

Assessment of Current and Projected Housing Need

LEVEL OF PAYMENT VERSUS ABILITY TO PAY

Income Characteristics

For the year 2003, HUD's definition of annual median income is \$76,600 for a household of four in the Oakland PMSA.³ Very low-income (to 50% of median) for a household of four in the Oakland PMSA is \$40,050, and low-income (to 80% of median) is \$64,100. In the ten-year span between 1990-2000, HUD's estimates of median income for the county increased by \$20,000, or 42%. Despite these increases, and increases in the amount of general assistance, disability, and minimum wage, in general incomes have not kept pace with the cost of living, especially as housing costs have risen dramatically.

The self-sufficiency standard (SSS) is a measure used to document the costs of living that families of different sizes must meet to move out of poverty. It calculates the amount of money working adults need to meet their basic needs without subsidies of any kind. Unlike the federal poverty standard, this standard takes into account the costs of living as they vary both by family types and geographic location.

The SSS calculation includes childcare, food, transportation, medical care, clothing and miscellaneous, taxes and tax credits. Calculating the level of wages that will be necessary for families in different locales to survive will assist policymakers and others to design better welfare policies and workforce development programs. This standard can be used to assess whether welfare employment training programs increase recipients' earnings enough to create a path out of poverty. It can also help policy makers understand the impact of eliminating support services such as childcare subsidies, transportation or MediCal.

The SSS for the Oakland PMSA for 2000 shows that, among single parents, those with an infant and a preschool-age child need to earn more than \$23 per hour in order to afford the high cost of living in the East Bay without government subsidy. This translates into approximately \$49,000 per year, or 75% of median income for a family of three. The following table highlights the income needed for various family types for the Oakland PMSA.

Self-Sufficiency Wage, Oakland PMSA, 2000

Self-Sufficiency Wage	Adult +							
	Adult	Adult + Infant	Adult + Pre-school	Adult + Infant + Pre-school	Adult + Teenage	Adult + Infant + Pre-school + Teenage	2 Adults + Infant + Pre-school	2 Adults + Pre-school + Teenage
Hourly	\$7.98	\$15.92	\$17.02	\$23.05	\$14.34	\$31.49	\$12.39	\$11.12
Monthly	\$1,404	\$2,802	\$2,996	\$4,057	\$2,524	\$5,542	\$4,361	\$3,915
Annually	\$16,843	\$33,622	\$35,954	\$48,688	\$30,283	\$66,500	\$52,328	\$46,976

Source: Californians for Economic Self-Sufficiency, 2000

³According to the US Census Bureau, a primary metropolitan statistical area (PMSA) falls within metropolitan areas of more than 1 million people in it. PMSAs consist of a large urbanized county or cluster of counties that demonstrate very strong internal economic and social links, in addition to close ties to other portions of the larger area. When PMSAs are established, the larger area of which they are component parts is designated a consolidated metropolitan statistical area (CMSA).

Metropolitan statistical areas (MSAs) are relatively freestanding MAs and are not closely associated with other MAs. Nonmetropolitan counties typically surround these areas.

When comparing the income characteristics of various racial/ethnic composition of the County, a disproportionate percentage of households of people of color were found in the lower income categories in 1990. For example, Whites had the highest percentage of households above moderate income (62%), while only 34% of African Americans were in this income category. At the other end of the spectrum, 42% of African American households earned less than 50% of median income in 1990, whereas only 18% of Whites were at this level. Countywide, 25% of households were in the very low-income category, while 54% were above moderate income. The following table shows race/ethnicity by household income levels.

Race/Ethnicity by Income Level, Alameda County, 1990

Ethnicity	Total Households	% of Total Households	% Extremely Low Income (0-30% MFI)	% Other Very Low Income (31-50% MFI)	% Total Very Low Income (0-50% MFI)	% Low Income (51-80% MFI)	% Moderate Income (81-95% MFI)	% Above Moderate Income (95%+ MFI)
African American	84,116	18%	27%	15%	42%	15%	9%	34%
Asian/Pacific Islander	54,737	11%	16%	11%	27%	12%	8%	54%
Hispanic	50,135	10%	14%	14%	29%	17%	10%	45%
Native American	2,441	1%	16%	13%	29%	13%	10%	48%
White	287,972	60%	9%	9%	18%	11%	8%	62%
TOTAL	479,401	100%	14%	11%	25%	13%	8%	54%

Source: 1990 Census

Homeownership Housing Costs

As noted throughout this Housing Element, the cost of housing in Alameda County has risen dramatically in the past years, making it difficult for lower income people to find housing that is affordable to them.⁴ The National Association of Home-builders reports that California cities have the lowest homeowner affordability rates in the country, defined as the percentage of homes affordable to the median income family. Despite the high median incomes, especially in the Bay Area, few can afford the cost to purchase a home. The Oakland MSA, of which Alameda County is a part, ranks 171st out of 177 areas nationally in terms of affordability. The following table illustrates these rankings for selected MSAs in California.

⁴Affordable housing is typically defined as housing for which the occupants spend no more than 30% of their monthly income to rent or own the unit. Although "affordable housing" can theoretically mean housing that is affordable to any income group, including those in the highest income categories, in general it refers to housing that is affordable to lower-income groups.

Housing Affordability Index, Selected California MSAs, 2000

Location	% of Homes Affordable to Median Income	2000 Median Income	Median Sales Price	National Affordability Rank
San Francisco	5.7%	\$74,900	\$505,000	177
Santa Cruz-Watsonville	8.7%	\$61,700	\$371,000	176
San José	13.0%	\$87,000	\$448,000	174
Santa Rosa	13.8%	\$58,100	\$287,000	173
OAKLAND	23.5%	\$67,600	\$310,000	171
San Diego	24.6%	\$53,700	\$235,000	169
Vallejo-Fairfield-Napa	24.9%	\$53,300	\$220,000	168
Stockton-Lodi-Tracy	30.2%	\$45,400	\$182,000	161
Los Angeles-Long Beach	34.8%	\$52,100	\$205,000	156
Orange County	36.1%	\$69,600	\$267,000	155
Sacramento	46.7%	\$52,900	\$175,000	140
Modesto	47.7%	\$43,900	\$142,000	138
Yolo	48.3%	\$54,900	\$179,000	136
Riverside-San Bernardino	50.8%	\$47,400	\$148,000	129
Fresno	51.7%	\$37,600	\$114,000	128
NATIONAL	58.4%	\$50,200	\$147,000	

Source: National Association of Homebuilders, 2000

In May 2001, DataQuick (a real estate statistical service) reported that despite recent concerns with the economy, the housing market was still strong. Of the nine Bay Area Counties, Alameda ranked the fifth most expensive in terms of median sales price, following Marin, San Francisco, San Mateo and Santa Clara Counties. The following table highlights the median sales price of all housing sold by County.

Median Sales Price by County, Bay Area, May 2001

County	Median Sales Price
Alameda	\$372,250
Contra Costa	\$300,750
Marin	\$554,000
Napa	\$285,000
San Francisco	\$551,000
San Mateo	\$520,000
Santa Clara	\$470,000
Solano	\$226,500
Sonoma	\$310,000

Source: DataQuick, 2001

The following tables illustrate the rise in median home prices for various jurisdictions in the County. The first table shows that median prices for single-family homes have increased as much as 78% in the last two years, as was the case in Dublin. Fremont, Hayward, Livermore Newark, San Leandro and Union City have all seen single-family home prices increase more than 50% during this time period. The second table shows the increases in condominium median sales prices for the same jurisdictions.

Single-Family Median Home Prices, Selected Alameda County Cities, 1999-2001

Jurisdiction	Jan-99	Jan-00	Jan-01	Percentage Change, 1999-2000	Percentage Change, 2000-2001	Percentage Change, 1999-2001
Castro Valley	\$279,000	\$340,000	\$400,000	21.9%	17.6%	43.4%
Dublin	\$253,000	\$335,000	\$450,000	32.4%	34.3%	77.9%
Fremont	\$310,000	\$355,000	\$474,500	14.5%	33.7%	53.1%
Hayward	\$189,950	\$260,000	\$310,000	36.9%	19.2%	63.2%
Livermore	\$246,000	\$278,000	\$400,000	13.0%	43.9%	62.6%
Newark	\$265,000	\$320,000	\$400,100	20.8%	25.0%	51.0%
Pleasanton	\$385,000	\$440,000	\$560,000	14.3%	27.3%	45.5%
San Leandro	\$195,000	\$257,000	\$309,000	31.8%	20.2%	58.5%
San Lorenzo	\$209,950	\$298,670	\$299,000	42.3%	0.1%	42.4%
Union City	\$249,950	\$319,000	\$420,000	27.6%	31.7%	68.0%

Source: Bay East Association of Realtors, January 2001

Although condo prices experienced some decreases between 1999 and 2000, prices generally have risen dramatically since 2000, rising as much as 97% (Fremont) between 1999 and 2001. With the exception of San Lorenzo, which had no condo sales in January 2001, every jurisdiction shown above experienced an increase of more than 40% between 1999 and 2001.

Condominium Median Home Prices, Selected Alameda County Cities, 1999-2001

Jurisdiction	Jan-99	Jan-00	Jan-01	Percentage Change, 1999-2000	Percentage Change, 2000-2001	Percentage Change, 1999-2001
Castro Valley	\$225,000	\$187,000	\$335,000	-16.9%	79.1%	48.9%
Dublin	\$226,000	\$269,000	\$360,000	19.0%	33.8%	59.3%
Fremont	\$163,000	\$221,450	\$321,000	35.9%	45.0%	96.9%
Hayward	\$166,000	\$175,000	\$232,500	5.4%	32.9%	40.1%
Livermore	\$165,000	\$180,000	\$272,000	9.1%	51.1%	64.8%
Newark	\$175,000	\$186,500	\$296,000	6.6%	58.7%	69.1%
Pleasanton	\$205,000	\$335,000	\$310,000	63.4%	-7.5%	51.2%
San Leandro	\$153,500	\$149,950	\$230,000	-2.3%	53.4%	49.8%
San Lorenzo	\$129,500	\$150,000	N/A	15.8%	N/A	N/A
Union City	\$158,000	\$194,000	\$230,000	22.8%	18.6%	45.6%

Source: Bay East Association of Realtors, January 2001

Rental Housing Costs

The high housing costs place a particularly heavy burden on renters, whose incomes have generally not kept pace with rising rents in the area. According to REALFACTS (a database publisher specializing in multi-family rental markets), average rents in Alameda County increased by 17.5% between September 1999 and September 2002. The increase between 1997 and 2002 was even greater, at 34.6%. The following table shows these increases.

Percentage Change in Average Rent by Unit Type, Alameda County, 1997 – 2002

Unit Size	Dec. 97	Sept. 99	Sept. 02	Change, 1999-2002	Change, 1997-2002
Studio	\$664	\$752	\$954	26.9%	43.7%
1BR 1 bath	\$828	\$942	\$1,117	18.6%	34.9%
2BR 1 bath	\$923	\$1,057	\$1,248	18.1%	35.2%
2BR 2 bath	\$1,118	\$1,283	\$1,504	17.2%	34.5%
3BR 2 bath	\$1,235	\$1,430	\$1,736	21.4%	40.6%
ALL	\$942	\$1,079	\$1,268	17.5%	34.6%

Source: REALFACTS, 2002

Eden Information and Referral (“I & R”), a nonprofit housing agency that tracks available rental units in the East Bay, reported in January of 2001 that rents for units in Eden’s database average as much as \$2,500 for a four-bedroom apartment. The following table illustrates this trend.

