***

Through the site plan review process, Union City provides a unique opportunity for applicants to have applications reviewed prior to submittal. The site plan review process allows applicants to schedule a meeting with departments prior to submitting an application for advice and comments on site design, improvements, and other relevant regulations. Since this process saves applicants time and money, and improves the quality of applications, thereby reducing City staff time required for review, it does not act as a constraint to the development of housing.

### ***Open Space Requirements***

The General Plan nor the Zoning Ordinance set specific open space requirements for residential development projects. However, the City has a policy in the 2002 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 300 square feet and must meet criteria outlined in Section 18.32.115 of the Zoning Ordinance. This standard is typical of many jurisdictions in the Bay Area and would not significantly reduce the affordability of multi-family 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;
- Ensure that units affordable to households of very-low, low-, and moderate-income are distributed throughout the City’s various neighborhoods; and
- Comply with the requirements of Health and Safety Code Section 33341.3(b) within the Redevelopment Project Area and elsewhere in the community as applicable.

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;

- A density bonus of 25 percent or more as appropriate will be available to housing developments which include affordable units;
- 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;
- In projects located outside the Redevelopment Project Area where the calculation of the inclusionary requirement results in a fraction of a unit, such as fraction will be paid in the form of an in-lieu fee. When the project is developed inside the Redevelopment Project Area, all fractional numbers of units required (including numbers below 0.5) shall be rounded up to the next whole number;
- 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, 158 affordable ownership housing units for very-low, low and moderate-income households have been built. 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 9-45**  
**INCLUSIONARY UNITS AS OF JANUARY 2009**

**Union City**  
**2001 to 2009**

<b>Development</b>	<b>Very Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Total Affordable</b>
Summerhill Homes	-	4	24	28
KB Homes	-	-	30	30
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 <sup>th</sup> Street	-	-	8	8
Avalon Bay, 24 Union <sup>1</sup>	20	46	-	66
<b>TOTAL</b>	<b>21</b>	<b>55</b>	<b>81</b>	<b>158</b>

<sup>1</sup>Rental units

Source: Union City, February 2009.

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.

### **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 that 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 3 to 6 months since the last Housing Element (2002) due to infill complexity and extra notification of State requirements.

Table 9-46 summarizes the average time required for Union City to process development permits.

**TABLE 9-46**  
**AVERAGE PERMIT PROCESSING TIME**

**Union City**  
**2008**

Type of Permit	Average Needed Time <sup>1</sup>
General Plan Amendment	6 months
Rezone	6 months
Tentative Tract Map	6 months
Tentative Parcel Map	2-3 months
Site Development Review	4 months
Admin. Site Development Review	6-8 weeks
Variance	2-3 months
Use Permit	2-3 months

<sup>1</sup> 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, Community Development Department, November 2008.*

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 timeframe of 6 to 8 weeks, and is not a significant constraint. Variance or Use Permits are generally completed in a reasonable timeframe of 3 to 6 months, and is 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 9-47 show 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 9-47**  
**PLANNING FEE SCHEDULE**

**Union City**  
**2009**

<b>Fee</b>	<b>Cost</b>
Administrative Site Development Review and Site Development Review	\$509
Site Development Review - All Others	\$4,794 + \$437 (per acre over one acre) + \$164 (per unit for all multi-family projects).
Tentative Parcel Map	\$2,323
Tentative Tract Map	\$6,681 + \$144 (per lot over five lots) Maximum \$15,000
Negative Declaration (Unmitigated)	\$364 + Consultant Cost + 64%
Negative Declaration (Mitigated)	\$2,033 + Consultant Cost + 64%
Environmental Impact Report	Consultant Cost + 64%
Zoning Text Amendment	\$1,450
Zoning Map Amendment	\$4,939
General Plan Amendment	\$6,537 (up to five acres) + \$580 (each additional acre) Maximum \$15,000
Variance	\$1,234
Use Permit (Residential districts including day care facilities for 12 or fewer children)	\$870
Administrative Use Permit	\$509
Appeals	\$509

*Source: Union City Community Development Department, January 2009.*

**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 9-48. The estimated residential development fees for a single family 3 bedroom, 2 bathroom house of 1,500 square feet are approximately \$25,972. Compared to the per unit fess for a multifamily unit (\$16,716), 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.

**TABLE 9-48**  
**RESIDENTIAL DEVELOPMENT FEES**

**Union City**  
**2008**

Fee	Cost per Unit	Estimated Fees	
		Single Family <sup>1</sup>	Multi-Family <sup>2</sup>
School Mitigation <sup>3</sup>	\$4.99 per sq ft	\$7,485	\$127,245
Traffic Signalization	\$768 per acre (single family); \$1,540 per acre (duplex); \$2,307 per acre (condos, apartments, townhouses); \$768 per acre (mobilehome)	\$197	\$2,307
Fire Equipment Acquisition	\$1.40 per sq ft of occupied space above second story	--	\$11,900
Sewer System Fee	\$2,618 per unit	\$2,618	\$78,540
Meter/Service Line Installation	\$4,400 (when meter is not already in place)	\$4,400	\$4,400
Water System Connection	\$4,860 per unit (single family); \$3,980 per unit (3 or more units per building)	\$4,860	\$119,400
Water System Property fees	\$5,335 per acre (basic rate); \$ 1,250 per acre (non-potable rate or private non-district well)	\$1,334	\$5,335
Pacific Bell	\$78 (hook up) per unit	\$78	\$2,340
PG&E <sup>4</sup>	\$5,000 per unit	\$5,000	\$150,000
Park land dedication	Varies based on dwelling units per acre, total acres, and fair market value.	--	--
<b>SUBTOTAL</b>		<b>\$25,972</b>	<b>\$501,467</b>
<b>TOTAL PER UNIT</b>		<b>\$25,972</b>	<b>\$16,716</b>

<sup>1</sup> Assumes a single story 3 bedroom 2 bathroom single family house of 1,500 square feet on .25 acres

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

<sup>3</sup> These Fees are established and used by the New Haven Unified School District

<sup>4</sup> There are many variable 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% 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. The fee for putting in a meter costs \$50.

Source: Union City Community Development Department, January 2009.

The fees listed in Table 9-48 are typical of communities of similar size and situation. 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 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 most 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 9-49 Union City’s off-street parking requirements for residential uses vary by number of bedrooms. Studio and one-bedroom units are required to have 1.5 off-street spaces, of which 1 will be covered. Two-bedroom units are required to have 2 spaces, of which 1.5 will be covered. Three- or four-bedroom units are required to have 2.5 spaces, of which 2 will be covered. 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 (1) parking space for each six (6) additional bicycle parking facilities provided.

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.

<b>TABLE 9-49</b>	
<b>OFF-STREET PARKING REQUIREMENTS</b>	
Union City 2008	
	<b>Required Parking Spaces</b>
<b>Residential Districts</b>	
Studio or 1-bedroom unit <sup>1</sup>	1.5 spaces, of which 1 will be covered
2-bedroom unit <sup>1</sup>	2 spaces, of which 1.5 will be covered
3- or 4-bedroom unit <sup>1</sup>	2.5 spaces, of which 2 will be covered
<b>Station District Mixed Use Commercial</b>	
Any number of bedrooms (Rental Units)	1.5 covered and enclosed parking stalls per unit
2 or more bedroom (Ownership Units)	2 covered and enclosed parking stalls per unit with 2 or more bedrooms
Bicycle parking facility	1 facility for every 3 units
Motorized Cycle	1 space per every 25 units

<sup>1</sup> Additional off-street parking spaces must exist to accommodate guest and visitor parking.

Source: Union City Municipal Code, Section 17 Subdivisions, 2008.

SB 1818 also 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 new parking standards are summarized in Table 9-50. These numbers are the total number of parking spaces including guest parking and handicapped parking.

**TABLE 9-50  
STATEWIDE PARKING STANDARDS FOR  
AFFORDABLE HOUSING**

**California  
2007**

<b>Number of Bedrooms</b>	<b>Number of On-Site Parking Spaces</b>
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 special needs housing types.

***Density Bonus***

A density bonus is 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. On January 1, 2005, SB 1818 revised California’s density bonus statutes by reducing the number of affordable units that a developer must provide in order to receive a density bonus. The bill also increased the maximum density bonus to 35 percent. The new minimum affordability requirements are as follows:

- The project is eligible for a 20 percent density bonus if at least 5 percent of the units are affordable to very low-income households, or 10 percent of the units are affordable to low-income households; and
- The project is eligible to receive a 5 percent density bonus if 10 percent of for-purchase units are affordable to moderate-income households.

The law also established a sliding scale, which determines the additional density that a project can receive. A developer can receive the maximum density bonus of 35 percent when the project provides either 10 percent very low-income units, 20 percent low-income units, or 40 percent moderate-income units. In 2005, SB 435 was passed, which clarified California’s density bonus law by explaining that a project can only receive one density bonus.

Prior to SB 1818 and SB 435, jurisdictions were required to grant one incentive, such as financial assistance or development standard reductions, to developers of affordable housing. The new laws require that cities and counties grant more incentives depending on the percentage of affordable units developed. Incentives include reductions in zoning standards, reductions in development standards, reductions in design requirements, and other reductions in costs for developers. Projects that satisfy the minimum affordable criteria for a density bonus are entitled to one incentive from the local government. Depending on the amount of affordable housing provided, the number of incentives can increase to a maximum of

three incentives from the local government. If a project utilizes less than 50 percent of the permitted density bonus, the local government must provide an additional incentive.

Additionally, the new laws provide density bonuses to projects that donate land for residential use. The donated land must satisfy all of the following requirements:

- The land must have general plan and zoning designations that allow the construction of very low-income affordable units as a minimum of 10 percent of the units in the residential development;
- The land must be a minimum of one acre in size or large enough to allow development of at least 40 units; and
- The land must be served by public facilities and infrastructure.

Union City Title 18.33.060, Development Options, 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 thirty years. The dwelling units or parcels designated to meet the City’s mandatory inclusionary housing requirement (i.e., fifteen percent) do not count toward qualifying the proposed development for a density bonus. Table 9-51 describes the differences between Union City requirements and State law.

<b>TABLE 9-51</b>				
<b>SB 1818 DENSITY BONUS REQUIREMENTS</b>				
<b>California and Union City</b>				
<b>State Law</b>			<b>Union City</b>	
<b>Percent Units by Income Group</b>	<b>Density Bonus</b>		<b>Percent Units by Income Group</b>	<b>Density Bonus</b>
	<b>Minimum</b>	<b>Maximum</b>		
10% Very Low	-	35%	10% Very Low	25%
20% Low	-	35%	20% Low	25%
40% Moderate	-	35%	50% Seniors	25%
5% Very Low	20%	-		
10% Low	20%	-		
10% Moderate	5%	-		

*Source: Mintier Harnish, 2009.*

The Development Options Title lists more stringent requirements than SB 1818 minimum requirements for percentage of very low-, low- and moderate-income units. However, the Development Options Title does not state that the 25 percent density bonus is a maximum. While it states instead 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;*” the City still must increase the density bonus to 35 percent to be consistent with SB 1818 (Chapter 928, Statutes of 2004).

#### ***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 9-51. Standards for rehabilitation are no more rigorous than those contained in the California Health and Safety Codes and Uniform Building Codes.

Union City is a member of The Silicon Valley Uniform Code Program that seeks to improve the regions regulatory climate by promoting consistency and reducing regulations while maintaining high safety standards in the Silicon Valley. Union City, along with twenty-nine other cities in the program, adopted 11 amendments (5 to the UBC, 4 to the UPC, 1 to the UMC, and 1 to the NEC), which represents a 97 percent reduction in local building code amendments.

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 9-52). Thus, the codes are not considered to be an undue constraint on housing investment.

**TABLE 9-52**  
**BUILDING AND HOUSING CODES**

**Union City**  
**2008**

<b>Code Name</b>	<b>Code Date</b>	<b>Remarks</b>
California Building Code	2007	Based on the 2006 International Building Codes.
California Plumbing Code	2007	Based on the 2006 Uniform Plumbing Codes.
Uniform Code For Abatement of dangerous buildings	1998	Adopted without modifications.
Uniform Fire Code	2007	Based on the 2006 International Building Codes.
National Fire Code	2007	All California Codes have been updated to include 2007 statutes.
State Health and Safety	2007	All California Codes have been updated to include 2007 statutes.
California Electrical Code	2007	Based on 2006 National Electrical Codes.
California Mechanical Code	2007	Based on 2006 Uniform Mechanical Codes.
Uniform Housing Code	1998	Adopted without modifications.

*Source: Union City, Community Development Department, November 2008.*

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.

### **State of California, Article 34**

Article 34 of the State Constitution requires voter approval for specified “low rent” housing projects that involve certain types of public agency participation. Generally, a project is subject to Article 34 if more than 49 percent of its units will be rented to low-income persons. If a project is subject to Article 34, it will require an approval from the local electorate. This can constrain the production of affordable housing, since the process to seek ballot approval for affordable housing projects can be costly and time consuming, with no guarantee of success.

The provisions of Article 34 allow local jurisdictions to seek voter approval for “general authority” to develop low-income housing without identifying specific projects or sites. If the electorate approves general parameters for certain types of affordable housing development, the local jurisdiction will be able to move more quickly in response to housing opportunities that fall within those parameters.

Under Article 34 referendum authority, the Housing Authority has the ability to construct six additional units of affordable housing in Union City for projects that qualify. Article 34 has not served as a constraint to the development of affordable housing.

## 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. The primary non-governmental constraints to the development of new housing in Union City can be broken into the following categories: availability of financing, development costs, environmental constraints, and community sentiment.

All resources needed to develop housing in Union City are subject to the laws of supply and demand, meaning that these resources may not always be available at prices that make housing development attractive. Thus, cost factors are the primary non-governmental constraints upon development of housing in Union City. This is particularly true in the case of housing for low- and moderate-income households, where basic development cost factors, such as the cost of land, required site improvements, and basic construction, are critical in determining the income a household must have in order to afford housing.

### *Availability of Financing*

Financing has historically been available for credit-worthy projects, with interest rates determined largely by the monetary policy of the Federal Reserve Board. Beginning in the 1990s, rising housing values and a growing housing industry boosted investor and homebuyer portfolios and contributed to a sense of security that encouraged continued investment in the housing market. Alternative mortgage products increased the number of homebuyers, especially investors who purchased single-family homes as non-primary residences. Virtually every business or profession related to homes sales, construction, mortgages, and titles had increased business opportunities during this period.

The use of alternative or “creative” mortgage products, such as graduated payment mortgages, variable and adjustable rate mortgages, interest-only loans, “stated income” loans with no income verification, and zero down payment loans allowed consumers to purchase high-priced housing without the qualifications required by a traditional loans, such as sufficient income level. The mortgage products increased homeownership rates—a goal of many affordable housing advocates. Even during periods of higher interest rates, homeownership and home sales increased. Government programs for increasing homeownership rely on fixed interest rate mortgages below market rate, for principle or down-payment assistance loans.

Starting in 2006, home prices in Union City, and throughout California, began to level off and then declined for both new and existing homes (see Figure 9-3). A subprime mortgage crisis precipitated when borrowers who purchased homes found that they owed more on their homes than their homes were worth. The mortgage market collapse also impacted borrowers with “jumbo” loans, relatively large loans that were not Federally backed. A jumbo mortgage is a loan amount above conventional conforming loan limits set by Fannie Mae (FNMA) and Freddie Mac (FHLMC), Federally chartered financial institutions

that purchase the bulk of residential mortgages in the U.S. Resets of interest rates and mortgage payments in the subprime mortgage market has resulted in huge waves of foreclosures.

Each month the number of subprime mortgages in default increases. As of December 2008, 1 in every 164 houses, or about 3,453 houses, was in foreclosure in Alameda County (realtimetrac.com). The impact of foreclosures is far more concentrated in Union City where 1 in every 26 houses are in foreclosure (about 776 houses total). Union City housing prices have fallen so dramatically that the housing market has essentially dropped back to 2003 levels. However, tightening of loan underwriting practices has not permitted low-income homebuyers to take advantage of lower house prices. As a direct result of the credit collapse, stricter mortgage industry standards also require larger down payments when purchasing a home.

Due to the current (December 2008) financial condition of the national and international banking system, it is not possible to forecast what will happen to interest rates during this Housing Element planning period. If interest rates rise, not only will it make new construction more costly (since construction period loans are short term and bear a higher interest rate than amortized mortgages), but it will also lower the sales price that buyers can afford to pay.

The Federal National Mortgage Association (Fannie Mae) estimates that up to 50 percent of all borrowers with a subprime loan could have qualified for a lower-cost prime loan. As of October 2008, the California Attorney General settled with Bank of America and their subsidiary, Countrywide Loan, to refinance 400,000 subprime loans.

The U.S. Census American Community Survey provides data at the county level regarding overpayment. During 2007, 42.5 percent of homeowners in Union City spent more than 30 percent of their gross income on housing costs (U.S. Census, American Community Survey, 2007). The high percentage of homeowners spending a disproportionate percentage of income on housing, combined with a large number of troubled subprime loans suggests that homebuyers in Alameda County will continue to face challenges in affordable housing, and the assumption that homeownership is a more affordable option will continue to be challenged.

On February 17, 2009, President Barack Obama signed the American Recovery and Reinvestment Act (ARRA), a \$787 billion plan to revive the economy, create jobs, and stabilize the housing market. California received more than \$80 billion to fund projects for nine different sectors. In California, the housing sector will receive \$900 million for programs including: Rural Housing Loans; Public Housing Capital Fund; Neighborhood Stabilization; Community Development Block Grant; HOME funds; Homeless Assistance grants; government sponsored enterprise loans; FHA loans and reversible mortgages; and tax credit allocations. Many of these programs have been the cornerstones for affordable housing programs and services throughout the State and will benefit from additional funding. Union City is aggressively pursuing these funds from the State. The impacts of the ARRA on local, regional, state, and national economics and housing are yet to be determined but are rapidly changing the amount and availability of resources for local governments to conduct business and provide affordable housing.

## ***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**

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. Depending on the location, environmental constraints, development potential, and access, raw land in Union City can range in price from \$400,000 per acre to \$1.8 million per acre.

### **Site Improvement Costs**

Upon securing raw land, a residential developer must make certain site improvements to “finish” the lot before a home could actually be built on the property. Many of these costs are associated with development impact fees required by the City (see Table 9-48) 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 multi-family 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. A local affordable housing developer stated that affordable units can cost from \$245 to \$260 per square foot to construct.

There is little that the City can do to mitigate the impacts of high construction costs except by avoiding local amendments to uniform building codes that unnecessarily increase construction costs without significantly adding to health, safety, or construction quality. 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.

### **Prevailing Wage**

When private development projects receive government subsidies, such as redevelopment tax increment funds, they are classified as “public work” projects. Any public works projects must pay workers the “prevailing wage”—the minimum wage rates payable to construction workers who are employed on public works projects in California. The hourly work rates are published quarterly by the California Department of Industrial Relations (DIR). In general, prevailing wage requirements have caused labor costs to increase anywhere between 5 and 30 percent in urban areas and up to 40 percent in rural areas.

For now, projects using low-income housing tax credits and tax-exempt bonds but no other subsidy are not required to pay construction crews the prevailing wage. In 2005, the DIR determined that a project, which had been awarded four percent low-income housing tax credits and tax-exempt bonds, was not a

“public work.” If the project was not a public work, then it was not covered by California’s onerous prevailing-wage laws. However, prevailing wage law is a recent development in California, and it is impossible to predict the effect that prevailing wage will have on affordable housing projects in the future.

## **SECTION 9.6 EVALUATION**

### **Housing Accomplishments**

The City has received much press coverage regarding their affordable housing efforts. In 2002, the City was recognized in a resolution presented by the State Assembly Member John A. Dutra and State Senator Liz Figueroa for their efforts to meet the housing needs of the community. In December 2003, Union City's housing production received "straight A's" in a report produced by the Bay Area Council.