Average Rent of Available Units by Unit Type, Alameda County, January 2001

Unit Size	Rent
Studio	\$863
1 BR	\$1,069
2 BR	\$1,214
3 BR	\$1,793
4 BR	\$2,534

Source: Eden I and R, January 2001

According to an informal survey by *Apartment Owners News*, rents on a two-bedroom apartment in 2000 ranged between \$895 and \$1,500 per month in Hayward; \$1,390 and \$2,200 in Newark; \$1,375 and \$1,725 in Union City; and \$875 and \$2,125 in Fremont. Vacancies were in the 5% to 6% range.

The following table compares the Fair Market Rent with average rents in 1999 for Alameda County. Fair Market Rents (FMRs) are estimates, prepared by the US Department of Housing and Urban Development, of the rent plus utilities that would be required to rent privately owned, decent, safe, and sanitary rental housing of a modest nature with suitable amenities. The calculation of FMRs is based on information from the 1990 Census, housing surveys, and the CPI for housing. The rent figures do not necessarily reflect current asking rents, but rather the upper limits of rents that can be used in the negotiations for Section 8 contracts and other similar rent subsidy programs.

The difference between FMRs and Eden I and R’s average rents of available units from above illustrates the ongoing problem of the need for increased housing subsidies. As the gap between HUD FMRs and rents in the County widen, there are fewer and fewer landlords who will accept Section 8 vouchers and certificates.

Monthly Fair Market Rent versus Average Rents of Available Units by Unit Type, Alameda County, 2001

Unit Size	FMR	Market Rent	Difference	FMR as Percentage of Market
Studio	\$761	\$863	\$102	88.2%
1BR	\$921	\$1,069	\$148	86.2%
2BR	\$1,155	\$1,214	\$59	95.1%
3BR	\$1,583	\$1,793	\$210	88.3%
4BR	\$1,891	\$2,534	\$643	74.6%

Source: HUD Information Bulletin, February 2001, and Eden I and R, January 2001

Since 2001, the FMRs have risen dramatically, illustrating the ongoing crisis in housing costs. The following table shows that FMRs have increased more than 60% in some cases between 2001 and federal fiscal year 2003, which begins October 1, 2002.

Comparison of Fair Market Rents, Alameda County, 2001 and 2003

Unit Size	2001 FMR	2003 FMR	Difference	Percentage Change, 2001-2003
Studio	\$567	\$905	\$338	62.7%
1BR	\$686	\$1,095	\$409	62.6%
2BR	\$861	\$1,374	\$513	62.7%
3BR	\$1,076	\$1,883	\$807	57.1%
4BR	\$1,181	\$2,249	\$1,068	52.5%

Source: HUD Information Bulletin, October 2002

Construction Cost

Escalating land prices and construction costs due to a high demand for housing are major contributors to the increasing cost of housing in the County. The major impediment to the production of more housing is the lack of available land, with cost of labor is also a factor. A study by the RS Means Company in 1998 showed that California cities have the highest construction cost indices in the nation. Means ranks construction markets according to the cost of labor and materials against a national average represented by the number 100. Indices higher than 100 indicate an expensive construction market. The following table shows the major California construction markets' rankings. Alameda County is included as part of the Oakland construction market.

California Construction Markets, 1998

MSA	Labor Index	Materials Index	Total Index	Rank
San Francisco	139	110.7	124	178
San Jose	132	109.9	121	176
Oakland	129	109.5	119	175
Vallejo	129	105.4	117	174
Sacramento	116	106.7	111	167
Los Angeles	118	104.9	111	167
Modesto	115	105.9	110	160
Stockton	115	105.8	110	159
Long Beach	117	102.9	110	155
Fresno	114	105.2	109	152
Santa Barbara	115	104.5	109	152
Riverside	114	104.5	109	152
Santa Ana	115	102.3	108	150
San Diego	110	104.5	107	148

Note: Only cities or MSAs with a population of 200,000 or above are included. Average index for the USA is 100. Source: RS Means 1998 Construction Cost Indices

HOUSING NEEDS OF LOWER-INCOME HOUSEHOLDS

Where possible, data are presented in this section on the Unincorporated Areas of the County to provide a comprehensive understanding of the housing issues facing families outside of incorporated areas. From this information, it will be possible to develop plans and programs to address these needs.

Housing Problems

Census data from 1990 show that about 37% of the Unincorporated Area's total households had housing problems, defined as overcrowding, overpayment for housing cost, substandard conditions, or any combination of these three factors.⁵ By contrast, about 41% of the households in the County as a whole had housing problems in 1990. Although 2000 Census data are not yet available at this level of detail, it is expected that the percentage of households in the Unincorporated Areas with housing problems will be greater than it was in 1990, given the variety of housing data and anecdotal information provided as part of this Housing Element.

The following table shows that the percentage of households in 1990 with a housing problem declined significantly the higher the household income. Extremely low-income (defined as 0-30% of median family income) had the highest rates of housing problems (71.7%), while very low-income households as a whole (0-50% of median family income) also had very high rates of housing problems (67.4%) in 1990. Households at moderate incomes and above (95%+ MFI) had significantly lower rates (22.4%). Overall, about 37% of households in the Unincorporated Areas of the County experienced housing problems.

⁵Overpayment – or cost burden – is the extent to which gross housing costs, including utilities, exceeds 30% of gross household income. Severe overpayment is when these costs exceed 50% of gross household income.

Percentage of Households with Housing Problems by Income Group, Unincorporated Alameda County, 1990

	Total Households with Housing Problems	Total Households	% with Housing Problems
0-50% of MFI	6,559	9,738	67.4%
0-30% of MFI	3,484	4,860	71.7%
31-50% of MFI	3,075	4,878	63.0%
51-80% of MFI	3,491	6,852	50.9%
81-95% of MFI	1,506	4,193	35.9%
95%+ of MFI	6,180	27,609	22.4%
TOTAL	17,736	48,392	36.7%

Source: 1990 Census

If one compares rates of housing problems by tenure, a more extreme picture emerges. Renter households had significantly higher percentages of housing problems by income than did owners in 1990. For example, the percentage of very low-income owners with housing problems was 41.3%, while the percentage of very low-income renters with housing problems was more than twice that amount (86.6%). Again, the figures improved as incomes increase, but renters still lagged far behind owners. Of all renters, 48.1% had housing problems, compared with 29.3% of owners. The following table illustrates this trend.

Percentage of Households with Housing Problems by Income Group and Tenure, Unincorporated Alameda County, 1990

	Renter Households with Housing Problems	Total	% Renters with Housing Problems	Owner Households with Housing Problems	Total	% Owners with Housing Problems
0-50% of MFI	4,851	5,604	86.6%	1,708	4,134	41.3%
0-30% of MFI	2,477	3,010	82.3%	1,007	1,850	54.4%
31-50% of MFI	2,374	2,594	91.5%	701	2,284	30.7%
51-80% of MFI	2,420	3,626	66.7%	1,071	3,226	33.2%
81-95% of MFI	772	1,984	38.9%	734	2,209	33.2%
95%+ of MFI	1,013	7,599	13.3%	5,167	20,010	25.8%
TOTAL	9,056	18,813	48.1%	8,680	29,579	29.3%

Source: 1990 Census

In addition to income level and tenure, housing problems also impact various household types, such as the elderly, small families, and large families.⁶ The following tables compare the rates of housing problems for each of these groups by income and by tenure.

⁶Elderly households are defined as households in which the primary householder is 62 years of age or older. Small families are defined as households with between two and four persons. Large families are defined as households with more than five persons.

Percentage of Households with Housing Problems by Income Group, Tenure, and Household type, Unincorporated Alameda County, 1990

	Renter				Owner			
	Total	Elderly	Small	Large	Total	Elderly	Small	Large
0-50% of MFI	86.6%	80.3%	96.7%	100.0%	41.3%	32.3%	63.5%	71.0%
0-30% of MFI	82.3%	76.4%	101.2%	100.0%	54.4%	48.9%	81.9%	71.3%
31-50% of MFI	91.5%	86.4%	91.8%	100.0%	30.7%	18.8%	53.3%	70.8%
51-80% of MFI	66.7%	68.7%	57.9%	79.1%	33.2%	13.5%	53.3%	71.6%
81-95% of MFI	38.9%	45.4%	29.5%	86.2%	33.2%	5.8%	38.2%	59.0%
95%+ of MFI	13.3%	11.5%	10.8%	46.1%	25.8%	6.3%	26.9%	37.8%
TOTAL	48.1%	65.5%	44.6%	77.4%	29.3%	16.0%	30.8%	46.6%

Source: 1990 Census

This table shows that, although elderly owners had in general lower percentages of housing problems in 1990, elderly renters sometimes had significant housing problems, especially the lower income groups. Large households also had significant problems, both in terms of renters and owners. Additional detail on the types of housing problems experienced by households in the Unincorporated Areas is described below.

Overcrowding

The definition of overcrowding depends upon the type of housing assistance program and source of funding involved. For the purposes of this discussion, the federal Census definition of more than two persons per room will be used. Countywide, 7.8% of households were overcrowded in 1990; renters were overcrowded at a rate of 12.0%, while owners were overcrowded at 4.3%.

In the Unincorporated Areas, a similar picture emerges. About 5% of households were overcrowded in 1990, with approximately equal percentages distributed among the various income groups, except for the 95%+ income category, with a overcrowding rate of 3.3%.

Percentage of Households that are Overcrowded by Income Group, Unincorporated Alameda County, 1990

	Total Overcrowded Households	Total Households	% Overcrowded
0-50% of MFI	724	9,738	7.4%
0-30% of MFI	363	4,860	7.5%
31-50% of MFI	361	4,878	7.4%
51-80% of MFI	439	6,852	6.4%
81-95% of MFI	323	4,193	7.7%
95%+ of MFI	912	27,609	3.3%
TOTAL	2,398	48,392	5.0%

Source: 1990 Census

Discrepancies begin to appear when reviewing the same data broken down by tenure. Although the rate of overcrowding among renters was relatively small in 1990 (8.9%), it was more than three-and-a-half times the rate for owners (2.4%). Furthermore, when the data are presented by income category, it is clear that a greater number of very low-

income renter households were overcrowded. As many as 11.9% of renter households were overcrowded, specifically in the 0-50% of MFI category. The table below illustrates these differences.

**Percentage of Households that are Overcrowded by Income Group and Tenure,
Unincorporated Alameda County, 1990**

	Over- crowded Renter Households		% Over- crowded Renters	Over-crowded Owner Households		% Over- crowded Owners
		Total			Total	
0-50% of MFI	669	5,604	11.9%	55	4,134	1.3%
0-30% of MFI	344	3,010	11.4%	19	1,850	1.0%
31-50% of MFI	325	2,594	12.5%	36	2,284	1.6%
51-80% of MFI	366	3,626	10.1%	73	3,226	2.3%
81-95% of MFI	199	1,984	10.0%	124	2,209	5.6%
95%+ of MFI	443	7,599	5.8%	469	20,010	2.3%
TOTAL	1,677	18,813	8.9%	721	29,579	2.4%

Source: 1990 Census

Breaking down the data even further, one can see that the incidence of overcrowding was primarily felt among large households in 1990. Sixty percent of large renter households and 17% of large owner households were considered overcrowded. The elderly as a group did not experience significant overcrowding, because by definition these households have a maximum of two persons living together. Interestingly, although overcrowding for both renters and owners in large households tended to drop the higher the income, there was a significant increase in overcrowding among large households between 81 and 95% of median family income. In fact, the greatest percentage of overcrowding among large owner households occurred in the 81-95% income category (33.2%).