The City continues to meet the Housing Element goals and programs through a combination of successful partnerships with the Alameda County Housing Authority and local non-profits, and successful programs that provide funding and support for affordable housing.

Union City has had an excellent relationship with the Alameda County Housing Authority. The Authority owns or provides vouchers for 767 units in Union City. Furthermore, the City is in regular contact with the Housing Authority to explore new partnerships for ongoing projects, such as unit management or development opportunities. The Housing Authority is still considering its options for the three vacant lots it owns in Union City.

In partnership with non-profit developers as Eden Housing, Inc., Elder Care Alliance and Mid-Peninsula Housing, the City has helped with construction of 188 affordable units over the last 7 years (2002 to 2009). Numerous fund sources have been tapped, including Federal, State and local. A multi-year agreement for the development of 155 more affordable units was approved in 2007. These partnerships will continue to serve as a model for effective affordable housing development.

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 1974, the City has rehabilitated over 650 homes—232 of which were completed in the reporting period (2002 to 2008). The City's rehabilitation program will continue to be an effective, key element of its overall affordable housing program.

In 2006, the City utilized redevelopment funds on a 120-unit project that includes larger units for very-low and low income families, including 3 and 4 bedroom units. The City also approved an agreement to build 8, four-bedroom homes to be sold to moderate income households. The units will be completed in 2008. In negotiations with developers required to comply with the Inclusionary Housing Ordinance, the City insures that there is a mix of bedroom counts that reflects the product being built for the overall development.

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. 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. A density bonus of 25 percent or more as appropriate will be available to housing developments that include affordable units. 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. Overall, the implementation of

the Affordable Housing Ordinance has been very successful and since 2001, 158 affordable ownership housing units for very-low, low and moderate-income households have been built.

In addition to the Affordable Housing Ordinance, the City has used programs such as the Mortgage Credit Certificate Program, Redevelopment Funds Set-Aside Funds, HOME Funds, and Community Development Block Grants funds to continue to meet its affordable housing goals.

The City has advertised in the local newspaper, on cable access, and on its website to promote specific projects and general information on affordable housing. Although the City currently (March 2009) does not publish a newsletter, do to budget constraints, the cable access channel, as well as our affordable housing information mailing list, have proven to be highly effective in disseminating information on our programs. The City also participates annually in housing fairs and other presentations and workshops to promote our housing programs in the community. All of these efforts help firmly establish the important role of affordable housing in the public's consciousness.

## **Review of Existing (2002) 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 9-51  
EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

**Union City  
2002**

Program		Objective	Evaluation
HE-A.1	The City shall maintain a current inventory of vacant residentially-zoned parcels and associated development potential and a list of recently approved residential projects and make this information available to the public and developers. The City shall update the inventory and list at least annually.	--	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 in 2002. This is utilized as a key 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 title of "Site Location Assistance," under the Economic and Community Development link.
HE-A.2	As appropriate, the City shall continue to work with local nonprofit organizations and the Alameda County Housing Authority to acquire and bank properties for the development of affordable housing. The City shall consider using Community Development Block Grant funds, redevelopment funds, in-lieu fees, and other financial resources to make such acquisitions.	--	This is an ongoing and successful activity in that the City has developed acquisition projects to further the development of affordable housing with such non-profit developers as Eden Housing, Inc., Elder Care Alliance and Mid-Peninsula Housing. From these partnerships, 233 affordable units have been completed in the last 7 years. Numerous fund sources have been tapped, including Federal, State and local. A multi-year agreement for the development of 159 more affordable units was approved in 2007. These partnerships will continue to serve as a model for effective affordable housing development.

**TABLE 9-51**  
**EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City  
2002

Program	Objective	Evaluation	
HE-A.3	The City shall revise the Union City Zoning Ordinance, as required by State law, to provide for either a 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 20 percent of their units for lower-income households, 10 percent for very-low income households, or 50 percent for qualifying senior citizens. In addition, the developers must ensure the continued affordability of all lower-income units for 30 years. The City shall aggressively encourage developers of all new residential projects over five units to take advantage of the density bonus provisions.	Construction of 40 units for very-low-income households and 60 units for low-income households.	Under Title 18 Zoning, Section 18.33.060 of the municipal code, Union City offers a “Bonus Density Provision,” as required by State law. Union City encourages developers to take advantage of this provision. This program has been undertaken as part of an extensive zoning ordinance update, subject to staffing availability. The revised ordinance, along with the provisions for the Density Bonus was adopted in 2006. However, as a matter of practice, density bonuses have already been encouraged and utilized in affordable housing projects, such as the affordable senior housing project developed by Eden Housing, Inc.
HE-A.4	The City shall continue to directly administer Community Development Block Grant funds and continue to give high priority for the expenditure of City Block Grant funds to housing rehabilitation.	Major rehabilitation assistance for 25 very-low- and low-income ownership households. Minor rehabilitation assistance for 200 very-low- and low-income households.	The City’s rehabilitation program has been around since 1974 and has been enormously successful for many households in particular and for the community as a whole. Since its inception in 1974, the City has rehabilitated over 650 homes—232 of which were completed in the reporting period (2002 to 2009). The City’s rehabilitation program will continue to be an effective, key element of its overall affordable housing program.
HE-A.5	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. The City shall strive to preserve as many assisted, at-risk units as possible, given the availability of funding.	Conservation of 15 at-risk rental units for low-income households.	The City continues to monitor assisted projects which are eligible to terminate affordability controls and responds to any Notice of Intent or Plan of Action which may be filed on local projects. As suggested by the program, the availability of funding is a key factor in implementing its program. In analyzing the effectiveness of preservation activities in the context of this program, the benefits and costs of preserving an existing affordable unit must be weighed against the cost of creating new units and the desirability of the existing unit, given its potential age, code issues, and location. During the reporting period, no such notices were filed.

**TABLE 9-51  
EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

**Union City  
2002**

<b>Program</b>		<b>Objective</b>	<b>Evaluation</b>
HE-A.6	As appropriate, the City shall continue the ongoing development of new affordable housing units in partnership with the Alameda County Housing Authority.	Support the Housing Authority in developing 3 vacant lots to be developed as low income units.	Union City has had an excellent relationship with the Alameda County Housing Authority. The Authority owns 198 units and provides vouchers for 1,786 units in Union City. Furthermore, the City is in regular contact with the Housing Authority to explore new partnerships for ongoing projects, such as unit management or development opportunities. The Housing Authority is still considering its options for the three vacant lots it owns in Union City.
HE-A.7	The City shall apply to the California Housing Finance Agency (CHFA) for funding under the Multi-Family Rehabilitation and Infill New Construction Program as appropriate; these funds can be used to supplement other City rehabilitation assistance for lower-income rental housing.	Supplemental funding to assist the rehabilitation of 20 very low-income rental units and 10 low-income rental units.	Union City contracts with the Alameda County Housing and Community Development Department to provide its rehabilitation services. The City has leveraged its funds with CHFA funds to provide more rehabilitation loans.
HE-A.8	As appropriate, the City shall continue to participate with the County of Alameda in the administration of the Mortgage Credit Certificate (MCC) program.	Assist 15-20 moderate income households with home purchases. For purposes of establishing quantified objectives, these are considered affordable units that are being conserved for moderate income households.	This is an ongoing program which produces 2-3 certificates a year. It has been successful with virtually no cost to the City.

**TABLE 9-51**  
**EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City  
2002

Program		Objective	Evaluation
HE-A.9	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.	--	Union City monitors the status of land owned by Caltrans and other public agencies and actively works with developers who wish to develop this land for housing. Section 18.51.040 of the Municipal Code addresses Caltrans and other public agencies who have developments or wish to develop in Union City. This section of the municipal code specifies the areas of land that are open to public development and the minimum acreage to be set aside for specific agencies such as Caltrans. Title 15 of the Municipal Code covers any new construction and renovations conducted by public agencies on City land. The Redevelopment Agency has actively negotiated with PG & E to develop their property as part of the DIPSA area project, which will include a mix of residential and commercial opportunities - development is underway. The site will yield 159 affordable units over a multi-year development program.
HE-A.10	As appropriate, the City shall continue to use redevelopment funds and other appropriate financial resources to acquire in fee larger units as specified in Program HE-F.2. The City shall continue to work with Housing Authority to manage said units as appropriate.	--	In 2006, the City utilized redevelopment funds on a 120-unit project that includes larger units for very-low and low income families, including 3 and 4 bedroom units. The City also approved an agreement to build 8, four-bedroom homes to be sold to moderate income households. The units were completed in 2008. In negotiations with developers required to comply with the Inclusionary Housing Ordinance, the City insures that there is a mix of bedroom counts that reflects the product being built for the overall development.
HE-A.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.	Conservation of affordable rental units for 528 very-low-income households.	The Housing Authority manages 198 units and provides vouchers for 1,786 units in Union City. This is an ongoing program that has been very successful.

**TABLE 9-51  
EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

**Union City  
2002**

Program		Objective	Evaluation
HE-A.12	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.	Conservation of affordable rental units for 15 low-income households.	See HE-A.5 - The City continues to monitor assisted projects which are eligible to terminate affordability controls and responds to any Notice of Intent or Plan of Action which may be filed on local projects. As suggested by the program, the availability of funding is a key factor in implementing its program. In analyzing the effectiveness of preservation activities in the context of this program, the benefits and costs of preserving an existing affordable unit must be weighed against the cost of creating new units and the desirability of the existing unit, given its potential age, code issues, and location.
HE-A.13	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.	Construction of 145 units for very-low-income households.	Through the term of this current Housing Element, the City/Agency has met or exceeded the goals of this program, both in its negotiations with private developers and non-profit housing developers. During the term of this current Housing element, 228 affordable homes have been built in the project area, with 74 more to be completed prior to the next Housing Element update in 2009.
HE-A.14	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.	--	At the present, the nature of projects that the City/Agency has developed has not necessitated an expansion of Article 34 authority. However, this is a program that can be implemented on an as needed basis.
HE-A.15	The City shall annually review measures and actions taken to implement the programs in this Housing Element and revise as deemed necessary.	--	This is an ongoing project that reflects the City's need to be responsive to fluid conditions that affect housing development, such as the economy and market conditions. Although virtually all of the programs set forth in the Housing Element continue to be relevant, the realities of budget constraints, staffing, and the economy can and will affect timing and priority.

**TABLE 9-51**  
**EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City  
2002

Program		Objective	Evaluation
HE-A.16	As appropriate, the City shall award a contract to construct 120 affordable, residential units north of Whipple and to construct office, and commercial at the corner of Whipple Road and Mission Boulevard and Tamarack Drive and Mission Boulevard.	--	In 2006 Union City completed construction on the Mission Gateway Affordable Housing Development, built by the Redevelopment Agency and Mid-Peninsula Housing. The 120 affordable unit development is on Mission Boulevard between Whipple Road and Tamarack Drive. The project includes 85 very-low and 35 low-income units, with a mix of 1,2,3, and 4 bedroom units for families.
HE-A.17	As appropriate, the City shall create a partnership with the Alameda County Housing Authority to build affordable family housing on scattered sites throughout the community to implement the affordable housing ordinance.	--	Although the economy has also taken its toll on the Housing Authority's budget, the City is working with the Housing Authority on how to best develop vacant sites they own in Union City. The City will continue its discussions with the Housing Authority to identify any possible projects.
HE-A.18	The City shall continue to implement the affordable housing ordinance.	Construction of 72 very-low income units, 104 low income units, and 90 moderate income units.	The implementation of the Affordable Housing Ordinance has been very successful and has led to the development of 83 units by the private sector, 60 during the reporting period. Another 86 units were anticipated to be completed or obligated by 2008.
HE-A.19	The City shall revise its Zoning Code to include provisions that will encourage the creation of secondary dwelling units in single-family neighborhoods in two ways: 1) provide an established process with standards by which interested residents can construct such units; and 2) provide a process by which units created prior to the adoption of the ordinance, without the appropriate permits, can be brought into compliance with City standards.	--	Union City encourages the creation of secondary dwelling units in single-family neighborhoods through Chapter 18.32 of the municipal code (2003). While only 1 secondary dwelling unit has been constructed during 2007 to 2009, the City is beginning to see new developments incorporate secondary dwelling units in the design of primary unit.
HE-A.20	The City shall 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 will 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 will refer to HCD's Internet site ( <a href="http://www.hcd.ca.gov">www.hcd.ca.gov</a> ) for the listing of individuals and organizations interested in the first right-of-refusal program.	--	See HE-A.5. The City continues to monitor assisted projects which are eligible to terminate affordability controls and responds to any Notice of Intent or Plan of Action which may be filed on local projects. As suggested by the program, the availability of funding is a key factor in implementing its program. In analyzing the effectiveness of preservation activities in the context of this program, the benefits and costs of preserving an existing affordable unit must be weighed against the cost of creating new units and the desirability of the existing unit, given its potential age, code issues, and location.

**TABLE 9-51  
EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

**Union City  
2002**

Program		Objective	Evaluation
HE-B.1	The City shall 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 development, where appropriate.	--	Staff continues to work with developers of affordable housing to use strategies that utilize high design standards coupled with innovative techniques. For example, the City’s Affordable Housing Ordinance allows for a certain percentage of a developer’s affordable housing obligation to be met with corner lot duplexes that complement and hold to the design standards set forth for the entire development. The City is also developing a “green” construction ordinance, which will include the utilization of recycled materials and innovative design that either decrease the cost to develop affordable housing or make the units more environmentally efficient for the homeowner. The City also developed an 8-unit single-family affordable housing project with drought resistant landscaping in 2008.
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, strengthen fences, and redesign building elements to reduce crime problems.	--	Through its rehabilitation and code enforcement programs, the City directly aids homeowners to address safety issues. New projects are designed with safety and security in mind so that problems will not occur in the future. In 2007, the City worked with the Contempo Homeowners Association to develop a comprehensive plan for increasing security for the neighborhood that included lighting, fencing, better signage and crime prevention education. In 2007, Union City worked with the owner of the Greenhaven Apartment complex, which includes 20 percent affordability for low-income households to include fencing and lighting to reduce crime issues. The City is also working with developers of multi-family housing to be completed in 2009 and 2011 to include crime prevention components, both in design and in lease agreements. The City’s Code Enforcement and the Police Department have combined forces to create the “Community Health Action Team,” that deals with crime and neighborhood preservation issues on an ongoing basis. The team acts as an enforcement tool to further the goals of the neighborhood preservation program and is available to all citizens of Union City.

**TABLE 9-51**  
**EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City  
2002

Program		Objective	Evaluation
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.	--	The Decoto and Old Alvarado neighborhoods continue to be the major focus of the City's rehabilitation efforts. The City also meets with the neighbors to discuss street safety issues and possible ways to ameliorate problems.
HE-C.3	As appropriate, the City shall target neglected residential properties through the Neighborhood Preservation and Housing Rehabilitation Programs. The City shall work with the property owners to bring these properties into compliance with City codes.	--	This ongoing project has been successful in linking code enforcement issues with rehabilitation, as appropriate. The programs are also marketed at housing fairs and through the City's community access channel and website. The City works with property owners of neglected properties to bring them up to code. The City encourages residents to voluntarily comply with the codes and in instances where the property owners refuse, enforcement and citation powers are exerted. As appropriate, the City directs qualified clients to the Housing Rehabilitation Program. Union City will tow rundown cars from a property at no cost to the property owner.
HE.D.1	As required by State law, the City shall conduct an annual review of the Capital Improvement Projects Budget and of projects proposed by other local agencies in Union City to ensure that the provision of local services/facilities is consistent with projected growth	--	In accordance with State law and under the direction of the Public Works Department, the City conducts annual reviews of the Capital Improvements Projects Budget and those of other local agencies in Union City. Information about the Capital Improvement Projects Budget is available to the public and contact information is provided on the City's Public Works homepage. The City coordinates regularly with other agencies, such as the Union Sanitary District and the Alameda County Water District, to ensure that capacity is keeping pace with projected growth, both overall and on a project-by-project basis.
HE-E.1	The City shall continue to provide funds and support for the operation of its fair housing counseling services. The City shall post information at Union City City Hall on the enforcement program of the State Fair Employment and Housing Commission and cooperate with the Southern Alameda County Association of Realtors to distribute such information to prospective home sellers and buyers.	--	The City continues to fund ECHO Housing for the provision of fair housing services, including tenant/landlord counseling and mediation. ECHO performs annual testing for discrimination, the subject of which is changed annually, such as race, family size, disability, etc. ECHO also holds regular fair housing fairs and advertises on local radio channels and in local papers. The City and ECHO also coordinate with rental housing owners to ensure understanding and compliance with fair housing law.

**TABLE 9-51  
EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

**Union City  
2002**

<b>Program</b>		<b>Objective</b>	<b>Evaluation</b>
HE-E.2	The City shall study the feasibility of developing rent review standards and policies that ensure that rents are consistent with the market and that rental units are meeting current code requirements.	--	At the time that this program was developed, rents were at a high point. Shortly thereafter, rents dropped significantly. Many of the rental housing complaints in Union City have been handled through ECHO housing our code enforcement efforts. However, the City believes that this program should remain, in case trends change in the next several months, due to issues related to the current mortgage problems.
HE-E.3	The City shall develop a public outreach program to inform community residents on the need for and the role of affordable housing in Union City. The City shall place information regarding affordable housing on the City website, in the City newsletter, and at City Hall.	--	In the last few years, the City has received much press coverage regarding our affordable housing efforts. The City has advertised in the local newspaper, on cable access, and on its website to promote specific projects and general information on affordable housing. Although the City currently does not publish a newsletter, do to budget constraints, the cable access channel, as well as our affordable housing information mailing list, have proven to be highly effective in disseminating information on our programs. Furthermore, in 2002, Union City was the first City in Alameda County to have its Housing Element of the General Plan certified by the State on its first submission. Later that year, the City was recognized in a resolution presented by the State Assembly Member John A. Dutra and State Senator Liz Figueroa for our efforts to meet the housing needs of the community. In December 2003, Union City’s housing production received “straight A’s” in a report produced by the Bay Area Council. The City also participates annually in housing fairs and other presentations and workshops to promote our housing programs in the community. All of these efforts help firmly establish the important role of affordable housing in the public’s consciousness.

**TABLE 9-51**  
**EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City  
2002

Program		Objective	Evaluation
HE-F.1	The City shall continue to review present programs to assess their adequacy in meeting the special needs of young families, large families, and the elderly (e.g., transit, day care, medical facilities).	--	This is an ongoing program in which the City is continuously looking to ensure that residential developments have appropriate services nearby. Developing schools prior to increased development in a neighborhood, planning for higher densities near public transit, centrally locating clinics, and centralizing senior housing with senior services are several examples of efforts the City has made to meet this program. This project is both a short-term program to meet current needs and a long range program that will guide housing development well beyond the time frame of the current Housing Element.
HE-F.2	The City shall encourage the inclusion of 5-bedroom units in new single-family developments and 3- and 4-bedroom units in new multi-family developments.	Between 5 and 10 percent of new single-family units approved should have 5 bedrooms and between 15 and 20 percent of new multi-family units approved should have 3 or 4 bedrooms.	For many years, Union City has had the largest percentage of persons per household in Alameda County. Union City encourages the inclusion of 5 bedroom units in single-family development or 3 to 4 bedrooms in multi-family units. The City has seen an increase in 5 bedroom plans in new developments, which is particularly marketable in Union City, given the high average household size. Furthermore, as mentioned before, the 120 unit Mid-Peninsula Housing affordable housing project has 49 3 and 4 bedroom units. Although largely market driven, Union City's efforts to develop more larger units has been assisted by the market. In 2007, two developments offered over 60 new 5-bedroom homes.
HE-F.3	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.	Assure the provision of assistance to approximately 50 Union City residents annually.	The prevention of homelessness is a key element of the City's overall housing program. The City directly funds numerous agencies that provide emergency shelter and services for the homeless. Abode Services also owns and operates transitional housing in the Decoto neighborhood. The 120 unit affordable housing project built by Mid-Peninsula Housing, completed in 2006, aids numerous at-risk families in preventing homelessness. In 2007, the City adopted the EveryOne Home program to end homelessness by 2020. The City's HCD coordinator also serves on the leadership board of that organization.