**Percentage of Households that are Overcrowded by Income Group, Tenure, and
Household type, Unincorporated Alameda County, 1990**

	Renter				Owner			
	Total	Elderly	Small	Large	Total	Elderly	Small	Large
0-50% of MFI	11.9%	0.0%	12.7%	70.7%	1.3%	0.0%	1.9%	21.8%
0-30% of MFI	11.4%	0.0%	13.0%	79.4%	1.0%	0.0%	0.0%	21.8%
31-50% of MFI	12.5%	0.0%	12.3%	63.4%	1.6%	0.0%	2.9%	21.7%
51-80% of MFI	10.1%	0.0%	8.8%	59.2%	2.3%	0.0%	2.1%	13.1%
81-95% of MFI	10.0%	0.0%	7.4%	77.4%	5.6%	0.0%	3.1%	33.2%
95%+ of MFI	5.8%	2.3%	5.4%	41.7%	2.3%	0.0%	1.4%	15.5%
TOTAL	8.9%	0.4%	8.2%	60.0%	2.4%	0.0%	1.6%	17.4%

Source: 1990 Census

Cost Burden/Overpayment Above 30% of Income

Cost burden – also known as overpayment for housing – is a significant problem for many Alameda County residents, especially as the housing market continues to heat up. As housing becomes increasingly scarce, people are required to spend more and more of their income for housing. In Alameda County, 36.5% of all households spent more than 30% on housing costs in 1990, and in the Unincorporated Areas of the

County, 33.4% of households were overpaying for housing in 1990. As could be expected, the lower income groups had significant numbers of households paying more than 30%. Very low-income households had an overpayment rate of 40.4%, while low-income households' overpayment rate was 47.0%. The following table reflects these figures.

Percentage of Households Paying More than 30% of Gross Income on Housing by Income Group, Unincorporated Alameda County, 1990

	Total Households Paying 30%+	Total Households	% Paying 30%+
0-50% of MFI	6,428	9,738	40.4%
0-30% of MFI	3,455	4,860	40.4%
1-50% of MFI	2,973	4,878	40.4%
51-80% of MFI	3,219	6,852	47.0%
81-95% of MFI	1,222	4,193	29.1%
95%+ of MFI	5,318	27,609	19.3%
TOTAL	16,187	48,392	33.4%

Source: 1990 Census

Renter households in the Unincorporated Areas of the County tended to pay more of their income for housing than owners in 1990: 43.0% of renters paid more than 30% of gross income for housing, while 27.4% of owners paid this amount. Broken down by income, it is evident that lower-income renters had more problems with overpayment than did owners in the same income groups. For example, while 84.9% of very low-income renters paid more than 30% on housing costs, only 40.4% of very low-income owners paid more than 30%.

Percentage of Households Paying More than 30% of Gross Income on Housing by Income Group and Tenure, Unincorporated Alameda County, 1990

	Renter Households Paying 30%+	Total	% Paying 30%+	Owner Households Paying 30%+	Total	% Paying 30%+
0-50% of MFI	4,756	5,604	84.9%	1,672	4,134	40.4%
0-30% of MFI	2,461	3,010	81.8%	994	1,850	53.7%
31-50% of MFI	2,295	2,594	88.5%	678	2,284	29.7%
51-80% of MFI	2,202	3,626	60.7%	1,017	3,226	31.5%
81-95% of MFI	571	1,984	28.8%	651	2,209	29.5%
95%+ of MFI	555	7,599	7.3%	4,763	20,010	23.8%
TOTAL	8,084	18,813	43.0%	8,103	29,579	27.4%

Source: 1990 Census

The last chart in this series articulates the percentage of households by housing type, income and tenure that paid more than 30% of income on housing costs in 1990. It shows clearly the substantial problem lower income households faced when paying for housing. Fully 91% of very low-income large households paid too much for housing. Interestingly, the percentage of large renter households paying more than 30% dropped significantly with increasing income – only 5.8% of large renter households at 95%+ of median income had a cost burden, whereas 25.5% of large owner households in this same category had a cost burden.

**Percentage of Households Paying More than 30% of Gross Income on Housing by
Income Group, Tenure, and Household type, Unincorporated Alameda County, 1990**

	Renter				Owner			
	Total	Elderly	Small	Large	Total	Elderly	Small	Large
0-50% of MFI	84.9%	79.2%	86.6%	91.1%	40.4%	32.3%	62.6%	54.9%
0-30% of MFI	81.8%	76.4%	84.5%	93.5%	53.7%	48.9%	81.9%	56.3%
31-50% of MFI	88.5%	83.7%	88.9%	89.0%	29.7%	18.8%	52.0%	53.8%
51-80% of MFI	60.7%	68.7%	53.2%	41.1%	31.5%	13.0%	51.0%	67.1%
81-95% of MFI	28.8%	40.1%	22.1%	12.6%	29.5%	5.8%	36.0%	37.8%
95%+ of MFI	7.3%	6.9%	5.0%	5.8%	23.8%	5.4%	25.8%	25.5%
TOTAL	43.0%	63.7%	37.8%	45.5%	27.4%	15.5%	29.6%	34.2%

Source: 1990 Census

Overpayment: 2000 Census Data

Although 2000 Census data are not yet available to the level of detail shown above, the data that has been released so far shows that, overall, the percentage of Unincorporated Area households paying more than 30% of their income on housing costs has decreased slightly from 1990 to 2000. This reflects a drop (from 42.0% in 1990 to 38.4% in 2000) in renter households paying more than 30%, and an increase (from 27.4% in 1990 to 30.0% in 2000) in owner households paying more than 30%. The following table shows the overall cost burden information for each jurisdiction in Alameda County in 2000.

**Percentage of Households with a Cost Burden More than 30% of Household Income,
Alameda County, 2000**

Jurisdictions	Owned Units	Number Overpaying	Percentage Overpaying
Alameda	12,085	3,417	28.3%
Albany	2,795	912	32.6%
Berkeley	15,869	4,504	28.4%
Dublin	5,655	1,890	33.4%
Emeryville	283	130	45.9%
Fremont	40,429	12,276	30.4%
Hayward	19,797	6,359	32.1%
Livermore	17,759	5,489	30.9%
Newark	8,304	2,585	31.1%
Oakland	52,960	17,112	32.3%
Piedmont	3,364	976	29.0%
Pleasanton	15,880	4,703	29.6%
San Leandro	16,373	4,549	27.8%
Union City	11,500	3,597	31.3%
Unincorporated	28,120	8,430	30.0%
TOTAL	251,173	76,929	30.6%

Source: 2000 Census

The following table shows the same information for each place in Unincorporated Alameda County in 2000.

**Percentage of Households with a Cost Burden More than 30% of Household Income,
Unincorporated Alameda County, 2000**

Place	Owner Units	Number Overpaying	Percentage Overpaying
Ashland	2,276	777	34.1%
Castro Valley	13,856	3,941	28.4%
Cherryland/Fairview	3,931	1,282	32.6%
San Lorenzo	5,782	1,649	28.5%
Remainder	2,275	781	34.3%
TOTAL	28,120	8,430	30.0%

Source: 2000 Census

Cost Burden/Overpayment Above 50% of Income

Households that spend more than 50% of total income for housing costs are considered severely cost burdened. An analysis of these households show that, in total, households in the lowest income categories are often severely cost burdened. For example, in 1990 about 56% of extremely low-income households (0-30% of median family income) paid more than 50% of their income for housing (2000 Census data are not yet available for 50% cost burden). The following table illustrates this information.

**Percentage of Households Paying More than 50% of Gross Income on Housing by
Income Group, Unincorporated Alameda County, 1990**

	Total Households Paying 50%+	Total Households	% Paying 50%+
0-50% of MFI	4,196	9,738	43.1%
0-30% of MFI	2,741	4,860	56.4%
31-50% of MFI	1,455	4,878	29.8%
51-80% of MFI	713	6,852	10.4%
81-95% of MFI	225	4,193	5.4%
95%+ of MFI	551	27,609	2.0%
TOTAL	5,685	48,392	11.7%

Source: 1990 Census

Reviewing the same data by tenure shows that renter households below 50% of median family income were substantially more likely to pay more than 50% of their income on housing in 1990. Owners, on the other hand, did not appear to pay over 50% of income as often as renters, even at the lower incomes.

**Percentage of Households Paying More than 50% of Gross Income on Housing by
Income Group and Tenure, Unincorporated Alameda County, 1990**

	Renter			Owner		
	Households Paying 50%+	Total	% Paying 50%+	Households Paying 50%+	Total	% Paying 50%+
0-50% of MFI	3,201	5,604	57.1%	995	4,134	24.1%
0-30% of MFI	2,120	3,010	70.4%	621	1,850	33.6%
31-50% of MFI	1,081	2,594	41.7%	374	2,284	16.4%
51-80% of MFI	233	3,626	6.4%	480	3,226	14.9%
81-95% of MFI	18	1,984	0.9%	207	2,209	9.4%
95%+ of MFI	7	7,599	0.1%	544	20,010	2.7%
TOTAL	3,459	18,813	18.4%	2,226	29,579	7.5%

Source: 1990 Census

The last table in this series shows that, of renters and owners of various household types, by far the most impacted group in 1990 was large family renters earning between 0% and 30% of median family income, nearly 94% of whom paid more than 50% of their income for housing. As a group, renters earning less than 50% of median had significant difficulties with overpayment, regardless of household type. The least burdened group as a whole appears to be elderly owners, 6% of whom paid more than 50%.

**Percentage of Households Paying More than 50% of Gross Income on Housing by
Income Group, Tenure, and Household type, Unincorporated Alameda County, 1990**

	Renter				Owner			
	Total	Elderly	Small	Large	Total	Elderly	Small	Large
0-50% of MFI	57.1%	48.4%	57.2%	65.3%	24.1%	15.4%	49.7%	39.9%
0-30% of MFI	70.4%	58.4%	73.9%	93.5%	33.6%	25.9%	63.8%	51.7%
31-50% of MFI	41.7%	33.0%	39.6%	41.4%	16.4%	6.8%	42.0%	30.2%
51-80% of MFI	6.4%	11.3%	6.0%	0.0%	14.9%	3.5%	31.7%	24.8%
81-95% of MFI	0.9%	5.9%	0.0%	0.0%	9.4%	1.2%	9.7%	15.9%
95%+ of MFI	0.1%	0.0%	0.0%	0.0%	2.7%	1.0%	3.1%	2.7%
TOTAL	18.4%	32.1%	15.7%	23.9%	7.5%	6.1%	7.3%	9.5%

Source: 1990 Census

Units At Risk of Conversion to Market Rate

Units at risk of conversion are those units in which the restrictions, agreements or contracts to maintain the affordability of the units expire or are otherwise terminated. At expiration, units may revert to market rate, rendering them no longer affordable to the people living in them. Loss of affordability can occur at the termination of bond funding, the expiration of density bonuses, and other similar local programs.

Project-based Section 8 housing assistance -- new construction, moderate rehabilitation, or 221(d)(3) project with Section 8 contracts -- represents a contract between HUD and property owners that allows owners to offer units at below market rates to tenants in very low-income groups. By the year 2002, most of these contracts will have expired and will need to be renewed to keep these units affordable. Section 8

contracts are currently being renewed for one year at a time. Owners of below market rate developments can opt-out of the program or sell their properties and set rents at market upon completion of their Section 8 commitment. The loss of affordability is caused by the termination of low-income affordability requirements to which building owners agreed when they entered into HUD-subsidized mortgages.

Unless action is taken to preserve the affordability of units with expiring restrictions, they will usually convert to market-rate housing. Given the large unmet affordable housing needs in the County, even with the current supply of below-market rate rental housing, it is essential that the current supply be preserved. As developments opt-out, very low-income families will be facing an increasing risk of becoming homeless, doubling up in overcrowded conditions and/or paying precariously high percentages of their incomes for housing.

The County has determined that, within the Unincorporated Areas of the County, there are a total of 728 subsidized affordable units with expiring affordability restrictions between 2001 and 2061, of which 172 units' restrictions will expire during the life of this Housing Element (2001-2007). All of these units are considered at risk of conversion to market rate because these are owned by profit-motivated entities who will likely convert these units to market rents as soon as they are permitted to do so. The section entitled **Preservation of Subsidized Housing Units** contains detailed information about all of the developments in the Unincorporated Areas of the County with expiring affordability agreements or restrictions.

SPECIAL NEEDS

Large Households and Households Headed by Women

As shown in the tables above, many large lower- and moderate-income households have housing concerns that exceed those of other household types. Of the 480,079 households in 1990, 53,169 had five or more people, representing 11.1% of the total. The following table breaks down this information for the unincorporated places in the County. It shows that the vast majority of households (90.7%) in the Unincorporated Areas had four or fewer people in 1990. Of these small households, about 43% were living in Castro Valley. In contrast, of the 4,220 large households living in the Unincorporated Areas of the County in 1990, 20% lived in San Lorenzo.

Breakdown of Small and Large Households by Place, Unincorporated Alameda County, 1990

Place	# of Small Households (1-4 Persons)	% of Total Small Households	# of Large Households (5+ Persons)	% of Total Large Households
Ashland	6,227	15.2%	452	10.7%
Castro Valley	17,571	42.9%	1,471	34.9%
Cherryland	3,928	9.6%	406	9.6%
Fairview	2,709	6.6%	382	9.1%
San Lorenzo	6,499	15.9%	842	20.0%
Remainder	4,034	9.8%	667	15.8%
TOTAL UNINC.	40,968	100.0%	4,220	100.0%

Source: 1990 Census

Households headed by women often have special needs, including childcare and transportation concerns. Finding housing that is affordable to these families, especially when the mother cares for her children rather than works, is a considerable challenge. According to the 1990 Census, of the more than 269,000 households with children in Alameda County, about 21% had a single female at its head. In contrast, of the 25,261 households with children in the Unincorporated Areas of the County, only 15.3% are headed by single women. However, the rates for other jurisdictions vary significantly. For example, the following table shows that 30.1% of the households with children in Ashland are headed by a single woman, whereas only 8.6% of San Lorenzo's have a female head. Further, of the total number of households with female heads in the Unincorporated Areas, 30.4% are in Castro Valley, followed by 28.4% in Ashland.

Households with Children Headed by a Single Female by Place, Unincorporated Alameda County, 1990

Place	Female Householder with Children	Total Households with Children	% of Households with Female Head	% of Total Households with Female Head
Ashland	1,099	3,653	30.1%	28.4%
Castro Valley	1,179	10,078	11.7%	30.4%
Cherryland	508	2,412	21.1%	13.1%
Fairview	300	1,945	15.4%	7.7%
San Lorenzo	353	4,123	8.6%	9.1%
Remainder	437	3,050	14.3%	11.3%
TOTAL UNINC.	3,876	25,261	15.3%	100.0%

Source: 1990 Census

Welfare-to-Work

CalWorks families receiving assistance or working at low-wage jobs are unlikely to be able to rent housing on their own without paying a significant portion of their incomes for rent. High housing costs in the County leave low-income families attempting to move into the workforce with little money for the costs that often accompany employment, such as additional clothing and food costs, child care, and transportation to and from work.

Alameda County's CalWorks Needs Assessment of 2000 reported that 97% of respondents were residing in a home or apartment with an average length of stay of 3.8 years. Twenty-seven percent of respondents were not living in their own place and 7% were not paying rent. Nearly 20% of the respondents said that they had moved in with someone else during the past year in order to have a place to live. Six percent (6%) lived in transient housing or on the streets during the prior 12 months. Five percent (5%) of the respondents were evicted during the prior year. Only 1% of the respondents indicated receiving Section 8 housing. Fifteen percent (15%) each of African Americans and Whites had moved two or more times in the past year.

The average monthly cost for housing and utility expenses among all respondents was \$438. Approximately 14% of the sample spent \$700 or more for housing. Thirty-one

percent of the respondents reported needing assistance with paying their rent. Respondents were also asked about the presence of substandard housing. Nearly 75% of the respondents had only one or none of the housing problems listed. Thirteen percent reported two housing problems. The 13% reporting three or more problems were considered to be living in substandard housing. The following table illustrates these concerns.

Housing Problems of CalWorks Respondents, Alameda County, 2000

Type of Problem	Number	Percentage
Insect problem	87	17.2%
Smoke detectors missing or not working	71	14.0%
Plumbing problems	66	13.0%
Electrical problems	58	11.4%
Broken locks	49	9.7%
Rats or rodents	44	8.7%
Security bars do not open	44	8.7%
Holes in ceiling or floor	39	7.7%
Landlord not providing heat or hot water	28	5.5%
Lead paint	26	5.1%
Exposed wiring	24	4.7%
No housing problems	276	54.4%
One housing problem	105	20.7%
Two housing problems	65	12.8%
3-5 housing problems	51	10.1%
6 or more housing problems	15	3.0%

Source: Alameda County CalWorks Needs Assessment, February 2000

Elderly and Frail Elderly

The 1990 Census reported that there were 135,780 people aged 65 and older living in Alameda County. Fifty-eight percent (79,271) were aged 65 to 74. The California Department of Finance Projection for 2000 indicates that there are currently 159,519 people aged 65 and older living in Alameda County. This is a 12% increase of this population over ten years. Fifty-two percent (79,274) are between the ages of 65 and 74; 21% (32,565) are ages 75-79; 14% (21,255) are between 80 and 85 years old and 13% (19,444) people are over the age of 85.

When the senior population was analyzed in the 1990 Census by location in Alameda County, the data showed that North County had the majority of seniors (living in Alameda, Albany, Berkeley, Emeryville, Oakland and Piedmont) and tended to be older than in other parts of the County, with 35% of the seniors over the age of 75, compared to 29% in Central County (Hayward, San Leandro, and surrounding Unincorporated Areas), 25% percent in the South County (Fremont, Newark, Union City), and 27% in East County (Dublin, Livermore, Pleasanton).

The Alameda County Area Agency on Aging Plan 1997-2001 estimates that the number of seniors living in poverty is 29,821. The 1990 Census also reported that 22% (36,677) of the senior population in Alameda County was very low or extremely low-income. The analysis of senior incomes by ethnicity indicated that people of color were two to three times more likely to be very low and extremely low-income than White seniors. At the

very low and extremely low-income levels over 16,500 seniors had severe housing problems and were paying over 30% of their incomes towards housing costs.

The Alameda County Commission on Aging released a report (*Affordable Senior Housing Report of Recommendations and Actions*, December 1999, Legislative Advocacy Committee) that indicated 80% of seniors in Alameda County paid well in excess of 30% of their annual income in rent. The majority of assisted rental housing opportunities for the elderly comes from publicly sponsored Section 8 programs. The report found that market rents are continuing to rise and the number of available units diminishes since participating landlords are increasingly reluctant to renew Section 8 agreements that limit their ability to raise rents. There have been some reports of elderly who have been displaced to make room for those who can afford to pay higher rents. The death of a spouse or partner compounds the problem because the survivor often has reduced income without a reduction in rent. Many are faced with the choice of moving with limited housing choices or losing the ability to live independently.

Subsidized housing units for low-income elderly people within the County have significant waiting lists, which puts this population at risk of becoming homeless if they are unable to obtain affordable housing. The problem for many elderly lower income people is that they spend a large portion of their fixed income on housing, which leaves little money to pay for other life necessities, such as medical care and prescriptions, food, or transportation. For the disabled elderly population, the challenge of finding permanent housing with supportive services can be even greater.

Persons with Special Challenges

There are a wide variety of disabilities experienced by County residents, including mobility limitations or more acute physical disability, mental disability, substance abuse problems and/or HIV/AIDS. Each of these types of disabilities brings with it a myriad of needs, from specialized services to variations in accessibility needs. The discrimination faced by each of these groups differs as well, requiring a different response in order to overcome these issues.

The Technical Assistance Collaborative, Inc. and the Consortium for Citizens with Disabilities Housing Task Force recently published *Priced Out in 2000*, a national study of SSI (Social Security Administration's Supplemental Security Income Program) income and housing costs. In 2000, SSI provided an individual with a monthly income of \$692. Expressed as an hourly rate, the SSI monthly benefit is equal to an hourly wage of \$3.99 an hour -- almost \$2.00 below the minimum wage of \$5.75 an hour. Without affordable housing, people with disabilities will continue to live at home with aging parents, in homeless shelters, in institutions or nursing homes, or be forced into seriously substandard housing.

Physical Disabilities -- The 1990 Census indicates that the total population of adults (aged 18-64) in Alameda County with physical disabilities was 869,934. Approximately 6,000 of these people are institutionalized and 863,934 are not institutionalized. Five percent (67,788) were functionally impaired including 26,584 people over the age of 65. Of the functionally impaired population, there were 19,567 people who had a mobility

limitation only, 28,910 who had a self-care limitation only, and an additional 19,311 who had both limitations.

In 2000, the Housing Consortium of the East Bay – a nonprofit organization that promotes affordable, accessible housing options for persons with developmental disabilities – found that there are 2,150 adults within the HOME Consortium area who have developmental disabilities and are clients of the Regional Center of the East Bay (RCEB). Of this total, 364 live in their own unit; a large number of them pay more than 30% of their income for rent or live in substandard housing. A total of 750 live in various types of facilities such as Community Care Facilities (CCF) and Skilled Nursing Facilities (SNF). Some of these adults are requesting to live in their own places with support funded by the RCEB. A total of 944 live with a parent or legal guardian and an increasing number of people within this group are also requesting to live on their own with support.

Some individuals with physical disabilities require housing that is both affordable and adapted to their physical impairments. There is a significant need for supportive services in addition to housing, such as assistance with daily life activities, in-home assistance, and social services such as employment training, counseling, benefits advocacy, and independent living skills.

Mental Disabilities -- The Alameda County Department of Behavioral Health Care Services provides estimates on the number of people with mental disabilities in the County. The Department serves approximately 14,500 people a year that have severe and chronic mental disabilities that include the need for periodic psychiatric hospitalization and other types of 24-hour care. As of 2000, at least 73% of this population is housed. While 4% is estimated to be homeless at any given time, another 23% have an unknown living situation. The following table provides information regarding the types of housing situations these clients have experienced.

Alameda County Behavioral Health Care Services' Clients by Living Situation, 2000

Living Situation	Number	%
Alcohol or Drug Facility	60	0.4%
Board & Care Home	1,102	7.6%
Criminal Justice System	896	6.2%
Crisis Residential	487	3.4%
Foster Family	350	2.4%
Other	43	0.3%
Group Quarters	271	1.9%
Homeless	634	4.4%
Immediate Family	3,543	24.4%
Lives Alone	2,062	14.2%
Satellite Housing	431	3.0%
Single Room	242	1.7%
SNF/ICI/IMD	302	2.1%
Temporary	164	1.1%
Unknown	3,298	22.7%
With Relatives	234	1.6%
With Unrelated Persons	382	2.6%
Total	14,501	100.0%

Source: Alameda County Mental Health Board Homeless Task Force Ad Hoc Committee, February 2000

The majority of non-homeless mentally disabled people are consistently threatened with homelessness. Studies show that many mentally disabled people can live successfully in supported housing with adequate access to treatment and peer supports. There are presently only 35 Board and Care (B&C) homes with a total of 411 beds for the mentally disabled within the Consortium Area. Many of the homes that formerly housed the mentally disabled are now only serving the developmentally disabled.