**TABLE 9-51  
EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

**Union City  
2002**

<b>Program</b>		<b>Objective</b>	<b>Evaluation</b>
HE-F.4	As required by State law, the City shall make sites readily accessible for development of emergency shelter and transitional housing by modifying the Zoning Ordinance to identify zoning districts under which such facilities will be allowed by right.	--	In 2006, revisions to the City’s Zoning Ordinance, Section 18.32.030 added provisions for the identification of zoning districts for emergency shelters and transitional housing. These types of developments are allowed in all residential districts as a conditional use where there is not another similar development within 300 feet. However, because Union City currently (2008) has a multi-jurisdictional agreement, through Adobe Services, that accommodates Union City’s need for emergency shelters, the City is only required to identify a zone or zones where new emergency shelters are allowed with a conditional use permit.
HE-F.5	As appropriate, the City shall create a partnership with the Alameda County Housing Authority to build affordable senior housing on scattered sites throughout the community and implement the provisions of the affordable housing ordinance.	--	In working with other non-profits to develop affordable senior housing in the past 5 years, it has become apparent that targeted rather than random siting is crucial for successful senior housing projects. Economies of scale and location near amenities are also critical factors. Nonetheless, the City will look at this program as more of an ongoing one, with the discussion of senior housing development as part of an overall discussion between the City and the Housing Authority to develop affordable housing in Union City.
HE-G.1	The City shall continue to post and distribute information on currently available weatherization programs.	--	Through the City’s Housing Rehabilitation Program, information on available weatherization programs is coordinated with rehabilitation efforts. Union City’s recently formed Green Action Team is reviewing ways to implement further outreach regarding weatherization programs throughout the entire community as part of an overall effort to conserve energy. Union City is working with neighboring cities to share and provide information on programs such as this, along with other green/energy conservation innovations.

**TABLE 9-51**  
**EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

Union City  
2002

Program		Objective	Evaluation
HE-G.2	<p>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:</p> <ul style="list-style-type: none"> <li>• Street and driveway design</li> <li>• Lot pattern and configuration</li> <li>• Siting of buildings</li> <li>• Landscaping</li> <li>• Solar access</li> </ul>	--	<p>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 requires developers to follow the regulations pertaining to energy conservation under State law. The City also encourages, but does not require energy conservation measures concerning street/driveway design, lot pattern and configuration, siting of buildings, landscaping, and solar access. In 2006, Union City adopted a Green Building and Landscaping Practices Ordinance to: incorporate green measures into design, construction, demolition, renovation, operation, and maintenance of buildings and landscaping within the city. City staff is currently in the process of developing a residential “green” building ordinance, to be completed in 2009 which will expand upon the Green Building and Landscaping Practices adopted in 2006.</p>
HE-G.3	<p>The City should develop energy efficiency and energy conservation design guidelines to help developers and homeowners identify possible options to improve the energy efficiency of their projects. The guidelines should be updated annually to ensure they continue to reflect current technologies and practices.</p>	--	<p>The final direction from the City Council regarding the program presented in HE-G.2 will dictate the direction and timing of this program.</p>
HE-G.4	<p>The City should develop design standards to allow energy self-sufficiency and generation projects. The standards should reflect acceptable project impacts by zoning code designation and should be updated annually to ensure they continue to reflect current technologies and practices.</p>	--	<p>The final direction from the City Council regarding the program presented in HE-G.2 will dictate the direction and timing of this program.</p>
HE-G.5	<p>The City shall analyze and implement a program to reduce the City’s energy consumption by 5 percent over the base year 2001.</p>	--	<p>Union City is currently in the process of implementing a program to reduce the City’s energy consumption. The City’s program is called the “Climate Action Plan”, and once a month a Climate Action Plan meeting is held where representatives from different departments discuss ways to reduce the City’s energy consumption. In 2007, the City adopted Green Building Standards for public buildings.</p>

**TABLE 9-51  
EVALUATION OF UNION CITY 2002 HOUSING ELEMENT IMPLEMENTATION MEASURES**

**Union City  
2002**

<b>Program</b>		<b>Objective</b>	<b>Evaluation</b>
HE-H.1	The City shall issue an RFQ to develop a mixed-use residential/commercial project between D Street E Street, 2 <sup>nd</sup> Street and Mission Boulevard.	--	The City/Agency has issued a refined RFP for the project to more adequately meet market conditions. Staff has met with developers to discuss development of the site, however current market conditions have slowed down the process.

## **APPENDIX A: REFERENCES**

### **Reports and Documents**

Alameda County Water District. December 15, 2005. Urban Water Management Plan 2006-2010.

### **Agencies and Persons Contacted**

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### **Websites**

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Union Sanitary District. <http://www.unionsanitary.com>. January 2009



## **APPENDIX B: 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?

*Regarding reasonable accommodation as it relates to building permits, the City enforces the requirements of the 2007 California Codes (Building Codes) relative to the Americans with Disabilities Act (ADA), which allows the building official to make interpretations of the Building Code with respect to reasonable accommodation. The City Building Division has standardized application forms that individuals with disabilities can use to apply for reasonable accommodation. These forms were developed and published by the California Building Officials Association.*

*Within one year of adoption of the Housing Element, the Planning Division will institute a procedure for handling requests for reasonable accommodations as it relates to development standards stipulated in the Zoning Ordinance.*

- Describe the process for requesting a reasonable accommodation.

*An individual requesting a reasonable accommodation will be provided the relevant application form by Building Division staff. When the application is filled out completely and submitted to the Building Division, the building official will review the application and respond in written form.*

- 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?

*As stated above, the City has implemented a process for reasonable accommodations as it relates to the Building Codes.*

- 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 of Union City, working jointly with other member cities of the Alameda County HOME Consortium, is in the process of updating its Analysis of Impediments (AI). This analysis is scheduled to be completed by December 2009.*

- 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 special needs housing. However, within one year of adoption of the Housing Element, the City will institute a procedure for handling requests for reasonable accommodations pursuant to fair housing laws.*

- Does the locality restrict the siting of group homes? How does this affect the development and cost of housing?

*The City limits the establishment of group homes within certain zoning districts. There does not appear to be an impact on the development or cost of housing from the City's limitations on the establishment of group homes.*

- What zones allow group homes other than those residential zones covered by State law? Are group homes over six persons also allowed?

*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.*

- 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 and 2007 Building 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?

## Union City

### Housing Element Appendices

*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 2007 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 Building Codes adopted by the City allows us to provide reasonable accommodations to individuals with disabilities.*

## APPENDIX C: GLOSSARY

**Acre:** a unit of land measure equal to 43,650 square feet.

**Acresage:** 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 multi-family 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:** Multi-family 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.

## Union City Housing Element Appendices

**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. Under Government Code Section 65915, a housing development that provides 20 percent of its units for lower income households, or ten percent of its units for very low-income households, or 50 percent of its units for seniors, is entitled to a density bonus and other concessions.

**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, Multi-family:** 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.

**Elderly Household:** As defined by HUD, elderly households are one- or two- member (family or non-family) households in which the head or spouse is age 62 or older.

**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.

## Union City Housing Element Appendices

**Family:** (1) Two or more persons related by birth, marriage, or adoption [U.S. Bureau of the Census]. (2) Two to six unrelated individuals living together as a bona fide housekeeping unit, not including a fraternity, sorority, club, hotel, lodging house, or institution of any kind.

**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 upper 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. Thus, household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

**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 multi-family 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.

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**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.

**Multi-family 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.

**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

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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 provides 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 provides 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 requires 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.

**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, handicapped, 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.

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**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.

**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.

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## INTRODUCTION

Since its 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 73,000 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 2002, the adoption date of the last Housing Element, the City has encountered a number of new and ongoing challenges, including: the housing bubble bursting, a significant national recession, a number of foreclosures, very low vacancy rates, and shortages for low income senior housing and large rental units. Therefore, achieving the goal of decent and reasonably priced housing in pleasant neighborhoods has become more difficult. 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 and income groups, and lifestyles. Consequently, the City must expand effective housing programs and pursue and test new approaches to providing necessary housing within the context of limited public resources and a shrinking land supply.

## GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

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 seven goal statements. Under each goal statement, the element sets out policies that amplify the goal statement. Implementation programs are listed at the end of each subsection and describe briefly the proposed action, the City agencies or departments with primary responsibility for carrying out the program, and the time frame for accomplishing the program. Several of the implementation programs also have quantified objectives listed.

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 time frame for its accomplishment. The time frame indicates the calendar year in which the activity is scheduled to be completed. These time frames are general guidelines and may be adjusted based on City staffing and budgetary considerations. Quantified objectives (where

## Union City Housing Element Policy Document

applicable to individual implementation programs) are the number of housing units that the City expects to be constructed, conserved, or rehabilitated.

- **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 a five-year time frame.