Persons with Alcohol/Other Drug Addictions -- The Alameda County Behavioral Health Care Services Agency, Department of Alcohol and Drug Programs administer the count of admissions to substance abuse programs in the County during 1999. During this time period, a total of 8,188 people entered substance abuse programs; 30% of the individuals were either not in the labor force or were unemployed; and 30% had prior episodes and admission into the substance abuse programs. Of the total admissions, 1,943 were homeless at the time, while 6,245 were not homeless. Sixty-one percent (61%) of the non-homeless people were male. Individuals with alcohol and/or other drug additions may need supportive housing environments in which they can maintain their sobriety, have access to social and health services, and gain basic living skills to live independently. Increased availability of affordable, supportive transitional and permanent housing units is required to provide these individuals and their families a clean and sober life style as well as ongoing support and skill building to the recovering person and family members.

Persons with HIV/AIDS -- According to the Alameda County Public Health Department's AIDS Epidemiology Report, Alameda County, 1980-1999, there are 2,205 people living with AIDS in the County as of December 31, 1999. Seventy-four percent (74%) live in the North County (Alameda, Albany, Berkeley, Emeryville, Oakland and Piedmont), while 26% live in the South County (Castro Valley, Dublin, Fremont, Hayward, Livermore, Newark, Pleasanton, San Leandro, San Lorenzo, Sunol and Union City). The following table shows the distribution of HIV/AIDS cases throughout the County.

Persons with HIV/AIDS by Jurisdiction of Residence, Selected Alameda County Jurisdictions, 1999

Jurisdiction	# of Cases	% of Total Cases	Jurisdiction	# of Cases	% of Total Cases
Alameda	87	3.9%	Newark	24	1.1%
Albany	21	1.0%	Oakland	1,291	58.5%
Berkeley	193	8.8%	Piedmont	11	0.5%
Castro Valley	45	2.0%	Pleasanton	26	1.2%
Dublin	22	1.0%	San Leandro	122	5.5%
Emeryville	31	1.4%	San Lorenzo	19	0.9%
Fremont	98	4.4%	Sunol	2	0.1%
Hayward	157	7.1%	Union City	26	1.2%
Livermore	30	1.4%	TOTAL	2,205	100.0%

*Dublin cases total include inmates incarcerated in Santa Rita.
Source: Alameda County Public Health Department, June 2000

Estimating the number of people who are HIV positive is difficult, since many people are unaware of or do not reveal their HIV status until they have contracted AIDS. The Alameda County Multi-Year AIDS Housing Plan (April 1996) estimated that there were over 9,500 people living with HIV in Alameda County in 1995.

The Ryan White Planning Council (September 1999) found that homelessness remains an ominous and continual fact of life for most low-income people living with HIV and AIDS. The skyrocketing costs of rental housing in Alameda County, coupled with steadily decreasing vacancy rates, make a significant contribution to this problem. It is extremely difficult for low and moderate-income people with HIV and AIDS to secure permanent housing. Many individuals address this problem by moving in with friends or relatives, or by finding temporary congregate living situations, often with other people with HIV.

A Needs Assessment prepared by Harder+Company Community Research (December 1999) for the Oakland Eligible Metropolitan Area (Alameda and Contra Costa Counties) HIV Health Services found that one third of people living with HIV/AIDS live in unstable housing situations, either on the street, in a shelter, or in an institution. The largest proportion of people (approximately 70%) are either living in rental housing or own their own homes. The following table summarizes current living situations for people with HIV/AIDS.

Living Situations of People with HIV/AIDS, Alameda and Contra Costa Counties, 1988 and 1999

Living Situation	1988 Percentage	1999 Percentage
Owned Housing	7.2%	9.0%
Rental Housing	64.9%	61.2%
Lived with relatives/friends	11.0%	9.9%
Hotel/Motel	4.1%	6.9%
Transitional Housing	2.5%	5.6%
Homeless in emergency shelter	4.4%	4.1%
Homeless on street	1.9%	0.6%
Psychiatric Facility	0.3%	0.2%
Substance Abuse Facility	0.3%	1.1%
Other	2.8%	1.5%
Total	100.0%	100.0%

Source: Harder+Company Community Research, December 1999

Due to changes in treatment options and increased life expectancy, people living with HIV/AIDS are looking to return to work in increasing numbers. This has important ramifications for Alameda County, particularly in terms of an increased demand for affordable, long-term housing among people utilizing combination drug therapies, who are attempting to move from fully-subsidized, low-income housing environments, to self-sufficient, housing units in the county.

Homeless Persons and Families

Homelessness typically occurs because housing is not affordable or there is insufficient income to weather a personal crisis such as loss of employment or a family illness and continue to pay for housing. Mental disabilities, domestic violence, and alcohol or drug addiction and other problems are contributing factors. Lack of affordable housing, inadequate incomes, and insufficient access to social services are the core causes of homelessness. In addition, community, societal, and personal factors such as unemployment, domestic violence, substance abuse problems, physical disabilities and

mental disabilities continue to force many people onto the streets. Homeless people live in cars, parks, abandoned buildings, on the streets, in emergency shelters, doubled up with friends and family members, and in transitional and supportive housing.

The Alameda Countywide Homeless Continuum of Care Plan indicates there are an estimated 9,000 to 12,000 people homeless within Alameda County on any given night. Although two-thirds of this population identify Berkeley or Oakland as their place of residence, between 2,000 and 3,500 (23%) considered other jurisdictions within Alameda County as their primary place of residence before becoming homeless. Based on a range of between 9,000 and 12,000 homeless people, the distribution of homeless people in the county is estimated as follows:

Estimated Distribution of Homeless Persons in Alameda County, 1997

Area	Range		% of Total
	Low	High	
North County (Albany, Berkeley, Oakland, Emeryville, Piedmont, Alameda)	6,500	8,280	69%
<i>Oakland only</i>	5,000	6,360	53%
<i>Berkeley only</i>	1,100	1,440	12%
Mid County (San Leandro, Hayward, San Lorenzo, Castro Valley, other Unincorporated Areas)	1,500	1,920	16%
South County (Newark, Fremont, Union City)	1,100	1,440	12%
East County (Pleasanton, Livermore, Dublin, Santa Rita, Sunol, other incorporated areas)	300	360	3%
TOTAL	9,000	12,000	100%

Source: Alameda Countywide Homeless Continuum of Care Plan, April 1997

Other major findings from the Homeless Continuum of Care Plan include the following:

- The roughly 113,000 adults and children who live on Transitional Aid for Needy Families (TANF) or General Assistance (GA) are at risk of homelessness. Sixty-seven percent of Countywide GA cases and 55% of TANF cases are in Oakland.
- A key cause of Alameda County homelessness is the imbalance between the high cost of rental housing and incomes of the poorest residents (13% of all households have an income of below 30% of the area median income).
- Families account for between 30% and 49% of the County homeless population, although single adults represent a higher portion in the North County cities.
- About 38% to 48% of the homeless adult population suffers from alcohol or drug (AOD) problems, 22%-42% from mental illness, and 19% to 40% are dual diagnoses.
- Veterans make up about 34% of the County's homeless population.

Farm and Agricultural Workers

Determining the exact number of farmworkers – and their housing needs – is made all the more difficult by the seasonal nature of much of the work. Various studies have shown that farmworkers in California tend to have lower incomes, poorer health, and experience more substandard housing conditions than other lower-income workers.

Alameda County's farms include cropland as well as land devoted to the raising of cattle and other livestock. Of the approximately 13,000 acres of harvested cropland in 1997, 18% was devoted to wheat and 38% was devoted to hay, alfalfa or similar grain. Orchards accounted for 20% of the cropland harvested. A total of about 30,000 head of livestock were raised.

The Census provides basic data on "agricultural workers" in a given area -- though without the degree of specificity needed to accurately gauge the extent of their housing needs. Still, this information is useful as the context for farmworker housing needs. The following table shows that, since 1990, the County has experienced a significant reduction in the number of persons employed in Farming, Fishing or Forestry -- as much as 83% Countywide. However, these figures include workers in gardening centers and other categories of employment that do not really address the issues of farmworker housing (which is one reason why Oakland shows the largest number of "farming" employees). In the Unincorporated Areas, the number of employed persons dropped from about 880 persons to just 134 persons in 2000.

Change in the Number of Persons Employed in the Farming, Fishing or Forestry Occupations, Alameda County Jurisdictions, 1990-2000

Jurisdiction	1990 Number in Farming, Fishing or Forestry	2000 Number in Farming, Fishing or Forestry	Change, 1990 - 2000	% Change, 1990 - 2000
Alameda	198	59	-139	-70%
Albany	49	0	-49	-100%
Berkeley	637	70	-567	-89%
Dublin	90	8	-82	-91%
Emeryville	15	0	-15	-100%
Fremont	619	108	-511	-83%
Hayward	637	136	-501	-79%
Livermore	328	45	-283	-86%
Newark	148	17	-131	-89%
Oakland	1,974	338	-1,636	-83%
Piedmont	20	0	-20	-100%
Pleasanton	168	15	-153	-91%
San Leandro	260	69	-191	-73%
Union City	260	66	-194	-75%
Total Incorp.	5,403	931	-4,472	-83%
Ashland	51	17	-34	-67%
Castro Valley	254	57	-197	-78%
Cherryland	70	11	-59	-84%
Fairview	74	8	-66	-89%
San Lorenzo	123	13	-110	-89%
Remainder	302	28	-274	-91%
Total Uninc.	874	134	-740	-85%
TOTAL COUNTY	6,277	1,065		-83%

Source: US Census, 2000 and 1990

According to the most recent Census of Agriculture, the total number of hired farmworkers fell 12% between 1992 and 1997 in the County, the most recent date of this particular Census. During this same period, the percentage of farmworkers employed seasonally increased, while the percentage employed annually decreased.

Change in Employment Status of Farmworkers, Alameda County, 1992-1997

	1997	%	1992	%	Change, 1992- 1997	% Change
<i>Total Number of Hired Farm Workers</i>	1,160		1,321		-161	-12%
Worked More than 150 Days Per Year	489	42%	819	62%	-330	-40%
Worked Less than 150 Days Per Year	671	58%	502	38%	169	34%

Source: US Census of Agriculture, 1997

The US Bureau of Labor Standards provides information on farmworkers by type of farm and estimated income, including seasonal workers, although not by individual jurisdiction. In 2001, there were an estimated 65 “crop production” establishments Countywide, employing just 496 workers. The average salary of these individuals was estimated at \$395 per week, or just under \$10 per hour.

The County recognizes that these statistics, like those for the homeless, will not capture the universe of persons whose work is migratory and seasonal in nature. However, it is important to emphasize that the total number of persons in these categories is still quite small, especially in comparison with jurisdictions in the Central Valley.

To address the likely housing needs of the farmworking poor, the County adopted an ordinance that recognizes temporary agricultural caretaker dwellings as a permitted use rather than always requiring a Conditional Use Permit (CUP). In addition, the ordinance requires a Site Development Review process for new and continued occupancy of those dwellings within the “A” (Agriculture) District.

The County determined that the best mechanism to streamline the permit process for all permits requesting new or continued occupancy of a temporary agricultural caretaker units was to use the existing Site Development Review (SDR) process, combined with submittal of an Agricultural Caretaker Dwelling Report (ACDR). The ACDR is a simple checklist developed with the Alameda County Fire Department and agricultural community representatives that includes the SRA fire requirements and pertinent planning information such as: activity on the lot (ranching or dry farming, etc.), intensity (number of animals - horse, cattle, other), and compliance information for fire, health, grading, etc.

Significant advantages of the SDR process are: a) it is equitable; b) costs are minimal over time; c) a public hearing is optional; d) the application can be reviewed every five years, e) the application would retain the same application number throughout the life of the land use, thus “securing” the existing regulations in place.

Typical SDR conditions of approval for new caretaker dwellings would require the applicant to implement all requirements and obtain permits from the Fire Department, Building Inspection Department and Environmental Health Agency for private sewage

disposal system and potable water supply within a specific time frame. A copy of the ordinance is found in Appendix A.

PROJECTED HOUSING NEEDS

Employment Trends

The Cities of Berkeley, Hayward, Fremont and Oakland offer significantly more jobs than other jurisdictions in the County, in fact representing 62% of all jobs. Oakland alone accounts for 26% of Alameda County jobs.

A total of 153,860 new jobs are anticipated to be created in Alameda County between 2000 and 2010, as shown in the table below. The largest job growth is expected in Oakland (21,630 jobs), followed by Fremont (14,860). During this period, the highest growth rate is projected in the Cities of Alameda (35.6%), Union City (32.1%) and Dublin (30.1%).

In terms of jobs per employed resident, Emeryville has been the leader, with 4.65 jobs per employed resident in 2000, and, despite an expected decline to 3.89 by 2010, Emeryville will remain the leader. At the other extreme, Piedmont, Union City and Albany will continue to show jobs-per-employed-person ratios substantially less than 1.00.

Projected Job Growth by Jurisdiction, Alameda County, 2000-2010

Jurisdiction/ Place	Total Jobs 2000	Total Jobs 2010	Job Growth 2000- 2010		Jobs per Employed Resident	
				Rate	2000	2010
Alameda	27,160	36,830	9,670	35.6%	0.80	0.98
Albany	4,890	5,790	900	18.4%	0.59	0.64
Berkeley	77,200	81,500	4,300	5.6%	1.39	1.39
Dublin	21,870	28,450	6,580	30.1%	1.61	1.29
Emeryville	18,590	20,990	2,400	12.9%	4.65	3.89
Fremont	108,410	123,270	14,860	13.7%	1.00	1.02
Hayward	87,380	97,280	9,900	11.3%	1.29	1.30
Livermore	40,360	50,370	10,010	24.8%	1.03	1.02
Newark	18,670	21,610	2,940	15.7%	0.84	0.85
Oakland	193,950	215,580	21,630	11.2%	1.15	1.17
Piedmont	1,660	1,700	40	2.4%	0.32	0.31
Pleasanton	54,110	65,580	11,470	21.2%	1.48	1.43
San Leandro	54,230	57,390	3,160	5.8%	1.42	1.38
Union City	18,680	24,680	6,000	32.1%	0.56	0.63
Total	727,160	831,020	103,860	14.3%	1.14	1.16

Source: ABAG's *Projections 2002*

In the Unincorporated Areas of the County, the job growth is expected to increase by 7.8% over the next ten years, which is almost half the average for incorporated jurisdictions (14.3%). However, the jobs-per-capita ratio is expected to remain level during the same period, at about 0.38 jobs per person. Although the "Remainder" areas of the County will experience a declining jobs-to-employed-residents ratio, other locations within the Unincorporated Areas will see jobs-to-employed-residents ratio that remain consistently low.

Projected Job Growth by Place, Unincorporated Alameda County, 2000-2010

Place	Total Jobs 2000	Total Jobs 2010	Job Growth 2000- 2010	Rate	Jobs per Employed Resident	
					2000	2010
Ashland	5,160	5,520	360	7.0%	0.57	0.56
Castro Valley	10,280	11,180	900	8.8%	0.36	0.35
Cherryland/Fairview	2,870	3,130	260	9.1%	0.23	0.22
San Lorenzo	3,210	3,410	200	6.2%	0.32	0.32
Remainder	3,000	3,190	190	6.3%	1.22	0.80
Total	24,520	26,430	1,910	7.8%	0.39	0.38

Source: ABAG's *Projections 2002*

As a result of the economic climate following the bust of the dot-com industry and the events of September 11, 2001, unemployment rates have increased significantly through the spring of 2002. The following table shows unemployment for the jurisdictions of the County as of September 2002. Oakland has the highest number of unemployed people (19,620), as well as the highest percentage rate of unemployment (9.6%), which is higher than the Statewide average (6.4%). The lowest unemployment rate can be found in Piedmont and Pleasanton (1.7% and 1.6%, respectively). Countywide, the unemployment rate is approximately the same as the State as a whole (6.2%).

Unemployment Rates By Jurisdiction, Alameda County, May 2002

Jurisdictions	Labor Force	Employ- ment	Unemployment Number	Rate
Alameda	42,050	40,110	1,940	4.6%
Albany	9,990	9,680	310	3.1%
Berkeley	67,200	63,220	3,980	5.9%
Dublin	12,930	12,350	580	4.5%
Emeryville	4,170	3,910	260	6.2%
Fremont	113,730	108,690	5,040	4.4%
Hayward	66,980	62,640	4,340	6.5%
Livermore	36,940	35,310	1,630	4.4%
Newark	24,570	23,190	1,380	5.6%
Oakland	203,790	183,470	20,320	10.0%
Piedmont	6,020	5,920	100	1.7%
Pleasanton	34,960	33,830	1,130	3.2%
San Leandro	40,550	38,270	2,280	5.6%
Union City	32,890	31,330	1,560	4.7%
Unincorporated	70,130	65,980	4,150	5.9%
TOTAL	766,900	717,900	49,000	6.4%

Source: California Employment Development Department, Labor Market Information, 2002

Within the Unincorporated Areas, the overall unemployment rate is consistent with the Countywide and State totals (6.1%). However, Ashland has recently experienced an unemployment rate of 10.5% -- about the same as for the City of Oakland. The remainder areas of the County -- the largely non-urbanized areas -- have seen an unemployment rate of 5.1%.

Unemployment Rates By Jurisdiction, Unincorporated Alameda County, May 2002

Place	Labor Force	Employment	Unemployment Number	Unemployment Rate
Ashland	9,320	8,340	980	10.5%
Castro Valley	29,850	28,310	1,540	5.2%
Cherryland/Fairview	11,850	11,090	760	6.4%
San Lorenzo	11,270	10,800	470	4.2%
Remainder	7,840	7,440	400	5.1%
Total	70,130	65,980	4,150	5.9%

Source: California Employment Development Department, Labor Market Information, 2002

Although a significant number of new jobs are expected to be created in the County in the next few years, a large portion of them will be in low-wage service occupations. As shown in the following table, three of the ten occupations projected to have the highest number of openings in Alameda County during 1997-2004 have mean hourly wages of less than \$10. At the other end of the spectrum, five of the ten occupations have mean hourly wages well above moderate income. Only one occupation is expected to earn the worker close to median income (Computer Support Specialists). This trend indicates that job growth in the County is likely to increase the demand for affordable housing, including those in the moderate income ranges, and that the housing affordability situation for those currently housed is not likely to improve due to market forces during this period.

Largest-Growing Occupations, Alameda County, 1995-2002

Occupation	Openings	Mean Hourly Wage	Mean Annual Wage	% of Median Income	Income Category
Salespersons, Retail	8,800	\$11.47	\$23,858	46%	Very Low
Cashiers	8,280	\$9.53	\$19,822	38%	Very Low
General Managers/Top Executives	7,620	\$59.12	\$122,970	236%	Above MOD
General Office Clerks	7,090	\$13.31	\$27,685	53%	Low
Computer Programmers	6,380	\$32.60	\$67,808	130%	Above MOD
Electrical and Electronic Engineers	5,470	\$34.91	\$72,613	139%	Above MOD
Computer Support Specialists	4,500	\$23.20	\$48,256	92%	MOD
Waiters/Waitresses	4,390	\$7.18	\$14,934	29%	Extremely Low
Systems Analysts/Electronic Data Processors	3,970	\$35.10	\$73,008	140%	Above MOD
Combine Food Preparation and Service	3,830	\$8.40	\$17,472	33%	Very Low

Source: California Employment Development Department, 2002

Population Trends

According to ABAG's *Projections 2002*, the County's population is expected to grow 10.1% (145,159 persons) in the next ten years. As shown in the following table, the population of the County is projected to be almost 1.6 million in 2010. The table also shows population growth by individual jurisdiction in the County. Between 2000 and 2010, the largest absolute growth is expected in the City of Oakland (about 23,700), followed by the Cities of Fremont and Dublin (17,400 and 17,100, respectively). In percentage terms, the largest population growth is expected in Dublin (58.1%) and Emeryville (30.8%).

Projected Population Growth, Alameda County 2000 - 2010

Jurisdiction	2000		2010		Growth 2000-10	Rate 2000-10
	#	% total	#	% total		
Alameda	72,259	5.0%	77,500	5.4%	5,241	7.3%
Albany	16,444	1.1%	17,300	1.2%	856	5.2%
Berkeley	102,743	7.1%	107,300	7.4%	4,557	4.4%
Dublin	29,973	2.1%	47,400	3.3%	17,427	58.1%
Emeryville	6,882	0.5%	9,000	0.6%	2,118	30.8%
Fremont	203,413	14.1%	220,500	15.3%	17,087	8.4%
Hayward	140,030	9.7%	150,500	10.4%	10,470	7.5%
Livermore	73,345	5.1%	83,800	5.8%	10,455	14.3%
Newark	42,471	2.9%	47,100	3.3%	4,629	10.9%
Oakland	399,484	27.7%	423,200	29.3%	23,716	5.9%
Piedmont	10,952	0.8%	11,200	0.8%	248	2.3%
Pleasanton	63,654	4.4%	76,800	5.3%	13,146	20.7%
San Leandro	79,452	5.5%	84,500	5.9%	5,048	6.4%
Union City	66,869	4.6%	76,600	5.3%	9,731	14.6%
Unincorporated	135,770	9.4%	156,200	10.8%	20,430	15.0%
TOTAL	1,443,741	100.0%	1,588,900	100.0%	145,159	10.1%

Source: ABAG's Projections 2002

In the Unincorporated Areas of the County, the population is expected to grow by just under 10% in the next ten years, represented largely by growth in non-urbanized areas. This represents a substantial growth rate of 64.1%.⁷