## A. New Construction

### Goal

Goal A. To provide for a broad range of housing types and densities to meet the needs of all Union City residents. *[Source: New Goal]*

### 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. *[Source: 2002 Housing Element, Policy HE-A.1.1]*

HE-A.2 The City shall strive to maintain an overall tenure ratio of 70 percent owner-occupied units to 30 percent renter-occupied units. *[Source: 2002 Housing Element, Policy HE-A.1.3]*

HE-A.3 The City shall continue to promote owner occupancy of both new and existing condominium units. *[Source: 2002 Housing Element, Policy HE-A.1.5]*

HE-A.4 As appropriate, the City shall continue to use redevelopment powers to acquire and assemble sites for residential development, while minimizing displacement of existing residents. *[Source: 2002 Housing Element, Policy HE-A.1.6]*

HE-A.5 The City shall continue to promote the expeditious processing and approval of residential projects that meet General Plan policy and City regulatory requirements. *[Source: 2002 Housing Element, Revised Policy HE-A.1.12]*

HE-A.6 The City shall continue to ensure that their policies, regulations, and procedures do not add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives. *[Source: 2002 Housing Element, Policy HE-A.1.13]*

HE-A.7 The City shall continue to provide information to the public and developers on approved residential projects and vacant land supply. *[Source: 2002 Housing Element, Policy HE-A.1.7]*

HE-A.8 The City shall encourage residential infill development on vacant and underutilized land within the city limits. *[Source: New Policy]*

HE-A.9 The City shall encourage the consolidation of parcels designated for multi-family residential development when it facilitates efficient development of the parcels. *[Source: 2002 Housing Element, Policy HE-A.1.28]*

HE-A.10 The City shall foster housing development on underutilized sites by giving priority to applicants who are developing new units on underutilized sites. *[Source: 2002 Housing Element, Policy HE-A.1.29]*

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HE-A.11 To create a balanced community, the City shall promote mixed-income neighborhoods by encouraging innovative design. *[Source: New Policy]*

HE-A.12 The City shall encourage the development of new mixed-use development projects as a means of increasing housing supply while promoting diversity and neighborhood vitality. *[Source: New Policy]*

### Implementation Programs

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. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Federal , State, and regional funds

**Quantified Objective:**

- N/A

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. *[Source: 2002 Housing Element, Revised Program HE-A.1]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing, update inventory annually

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

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. *[Source: 2002 Housing Element, Program HE-A.9]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-A.4 The City shall amend the CSMU designation/district in the General Plan and Zoning Ordinance to allow up to 135 units per acre. The City shall also amend the Neighborhood Commercial (CN) district to allow residential uses above ground floor commercial uses. *[Source: New Program]*

**Responsibility:**

- City Council, Planning Commission, Economic and Community Development Department

**Time Frame:**

- FY 2009-10

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

## ***B. Affordable Housing***

### **Goal**

Goal B. To encourage construction and maintenance of affordable housing in Union City. *[Source: New Goal]*

### **Policies**

HE-B.1 The City shall continue to promote programs that increase home ownership opportunities. *[Source: 2002 Housing Element, Revised Policy HE-A.1.22]*

HE-B.2 The City shall continue to provide support and financial assistance to first-time homebuyers. *[Source: New Policy]*

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- HE-B.3 The City shall strive to reduce the number of foreclosures by linking potential homebuyers with homebuyer education and counseling services. *[Source: New Policy]*
- HE-B.4 The City shall create new homeownership opportunities from existing foreclosed homes by continuing to work cooperatively with neighboring communities. *[Source: New Policy]*
- HE-B.5 The City shall continue to provide financial and regulatory incentives for the production of affordable housing. *[Source: New Policy]*
- HE-B.6 The City shall give priority to multi-family housing project applications that provide affordable housing on-site to ensure that they are expedited. *[Source: 2002 Housing Element, Policy HE-A.1.23]*
- HE-B.7 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. *[Source: 2002 Housing Element, Policy HE-A.1.19]*
- HE-B.8 Where feasible, the City shall ensure that low- and moderate-income housing is located within walking distance of public transit and services. *[Source: 2002 Housing Element, Revised Policy HE-A.1.4]*
- HE-B.9 The City shall encourage home builders to use multi-family designated land for the highest allowed density housing to make more efficient use of land and facilities and provide more affordable housing opportunities. *[Source: 2002 Housing Element, Revised Policy HE-A.1.2]*
- HE-B.10 The City shall continue to use State and Federal funding assistance, to the extent that these subsidies exist and are appropriate to Union City's needs, to develop affordable housing. *[Source: 2002 Housing Element, Policy HE-A.1.8]*
- HE-B.11 The City shall continue to implement the affordable housing ordinance. *[Source: 2002 Housing Element, Policy HE-A.1.24]*
- HE-B.12 As appropriate, the City shall continue the use of redevelopment funds to leverage other financial sources to develop affordable housing. *[Source: 2002 Housing Element, Policy HE-A.1.20]*
- HE-B.13 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. *[Source: 2002 Housing Element, Revised Policy HE-A.1.14]*
- HE-B.14 If below-market-rate units are included in a project pursuant to the density bonus program or other local, state, or federal requirements, the City shall require buyer/renter eligibility screening and resale/rent controls for a period of 25 to 55 years, depending on

the funding source, to maintain affordability of the units to originally targeted income groups. *[Source: 2002 Housing Element, Policy HE-A.1.17]*

- HE-B.15 The City shall continue to work with local nonprofit organizations and the Alameda County Housing Authority to acquire and bank properties for the development of affordable housing. *[Source: 2002 Housing Element, Revised Policy HE-A.1.21]*
- HE-B.16 The City shall continue to require that all new City multi-family revenue bond-supported housing projects make at least 20 percent of the total number of units available for very low- and low-income households either through agreements giving Section 8 certificate or voucher holders priority or through control of rents. *[Source: 2002 Housing Element, Policy HE-A.1.9]*
- HE-B.17 The City shall support the Alameda County Housing Authority in securing additional units of publicly-owned housing in Union City, as appropriate. *[Source: 2002 Housing Element, Revised Policy HE-A.1.10]*
- HE-B.18 The City shall support the continued use of Section 8 rent certificates and vouchers by Union City residents. *[Source: 2002 Housing Element, Policy HE-A.1.11]*
- HE-B.19 The City shall monitor the status of projects with expiring affordability covenants and contact owners concerning their plans to continue or opt out of the programs. *[Source: 2002 Housing Element, Policy HE-A.1.30]*
- HE-B.20 The City shall strive to preserve as many assisted, at-risk units as possible, given the availability of funding. *[Source: 2002 Housing Element, Program HE-A.5]*
- HE-B.21 The City shall support and facilitate the construction of secondary dwelling units on single family designated and zoned parcels as a means of proving affordable housing. *[Source: 2002 Housing Element, Policy HE-A.1.27]*
- HE-B.22 The City shall increase public awareness of affordable housing in the community and educate the public regarding the myths and realities of multi-family housing and affordable housing. *[Source: 2002 Housing Element, Revised Policy HE-E.1.4]*
- HE-B.23 The City shall ensure that information on affordable housing programs is readily available throughout the city. *[Source: 2002 Housing Element, Revised Policy HE-A.1.25]*

**Implementation Programs**

HE-B.1           The City shall continue its Down Payment Assistance Program for first-time homebuyers. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Community Development Block Grant, Redevelopment set-aside funds, HOME

**Quantified Objective:**

- Assist 50 first-time homebuyers

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. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- FY 09-10

**Funding:**

- Federal NSP funds

**Quantified Objective:**

- N/A

HE-B.3           The City shall continue to implement the Affordable Housing Ordinance. *[Source: 2002 Housing Element, Program HE-A.18]*

**Responsibility:**

- City Council, Planning Commission, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- Construct 70 very low income units, 100 low income units, and 90 moderate income units.

HE-B.4 As appropriate, the City shall continue to participate with Alameda County in the administration of the Mortgage Credit Certificate (MCC) program. *[Source: 2002 Housing Element, Program HE-A.8]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Redevelopment set-aside funds

**Quantified Objective:**

- Assist 15-20 moderate-income households with home purchases. For purposes of establishing quantified objectives, these are considered affordable units that are being conserved for moderate-income households.

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 housing as a permitted use in residential zoning districts;
- 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. *[Source: New Program]*

**Responsibility:**

- City Council, Planning Commission, Economic and Community Development Department

**Time Frame:**

- FY 10-11

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

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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.

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

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. *[Source: 2002 Housing Element, Program HE-A.5]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Redevelopment set-aside funds, In-lieu fees, HOME

**Quantified Objective:**

- Conserve 15 at-risk rental units for low-income households.

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. *[Source: 2002 Housing Element, Revised Program HE-A.3]*

**Responsibility:**

- City Council, Planning Commission, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- Construct 40 units for very low-income households and 60 units for low-income households.

HE-B.9 As appropriate, the City shall continue to partner with the Alameda County Housing Authority in the ongoing development of new affordable housing units. *[Source: 2002 Housing Element, Revised Program HE-A.6]*

**Responsibility:**

- City Council, Economic and Community Development Department, Alameda County Housing Authority

**Time Frame:**

- Ongoing

**Funding:**

- Redevelopment set-aside funds, In-lieu fees

**Quantified Objective:**

- Assist 3 vacant lots currently owned by the Alameda County Housing Authority to be developed as low income units.

# Union City

## Housing Element Policy Document

HE-B.10 As appropriate, the City shall continue to work with local nonprofit organizations and the Alameda County Housing Authority to acquire and bank properties for the development of affordable housing. *[Source: 2002 Housing Element, Revised Program HE-A.2]*

**Responsibility:**

- City Council, Economic and Community Development Department, Redevelopment Agency

**Time Frame:**

- Ongoing

**Funding:**

- Community Development Block Grant, Redevelopment set-aside funds, In-lieu fees, HELP (CHFA), HOME, Fannie Mae American Communities FUND (ACF)

**Quantified Objective:**

- N/A

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. *[Source: 2002 Housing Element, Program HE-A.11]*

**Responsibility:**

- City Council, Planning Commission, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Redevelopment set-aside funds

**Quantified Objective:**

- Conserve 528 rental units for very low income-households.

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. *[Source: 2002 Housing Element, Program HE-A.14]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- As needed

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

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. *[Source: 2002 Housing Element, Program HE-A.17]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- FY 10-11, ongoing

**Funding:**

- Redevelopment set-aside funds

**Quantified Objective:**

- N/A

HE-B.14 As appropriate, the City shall continue to use redevelopment funds and other appropriate financial resources to acquire four- and five-bedroom units. The City shall continue to work with Housing Authority to manage said units as appropriate. *[Source: 2002 Housing Element, Revised Program HE-A.10]*

**Responsibility:**

- City Council, Economic and Community Development Department, Redevelopment Agency

**Time Frame:**

- Ongoing

**Funding:**

- Redevelopment set-aside funds, HELP (CHFA)

**Quantified Objective:**

- N/A

HE-B.15 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. *[Source: 2002 Housing Element, Program HE-A.12]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Federal funds, Redevelopment set-aside funds

**Quantified Objective:**

- Conserve 15 rental units for 15 low-income households.