Projected Population Growth, Unincorporated Alameda County, 2000 - 2010

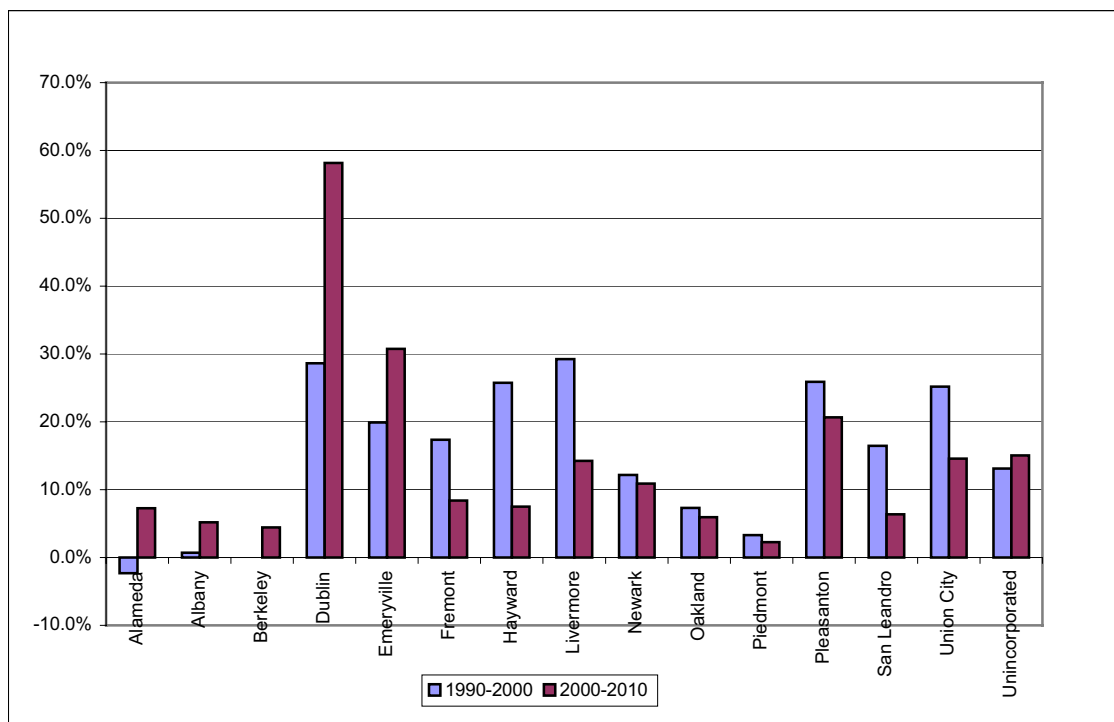
Place	2000		2010		Growth 2000-10	Rate 2000-10
	#	% total	#	% total		
Ashland	20,793	15.6%	21,800	14.9%	1,007	4.8%
Castro Valley	57,292	43.0%	62,100	42.5%	4,808	8.4%
Cherryland/Fairview	26,567	19.9%	29,100	19.9%	2,533	9.5%
San Lorenzo	21,898	16.4%	22,300	15.3%	402	1.8%
Remainder	6,642	5.0%	10,900	7.5%	4,258	64.1%
TOTAL	133,192	100.0%	146,200	100.0%	13,008	9.8%

Source: ABAG's Projections 2002

Comparing growth rates for the years 1990-2000 and 2000-2010 reveals an interesting trend: While most jurisdictions are expected to show some slowing of population growth by 2010, Dublin expects a growth rate that will far exceed the respective rate between 1990 and 2000. Alameda -- which lost population between 1990 and 2000 -- is expected to reverse that trend.

⁷Some of this increase may be attributable to disparities between ABAG and the Census Bureau and how they count population surrounding cities in their sphere of influence.

Comparison of Historical and Projected Population Growth Rates in Alameda County, 1990 to 2010



Source: ABAG's *Projections 2002*

Alameda County's population is expected to continue aging through 2010, as "baby boomers" move into and beyond middle age. The following table shows this trend, with large increases in the 50-59 and 60-69 age groups expected.

Population by Age, Alameda County 2000 - 2010

Age Cohort	2000		2010		% Change
	#	%	#	%	
0-9	224,735	15.3%	224,087	13.5%	-0.3%
10-19	198,312	13.5%	239,129	14.5%	20.6%
20-29	182,298	12.4%	220,997	13.4%	21.2%
30-39	244,881	16.7%	201,803	12.2%	-17.6%
40-49	243,961	16.6%	247,713	15.0%	1.5%
50-59	170,893	11.6%	237,505	14.4%	39.0%
60-69	94,386	6.4%	156,788	9.5%	66.1%
70-79	69,990	4.8%	76,177	4.6%	8.8%
80+	40,699	2.8%	50,286	3.0%	23.6%
TOTAL	1,470,155	100.0%	1,654,585	100.0%	12.5%

Source: California Department of Finance, 1999

People of color populations in Alameda County are projected to grow to 63.0% in 2010. The fastest growing group during this time period will continue to be Asian/Pacific Islanders, whose share of the total population will increase from 20.9% to 25.2% in 2010. Hispanic populations will increase by 4.0%. Whites, on the other hand, are expected to drop from 40.9% in 2000 to 37.0% of the total population in 2010, despite an increase in absolute terms of 3.5%. These projections reflect the ongoing trends in which urbanized areas are rapidly losing their majority racial/ethnic group in favor of a more heterogeneous population.

Projected Racial Composition, Alameda County 2000 - 2010

Ethnicity	2000		2010		% Change 2000-2010
	#	%	#	%	
African American	211,124	14.6%	274,310	16.6%	29.9%
Asian/Pacific Islander	301,131	20.9%	417,633	25.2%	38.7%
Hispanic	330,409	22.9%	343,463	20.8%	4.0%
Native American	5,306	0.4%	7,144	0.4%	34.6%
White	591,095	40.9%	611,935	37.0%	3.5%
TOTAL	1,443,741	100.0%	1,654,485	100.0%	14.6%

Source: California Department of Finance, 1999 and 2000 Census

Household Trends

ABAG projects that, although the household growth rate for the County as a whole will decline somewhat through 2010, the household growth rate in individual jurisdictions will vary significantly. Dublin expects to see a 64.3% growth in the number of households, while Piedmont's expected growth is just under 1%. The following table depicts these trends.

Projected Household Growth Rates in Alameda County, 2000-2010

Jurisdiction	Rate	Rate
	1990-2000	2000-2010
Alameda	3.9%	4.8%
Albany	-2.5%	2.8%
Berkeley	3.5%	1.5%
Dublin	37.1%	64.3%
Emeryville	23.2%	20.5%
Fremont	13.4%	5.9%
Hayward	11.8%	4.2%
Livermore	26.5%	12.0%
Newark	8.1%	8.1%
Oakland	4.3%	3.9%
Piedmont	1.3%	0.7%
Pleasanton	26.1%	17.6%
San Leandro	5.2%	3.7%
Union City	18.7%	11.8%
Unincorporated	7.3%	12.7%
TOTAL	9.1%	7.4%

Source: ABAG's *Projections 2002*

As noted earlier, household size is an important indicator to track because it helps identify whether more or fewer people are living together in housing. The following table shows that, although household sizes have generally risen in Alameda County over the last ten years, some jurisdictions should expect a leveling off by 2010. The largest increase is expected in Emeryville, with household sizes anticipated to grow by almost 10%.

Projected Household Sizes By Jurisdiction, Alameda County, 2000-2010

	2000	2010	% Change
Alameda	2.35	2.41	2.6%
Albany	2.34	2.40	2.6%
Berkeley	2.16	2.21	2.3%
Dublin	2.65	2.71	2.3%
Emeryville	1.71	1.88	9.9%
Fremont	2.96	3.02	2.0%
Hayward	3.08	3.17	2.9%
Livermore	2.80	2.87	2.5%
Newark	3.26	3.35	2.8%
Oakland	2.60	2.65	1.9%
Piedmont	2.88	2.92	1.4%
Pleasanton	2.72	2.78	2.2%
San Leandro	2.57	2.63	2.3%
Union City	3.57	3.65	2.2%
COUNTYWIDE	2.71	2.77	2.2%

Source: ABAG's *Projections 2002*

Within the Unincorporated Areas of the County, the largest increase in household size is expected in Castro Valley, with an increase of 4.7%. At the other extreme, Cherryland/Fairview should see a decline in household size by almost 3%.

Projected Household Sizes by Place, Unincorporated Alameda County, 2000-2010

Place	2000	2010	% Change
Ashland	2.83	2.89	2.1%
Castro Valley	2.58	2.70	4.7%
Cherryland/Fairview	2.87	2.79	-2.8%
San Lorenzo	2.92	2.96	1.4%
Remainder	2.87	2.87	0.0%
COUNTYWIDE	2.71	2.77	2.2%

Source: ABAG's *Projections 2002*

Commuting Trends

As housing prices escalate, families often move further and further away from central cities to find housing that is more affordable. This trend can be reflected in commuting patterns, not only in terms of the time it takes to travel between two locations, but also in the sheer number of commuters moving into and out of a region.

The following table shows that, between 2000 and 2010, the Metropolitan Transportation Commission anticipates that commuters into and out of Alameda County will increase by about 15%. Within the County, commuting is expected to increase by 14.8%, while commuters moving out of the County to other destinations will increase by 13.1%. Commuters from other areas coming to Alameda County will increase by 17.7%. It is interesting to note that Contra Costa County and Bay Area neighboring counties⁸ are expected to increase the number of commuters into Alameda County by 42,000, a growth rate of almost 28%.

⁸ These are called "Elsewhere" counties, defined as Mendocino, Colusa, Yolo, Sacramento, Placer, San Joaquin, Stanislaus, Merced, San Benito, Monterey and Santa Cruz Counties.

Expected Commuters Through Alameda County, 2000-2010

County of Residence	County of Work	Commuters , 2000	Commuters , 2010	Expected Numerical Change, 2000-2010	Expected Percentage Change, 2000-2010
<i>Within Alameda County</i>					
Alameda	Alameda	459,845	528,071	68,226	14.8%
<i>Out of Alameda County</i>					
Alameda	Contra Costa	32,529	36,913	4,384	13.5%
Alameda	Elsewhere	1,832	1,848	16	0.9%
Alameda	Marin	2,775	3,097	322	11.6%
Alameda	Napa	184	270	86	46.7%
	San Francisco	62,155	67,197	5,042	8.1%
Alameda	San Mateo	31,643	33,530	1,887	6.0%
Alameda	Santa Clara	71,882	78,347	6,465	9.0%
Alameda	Solano	820	1,018	198	24.1%
Alameda	Sonoma	459	653	194	42.3%
Alameda	TOTAL	664,124	750,944	86,820	13.1%
<i>Into Alameda County</i>					
Bay Area	Alameda	644,037	747,481	103,444	16.1%
Contra Costa	Alameda	102,173	124,597	22,424	21.9%
Elsewhere	Alameda	49,099	68,254	19,155	39.0%
Marin	Alameda	5,614	6,277	663	11.8%
Napa	Alameda	1,538	1,481	-57	-3.7%
San Francisco	Alameda	19,512	21,866	2,354	12.1%
San Mateo	Alameda	13,348	15,697	2,349	17.6%
Santa Clara	Alameda	24,255	28,991	4,736	19.5%
Solano	Alameda	15,363	18,133	2,770	18.0%
Sonoma	Alameda	2,389	2,368	-21	-0.9%
TOTAL	Alameda	693,136	815,735	122,599	17.7%

Note: TOTAL is defined as the nine county San Francisco Bay Area and the 12 neighbor counties. Source: Metropolitan Transportation Commission, 2000

Regional Housing Needs Allocation

The Regional Housing Needs allocation process is a State mandate, devised to address the need for and planning of housing across a range of affordability and in all communities throughout the State. Each jurisdiction in the Bay Area (101 cities, 9 counties) is given a share of the anticipated regional housing need. The Bay Area's regional housing need is allocated by the California State Department of Housing and Community Development (HCD), and finalized through negotiations with ABAG.

According to ABAG, the regional numbers supplied by HCD are "goal numbers" and are not meant to match anticipated growth in housing units. In developing the allocations, a goal vacancy rate is set by HCD and then a housing unit need to meet that vacancy rate is derived by assessing potential growth rates (population, jobs, households) and loss of housing due to demolition. The numbers produced by HCD are provided to ABAG in the form of a regional goal number, which is then broken into income categories. ABAG is then mandated to distribute the numbers to Bay Area jurisdictions by income categories.