## Union City Housing Element Policy Document

HE-B.16 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. *[Source: 2002 Housing Element, Program HE-A.13]*

**Responsibility:**

- City Council, Economic and Community Development Department, Redevelopment Agency

**Time Frame:**

- Ongoing

**Funding:**

- Redevelopment set-aside funds

**Quantified Objective:**

- Construct 145 units for very low-income households.

HE-B.17 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](http://www.hcd.ca.gov)) for the listing of individuals and organizations interested in the first right of refusal program. *[Source: 2002 Housing Element, Revised Program HE-A.20]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-B.18 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 development, where appropriate. *[Source: 2002 Housing Element, Implementation Program HE-B.1]*

**Responsibility:**

- City Council, Planning Commission, Economic and Community Development Department, Redevelopment Agency

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-B.19 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. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-B.20 The City will support the efforts of local HUD approved counseling agencies in their homebuyer education, counseling and post purchase counseling, including default/foreclosure counseling efforts. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- FY 09-10, Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

## Union City Housing Element Policy Document

HE-B.21 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. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- FY 09-10

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-B.22 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. *[Source: 2002 Housing Element, Revised Implementation Program HE-E.3]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund, Community Development Block Grant funds

**Quantified Objective:**

- N/A

## C. Neighborhood Preservation/Housing Rehabilitation

### Goal

Goal C. To create and maintain healthy neighborhoods by improving the condition of the existing housing stock and providing for a variety of housing types, sizes, price ranges, and densities compatible with the existing character and integrity of residential neighborhoods. *[Source: New Goal]*

### Policies

HE-C.1 The City shall maintain and improve neighborhoods through the use of systematic code enforcement, regulatory measures, cooperative neighborhood improvement programs and other available incentives. The City shall focus on neighborhoods identified as high priority. *[Source: 2002 Housing Element, Policy HE-C.1.21]*

HE-C.2 The City shall allow for recreational uses, educational uses, faith organizations, and daycare and congregate living facilities in residentially-designated areas when they meet the standards for development that protect neighborhood character. *[Source: 2002 Housing Element, Policy HE-C.1.16]*

HE-C.3 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. *[Source: 2002 Housing Element, Policy HE-C.1.18]*

HE-C.4 The City shall seek to eliminate incompatible land uses or blighting influences from residential neighborhoods through targeted code enforcement and other available regulatory measures. *[Source: 2002 Housing Element, Policy HE-C.1.20]*

HE-C.5 The City shall continue to encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing. *[Source: 2002 Housing Element, Policy HE-C.1.1]*

HE-C.6 The City shall continue to use City and Redevelopment Agency rehabilitation and other programs as appropriate to arrest the deterioration of newer housing and neighborhoods that are already showing signs of deterioration before repair costs become excessive. *[Source: 2002 Housing Element, Policy HE-C.1.7]*

HE-C.7 As appropriate, the City shall maintain housing rehabilitation as a high priority for use of redevelopment funds and resources. *[Source: 2002 Housing Element, Policy HE-C.1.3]*

HE-C.8 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. *[Source: 2002 Housing Element, Policy HE-C.1.10]*

## Union City Housing Element Policy Document

- HE-C.9 The City shall strive to minimize the demolition of existing multi-family housing unless the unit is found to be substandard and unsuitable for rehabilitation. *[Source: 2002 Housing Element, Policy HE-C.1.11]*
- HE-C.10 As appropriate, the City shall use State and Federal funding assistance to the fullest extent these subsidies exist to rehabilitate housing. The City shall continue to give housing rehabilitation efforts high priority in the use of Community Development Block Grant funds. *[Source: 2002 Housing Element, Policy HE-C.1.2]*
- HE-C.11 The City shall continue to give priority in City and Redevelopment Agency housing rehabilitation programs to the Alvarado and Decoto areas while also encouraging use of the programs for eligible households citywide. *[Source: 2002 Housing Element, Policy HE-C.1.4]*
- HE-C.12 The City shall continue to promote the maintenance of rental housing consistent with City housing and building codes. *[Source: 2002 Housing Element, Policy HE-C.1.12]*
- HE-C.13 To maintain the affordable housing stock, the City shall continue to target its efforts to upgrade rental properties in the Decoto and Old Alvarado neighborhoods. *[Source: 2002 Housing Element, Revised Policy HE-C.1.17]*
- HE-C.14 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. *[Source: 2002 Housing Element, Revised Policy HE-C.1.6]*
- HE-C.15 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 shall be visually indistinguishable from market-rate units. *[Source: 2002 Housing Element, Policy HE-A.1.18]*
- HE-C.16 The City shall strive to raise and enforce current standards on all rental properties in the community. *[Source: 2002 Housing Element, Policy HE-C.1.13]*
- HE-C.17 The City shall continue to promote the maintenance of existing mobile home parks. *[Source: 2002 Housing Element, Policy HE-C.1.9]*
- HE-C.18 The City shall require that multi-family housing be designed for the safety and security of children, and provide amenities for children (e.g., playgrounds) within the complex. *[Source: 2002 Housing Element, Policy HE-C.1.27]*

## Implementation Programs

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. *[Source: 2002 Housing Element, Implementation Program HE-C.1]*

**Responsibility:**

- City Council, Redevelopment Agency, Economic and Community Development Department, Police Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund, Redevelopment set-aside funds, Community Development Block Grant funds

**Quantified Objective:**

- N/A

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. *[Source: 2002 Housing Element, Implementation Program HE-C.2]*

**Responsibility:**

- City Council, Economic and Community Development Department, Redevelopment Agency

**Time Frame:**

- Ongoing

**Funding:**

- Redevelopment set-aside funds, Community Development Block Grant funds

**Quantified Objective:**

- N/A

## Union City Housing Element Policy Document

HE-C.3 As appropriate, 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. *[Source: 2002 Housing Element, Implementation Program HE-C.3]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Redevelopment set-aside funds, Community Development Block Grant funds

**Quantified Objective:**

- N/A

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. *[Source: 2002 Housing Element, Revised Program HE-A.4]*

**Responsibility:**

- City Council, Economic and Community Development Department, Redevelopment Agency

**Time Frame:**

- Ongoing

**Funding:**

- Community Development Block Grant funds

**Quantified Objective:**

- Provide major rehabilitation assistance for 25 very low- and low-income ownership households; and minor rehabilitation assistance for 200 very low- and low-income households.

HE-C.5 The City shall apply to the California Housing Finance Agency (CHFA) for funding under the Multi-Family 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. *[Source: 2002 Housing Element, Revised Program HE-A.7]*

**Responsibility:**

- City Council, Economic and Community Development Department, Redevelopment Agency

**Time Frame:**

- FY 09-10; ongoing

**Funding:**

- California Housing Finance Agency (CHFA) funds

**Quantified Objective:**

- Provide supplemental funding to assist the rehabilitation of 20 very low-income rental units and 10 low-income rental units.

## ***D. Equal Opportunity Housing and Discrimination Prevention***

### **Goal**

Goal D. 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. *[Source: 2002 Housing Element, Revised Goal HE-E.1]*

### **Policies**

HE-D.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. *[Source: 2002 Housing Element, Policy HE-E.1.3]*

HE-D.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. *[Source: New Policy]*

HE-D.3 As appropriate, the City shall continue to support fair housing programs through the City's Community Development Block Grant Program. *[Source: 2002 Housing Element, Policy HE-E.1.1]*

HE-D.4 The City shall continue to support the State Fair Employment and Housing Commission's efforts to promote and enforce laws regarding unlawful discrimination in housing. *[Source: 2002 Housing Element, Revised Policy HE-E.1.2]*

**Implementation Programs**

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. *[Source: 2002 Housing Element, Revised Implementation Program HE-E.1]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Community Development Block Grant funds

**Quantified Objective:**

- N/A

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. *[Source: 2002 Housing Element, Revised Implementation Program HE-E.1]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Community Development Block Grant funds

**Quantified Objective:**

- N/A

## ***E. Special Needs***

### **Goal**

Goal E. To provide a range of housing services to meet the needs of households with special needs within the city. *[Source: 2002 Housing Element, Goal HE-F.1]*

### **Policies**

- HE-E.1 The City shall encourage the development of housing for elderly, disabled, and low-income households where compatible with surrounding land uses and where site conditions and service capabilities permit. Sites considered especially appropriate for these uses are those accessible to transit, commercial, and medical services. *[Source: 2002 Housing Element, Policy HE-F.1.6]*
- HE-E.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. *[Source: 2002 Housing Element, Policy HE-F.1.2]*
- HE-E.3 As required by State law, the City shall continue to make sites readily accessible for development of emergency shelter and transitional housing. *[Source: 2002 Housing Element, Revised Implementation Program HE-F.4]*
- HE-E.4 The City shall ensure that public transit services are provided at or near senior housing. *[Source: 2002 Housing Element, Policy HE-F.1.8]*
- HE-E.5 As appropriate, the City shall encourage the development of senior housing on scattered sites throughout the city. *[Source: 2002 Housing Element, Revised Policy HE-F.1.10]*
- HE-E.6 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. *[Source: New Policy]*
- HE-E.7 The City shall ensure that information on assisted living programs is readily available throughout the city. *[Source: 2002 Housing Element, Revised Policy HE-A.1.25]*
- HE-E.8 The City shall continue to promote the development of larger units, both ownership and rental, to accommodate the housing needs of Union City's larger average family sizes. The City shall encourage the development of 5-bedroom single-family units and 3- and 4-bedroom multi-family units. *[Source: 2002 Housing Element, Policy HE-F.1.5]*
- HE-E.9 The City shall ensure equal access to housing by providing reasonable accommodation for individuals with disabilities. The City shall provide a process for individuals with disabilities to make requests for reasonable accommodation in regard to relief from the

various land use, zoning, or building laws, rules, policies, practices, and/or procedures of the City. *[Source: New Policy]*

HE-E.10 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. *[Source: New Policy]*

HE-E.11 The City shall support alternative housing types and living arrangements to serve the needs of persons with disabilities who are unable to live on their own. *[Source: New Policy]*

HE-E.12 As appropriate, the City shall partner with community and non-profit organizations to provide health, housing, educational and other social services. *[Source: 2002 Housing Element, Policy HE-F.1.11]*

### **Implementation Programs**

HE-E.1 The City shall continue to review present programs to assess their adequacy in meeting the special needs of young families, large families, and the elderly (e.g., transit, day care, medical facilities). *[Source: 2002 Housing Element, Implementation Program HE-F.1]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-E.2 The City shall continue to work with developers to encourage the inclusion of 5-bedroom units in new single-family developments and 3- and 4-bedroom units in new multi-family developments. *[Source: 2002 Housing Element, Revised Implementation Program HE-F.2]*

**Responsibility:**

- City Council, Planning Commission, Economic and Community Development Department

**Time Frame:**

- Ongoing.

**Funding:**

- General Fund

**Quantified Objective:**

- Between 5 and 10 percent of new single-family units approved should have 5 bedrooms and between 15 and 20 percent of new multi-family units approved should have 3 or 4 bedrooms.

HE-E.3 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. *[Source: 2002 Housing Element, Implementation Program HE-F.3]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Community Development Block Grant funds

**Quantified Objective:**

- Assure the provision of assistance to approximately 50 Union City residents annually.

## Union City Housing Element Policy Document

HE-E.4 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. *[Source: 2002 Housing Element, Revised Implementation Program HE-F.5]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- Redevelopment set-aside funds, In-lieu-fees, HOME, State and Federal funding

**Quantified Objective:**

- N/A

HE-E.5 The City shall assist senior housing developers find appropriate locations within Union City that are close to shopping and public transportation. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-E.6 The City shall monitor the demand for senior housing to ensure that their needs are being met on an ongoing basis. *[Source: 2002 Housing Element, Policy HE-F.1.4]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-E.7 The City shall establish a reasonable accommodation procedure for providing exception in zoning and land use regulations for housing for persons with disabilities. *[Source: New Program]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- FY 10-11

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-E.8 The City shall create a public information brochure on reasonable accommodation for disabled persons and provide that information on the City's website. *[Source: New Program]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- FY 10-11

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-E.9 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. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- FY 10-11

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-E.10 Where practical and feasible, the City shall assist developers in securing additional funding that may be necessary to achieve higher levels of adaptability/accessibility. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- As needed

**Funding:**

- HUD Section 811 program (revised Section 202 Program), Supportive Housing Demonstration Program

**Quantified Objective:**

- N/A

## ***F. Energy Conservation***

### **Goal**

Goal F. To encourage energy efficiency and appropriate weatherization in all new and existing housing. *[Source: 2002 Housing Element, Goal HE-G.1]*

### **Policies**

HE-F.1 The City shall continue to promote the use of energy conservation features construction, site planning, and design of all new residential structures. *[Source: 2002 Housing Element, Revised Policy HE-G.1.1]*

HE-F.2 The City shall promote the use of weatherization programs (including programs operated by PG&E) for existing residential units, especially among low-income households. *[Source: 2002 Housing Element, Policy HE-G.1.2]*

HE-F.3 As appropriate, the City shall implement State energy efficient standards. *[Source: 2002 Housing Element, Policy HE-G.1.3]*

HE-F.4 The City should encourage the increased use of renewable energy. *[Source: 2002 Housing Element, Policy HE-G.1.4]*

HE-F.5 The City should promote an increase in the energy efficiency of new and existing housing beyond minimum State requirements. *[Source: 2002 Housing Element, Policy HE-G.1.5]*

HE-F.6 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. The City shall ensure that the location and type of tree are carefully selected so that solar access is not compromised. *[Source: 2002 Housing Element, Policy HE-G.1.6]*

- HE-F.7 The City should encourage the use of water efficient landscaping, such as Bay Area friendly landscaping and xeriscaping. *[Source: 2002 Housing Element, Policy HE-G.1.7]*
- HE-F.8 The City should work with local utility companies to promote energy efficiency. *[Source: 2002 Housing Element, Policy HE-G.1.8]*
- HE-F.9 When feasible, the City should encourage new developments to be sited to respond to climatic conditions, such as solar orientation, wind, and shadow patterns. *[Source: 2002 Housing Element, Policy HE-G.1.9]*
- HE-F.10 The City shall require the use of energy efficient and energy conserving design and construction techniques in all types of projects (including new construction and remodeled and rehabilitated structures). *[Source: 2002 Housing Element, Policy HE-G.1.10]*
- HE-F.11 The City shall support the use of renewable energy sources, such as solar, in residential, structures. *[Source: 2002 Housing Element, Revised Policy HE-G.1.13]*
- HE-F.12 The City shall create energy conservation standards for all new residential construction that exceed existing Title 24 standards. *[Source: New Policy]*

### Implementation Programs

- 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. *[Source: 2002 Housing Element, Revised Implementation Program HE-G.1]*

**Responsibility:**

- Economic and Community Development Department, Green Action Team

**Time Frame:**

- Ongoing

**Funding:**

- Community Development Block Grant funds

**Quantified Objectives:**

- N/A

# Union City

## Housing Element Policy Document

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. *[Source: 2002 Housing Element, Revised Implementation Program HE-G.2]*

**Responsibility:**

- City Council, Economic and Community Development Department, Public Works Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objectives:**

- N/A

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. *[Source: 2002 Housing Element, Revised Implementation Program HE-G.3]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Ongoing

**Funding:**

- General Fund

**Quantified Objectives:**

- N/A

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. *[Source: 2002 Housing Element, Revised Implementation Program HE-G.4]*

**Responsibility:**

- Economic and Community Development Department

**Time Frame:**

- Annually

**Funding:**

- General Fund

**Quantified Objectives:**

- N/A

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. *[Source: 2002 Housing Element, Revised Implementation Program HE-G.5]*

**Responsibility:**

- City Council, All City departments

**Time Frame:**

- FY 09-10

**Funding:**

- General Fund

**Quantified Objectives:**

- Reduce the City's greenhouse gas emission by 30 percent below 2005 levels by the year 2020.

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. *[Source: New Program]*

**Responsibility:**

- City Council, Economic and Community Development Department

**Time Frame:**

- FY 09-10

**Funding:**

- General Fund

**Quantified Objectives:**

- N/A

## ***G. Implementation Monitoring***

### **Goal**

Goal G. To ensure that Housing Element programs are implemented on a timely basis and progress of each program is monitored and evaluated annually. *[Source: New Goal]*

### **Policies**

HE-G.1 The City shall continually work to improve the day-to-day implementation of Housing Element programs. *[Source: New Policy]*

### **Implementation Programs**

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. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department, Redevelopment Agency

**Timeframe:**

- Biannually

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

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. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Timeframe:**

- Annually

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

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. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department

**Timeframe:**

- Annually

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

HE-G.4 The City shall continue to revise the Redevelopment Agency Five-Year Implementation Plan to be consistent with the 2009 Housing Element. *[Source: New Program]*

**Responsibility:**

- Economic and Community Development Department, Redevelopment Agency

**Timeframe:**

- FY 09-10

**Funding:**

- General Fund

**Quantified Objective:**

- N/A

## 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. Since Union City has already met its RHNA for the 2007-2014 planning period, the City has established a target for the maximum number of housing units for each income category that can be constructed, rehabilitated, and conserved over a five-year time period based on available resources (see Table 9-1).

**TABLE 9-1**  
**SUMMARY OF QUANTIFIED OBJECTIVES**

Objective Category/Program	Extremely Low, Very Low	Low	Mod.	Above-Mod.	Total
<b>HE-B.1</b> Down Payment assistance to 50 first-time homebuyers		50			<b>50</b>
<b>HE-B.3</b> Construction of 70 very low income units, 100 low income units, and 90 moderate income units.	70	100	90	--	<b>260</b>
<b>HE-B.4</b> Assist 15-20 moderate-income households with home purchases. For purposes of establishing quantified objectives, these are considered affordable units that are being conserved for moderate-income households. <sup>2</sup>	--	--	15 to 20	--	--
<b>HE-B.7</b> Conservation of 15 at-risk rental units for low-income households.	--	15	--	--	<b>15</b>
<b>HE-B.8</b> Construction of 40 units for very low-income households and 60 units for low-income households.	40	60	--	--	<b>100</b>
<b>HE-B.9</b> Assist the Alameda County Housing Authority in its goal of developing 3 vacant lots as low income units <sup>1</sup> .	--	3 vacant lots	--	--	--
<b>HE-B.11</b> Conservation of affordable rental units for 528 very low-income households.	528	--	--	--	<b>528</b>
<b>HE-B.15</b> Conservation of affordable rental units for 15 low-income households.	--	15	--	--	<b>15</b>
<b>HE-B.16</b> Construction of 145 units for very low-income households.	145	--	--	--	<b>145</b>
<b>HE-C.4</b> Major rehabilitation assistance for 25 very low- and	25		--	--	<b>225</b>

**TABLE 9-1**  
**SUMMARY OF QUANTIFIED OBJECTIVES**

Objective Category/Program	Extremely Low, Very Low	Low	Mod.	Above-Mod.	Total
low-income ownership households. Minor rehabilitation assistance for 200 very low- and low-income households.	200				
<b>HE-C.5</b> Supplemental funding to assist the rehabilitation of 20 very low-income rental units and 10 low-income rental units.	20	10	--	--	<b>30</b>
<b>HE-E.2</b> Between 5 and 10 percent of new single-family units approved should have 5 bedrooms and between 15 and 20 percent of new multi-family units approved should have 3 or 4 bedrooms.	--	--	--	--	--
<b>HE-E.3</b> Assure the provision of assistance to approximately 50 (homeless) Union City residents annually. <sup>3</sup>	<b>50</b>	--	--	--	--
<b>HE-F.5</b> Reduce the City's energy consumption by 5 percent over the base year 2009.	--	--	--	--	--
<b>TOTAL</b>	<b>853</b>	<b>475</b>	<b>105-110</b>	--	<b>1,368</b>

<sup>1</sup> Number of units will be based on site size and density. Not included in the total.

<sup>2</sup> Represents number of households, not units. Not included in the total.

<sup>3</sup> Represents number of homeless persons, not units. Not included in total.