ABAG produced a methodology based on its Projections 2000 that takes into account growth in terms of both household and job growth during the seven-and-a-half year period. This growth is weighted to 50% households and 50% jobs (Jobs/Housing Balance adjustment) to determine a regional allocation factor (the share of regional growth) to be applied to the regional allocation from HCD. The methodology is further used to distribute a share of housing to each jurisdiction by income category. This portion of the methodology distributes the share of each jurisdiction's need by moving each jurisdictions income percentages 50% toward the regional average. In essence, each allocation is based on what the anticipated growth is in a particular jurisdiction and what percentage of the expected regional growth this figure represents. The following table shows the ABAG housing allocations by Alameda County jurisdiction.

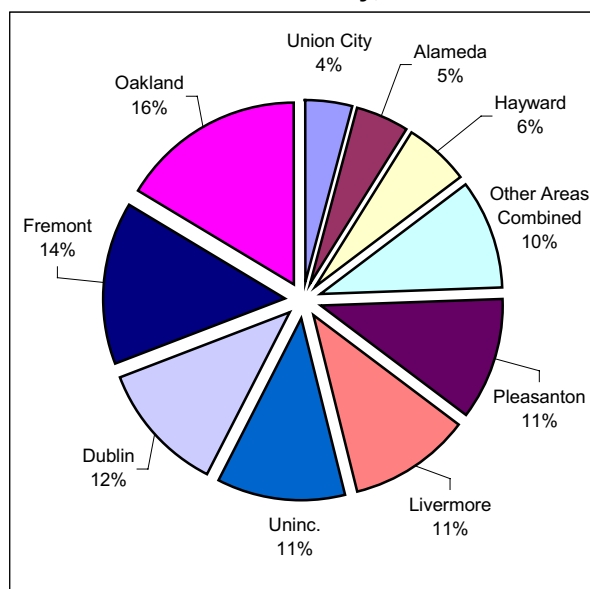
Regional Housing Needs Allocations by Jurisdiction, Alameda County, 1999-2006

Jurisdiction	Total Need	Sphere of Influence Need	Total Projected Need	Very Low	Low	Mod	Above Mod	Average Yearly Need
Alameda	2,162	0	2,162	443	265	611	843	288
Albany	277	0	277	64	33	77	103	37
Berkeley	1,269	0	1,269	354	150	310	455	169
Dublin	4,741	695	5,436	796	531	1,441	2,668	725
Emeryville	777	0	777	178	95	226	278	104
Fremont	6,708	0	6,708	1,079	636	1,814	3,179	894
Hayward	2,711	124	2,835	625	344	834	1,032	378
Livermore	4,190	917	5,107	875	482	1,403	2,347	681
Newark	1,250	0	1,250	205	111	347	587	167
Oakland	7,733	0	7,733	2,238	969	1,959	2,567	1,031
Piedmont	49	0	49	6	4	10	29	7
Pleasanton	4,947	112	5,059	729	455	1,239	2,636	675
San Leandro	871	0	871	195	107	251	317	116
Union City	1,913	38	1,951	338	189	559	865	260
Unincorporated	4,682	629	5,311	1,785	767	1,395	1,363	708
TOTAL	44,280	2,515	46,795	9,910	5,138	12,476	19,269	6,239

Source: ABAG's 1999-2006 Regional Housing Needs Determinations, 2000

As shown by the chart at right, Oakland has been allocated the greatest percentage share of the total units (16.5%), with Fremont, Dublin, and the Unincorporated Areas close behind. "Other Cities Combined" includes Piedmont, Albany, Emeryville, San Leandro, Newark and Berkeley, each of which represents less than 3% of the total units allocated.

Percentage of Total Housing Need Allocation, Alameda County, 2000



Source, ABAG's 1999-2006 Regional Housing Needs Determinations, 2000

According to ABAG, housing production will continue to lag behind demand in the County of Alameda, despite a production need for 46,795 new dwelling units during this time period. Lack of housing production, especially units affordable to moderate and lower income households, and high housing prices remain the most serious constraints to the economic health of the region. High housing prices have the effect of forcing many people to move out of the region and commute from adjoining counties to work. Additionally, the high cost of housing causes high levels of labor force participation, with at least two workers in most households earning a living.

As shown in the table above, 5,311 new units in various income ranges are needed in Unincorporated Areas of the County between 1999 and 2006, or about 700 new units per year. Of these, 33.6% are needed for very low-income households, 14.4% for low-income households, 26.3% for moderate-income households, and 25.7% for above moderate-income households. The following table compares these percentages with the County's percentages as a whole.

Regional Housing Need by Income Category, Unincorporated Areas and the County as a Whole, 2000

Jurisdiction	Very Low	Low	Mod	Above Mod
Unincorporated	33.6%	14.4%	26.3%	25.7%
Alameda County	21.2%	11.0%	26.7%	41.2%

Source, ABAG's 1999-2006 Regional Housing Needs Determinations, 2000

HCD requires that Alameda County project new construction needs over the next five years. Based on ABAG's seven and a half-year housing needs determination, the County's housing needs are approximately 708 units per year. This annual figure multiplied by five results in an estimated need for 3,540 units over the next five years.

Five-Year Housing Need

Income Category	Five-Year New Construction Need
Very Low-income	1,190
Other Lower-income	511
Moderate-income	930
Above moderate-income	909
Total Units	3,540

HOUSING NEEDS AND THEIR RELATIONSHIP TO PROGRAM OBJECTIVES

Summary of Housing Needs

The discussion in the previous sections shows that housing conditions in the Unincorporated Areas of the Alameda County – especially those in the western portion – present a number of challenges. For example, population densities in the County are among the highest in the Bay Area; of the ten densest places in the region, three are in unincorporated Alameda County. These areas have shown increasing persons-per-household ratios, meaning that more people are living together in housing, on average, than they have in the past.

The challenges faced by the County in addressing its housing needs are exacerbated by the wide variation in the housing market among the various places within the Unincorporated Areas. For example, while Castro Valley and San Lorenzo are comprised of predominately owner-occupied housing, Ashland is largely a rental community. Similarly, Castro Valley and San Lorenzo's housing stock are primarily comprised of single-family developments, and Ashland has a significant supply of multifamily housing.

In general, the housing stock in the County and its Unincorporated Areas is in good condition. Most of the housing stock is relatively new. Still there are significant housing rehabilitation needs in the Unincorporated Areas: about 4,630 units (10% of the housing stock are in need of rehabilitation, of which 230 units need to be replaced.

After fast, steep decreases, vacancy rates Countywide have increased to more normal levels only recently. In 2000, the apartment vacancy rate was only about 1.5%, but by the beginning of 2002 it had increased to just around 6%. Although this is a positive indicator in terms of a more available supply of housing, housing costs continue to rise, albeit less rapidly than was seen in the late 1990s.

Despite the high median incomes, especially in the Bay Area, few can afford the cost to purchase a home. For example, the National Association of Homebuilders reports that California cities have the lowest homeowner affordability rates in the Country, defined as the percentage of homes affordable to the median income family. The Oakland MSA ranks 171st out of 177 areas nationally in terms of affordability.

Countywide, housing prices escalated rapidly in recent years. As an example, the City of Dublin's median housing costs rose 78% between 1999 and 2001. The Unincorporated Areas also experienced this trend; Castro Valley's single-family home prices increased more than 43% during the same time period. The price for condos has not been exempt from this trend, with median prices almost doubling in some areas.

The high housing costs place a particularly heavy burden on renters, whose incomes have generally not kept pace with rising rents in the area. Countywide, average rents increased about 35% between 1997 and 2002.

Escalating land prices and construction costs due to a high demand for housing are major contributors to the increasing cost of housing in the County. The major impediment to the production of more housing is the lack of available land, with cost of labor is also a factor. A 1998 study showed that California cities have the highest construction cost indices in the nation; San Francisco was considered the most expensive construction market in the State, while the Oakland MSA was third most expensive.

The housing problems of the County's lower-income residents continue to present significant challenges to the service delivery system. For example, lower-income renters – specifically large households – tend to have more problems with overcrowding than owners. Many of these lower-income households also spend a substantial percentage of their household income on housing costs. More than 93% of extremely low-income households (defined as those earning less than 30% of the median) spend more than a third of their income on housing. Census data from 2000 shows that, since 1990, more owners are experiencing cost overpayment than ever before, reflecting the ongoing trend of escalating median home prices.

Units at risk of conversion are those units in which the restrictions, agreements or contracts to maintain the affordability of the units expire or are otherwise terminated. At expiration, units may revert to market rate, rendering them no longer affordable to the people living in them. Loss of affordability can occur at the termination of HUD mortgage financing periods, bond funding, the expiration of density bonuses, and other similar local programs.

Unless action is taken to preserve the affordability of units with expiring restrictions, they will usually convert to market-rate housing. Given the large unmet affordable housing needs in the County, even with the current supply of below-market rate rental housing, it is essential that the current supply be preserved. There are a total 169 units with restrictions that will expire in the Unincorporated Areas over the next several years.

There are a variety of special needs groups that have considerable housing concerns within the County, including the Unincorporated Areas. For example, it is estimated that there are almost 30,000 seniors living in poverty in the County, with 22% considered very low or extremely low-income. Many pay well in excess of 30% of their annual income towards housing. The majority of assisted rental housing opportunities for the elderly comes from publicly sponsored Section 8 programs. Subsidized housing units for low-income elderly people within the County have significant waiting lists, which puts this population at risk of becoming homeless if they are unable to obtain affordable housing. The problem for many elderly lower income people is that they spend a large

portion of their fixed income on housing, which leaves little money to pay for other life necessities, such as medical care and prescriptions, food, or transportation.

There are a wide variety of disabilities experienced by County residents, including mobility limitations or more acute physical disability, mental disability, substance abuse problems and/or HIV/AIDS. Each of these types of disabilities brings with it a myriad of needs, from specialized services to variations in accessibility needs. The discrimination faced by each of these groups differs as well, requiring a different response in order to overcome these issues.

A recently published report, entitled *Priced Out in 2000*, showed that SSI provided a disabled individual with a monthly income of \$692. Expressed as an hourly rate, the SSI monthly benefit is equal to an hourly wage of \$3.99 an hour -- almost \$2.00 below the minimum wage of \$5.75 an hour. Without affordable housing, people with disabilities will continue to live at home with aging parents, in homeless shelters, in institutions or nursing homes, or be forced into seriously substandard housing.

In 1999, a total of about 8,000 people entered substance abuse programs in the County; of the total admissions, about 2,000 were homeless. Individuals with alcohol and/or other drug additions may need supportive housing environments in which they can maintain their sobriety, have access to social and health services, and gain basic living skills to live independently.

Estimating the number of people who are HIV positive is difficult, since many people are unaware of or do not reveal their HIV status until they have contracted AIDS. Homelessness remains an ominous and continual fact of life for many low-income people living with HIV and AIDS. A 1999 study found that one-third of people living with HIV/AIDS live in unstable housing situations, either on the street, in a shelter, or in an institution.

Lack of affordable housing, inadequate incomes, and insufficient access to social services are core causes of homelessness. In addition, community, societal, and personal factors such as unemployment, domestic violence, substance abuse problems, physical disabilities and mental disabilities continue to force many people onto the streets. Homeless people live in cars, parks, abandoned buildings, on the streets, in emergency shelters, doubled up with friends and family members, and in transitional and supportive housing. There are an estimated 9,000 to 12,000 people homeless within Alameda County on any given night.

As a result of the economic climate following the bust of the dot-com industry and the events of September 11, 2001, unemployment rates have increased significantly through the spring of 2002. Countywide, the unemployment rate is approximately the same as the State as a whole (6.2%). Within the Unincorporated Areas, however, Ashland is currently experiencing an unemployment rate of 10.5% -- about the same as for the City of Oakland.

Although a significant number of new jobs will be created in the County in the next few years, a large portion of them will be in low-wage service occupations. Three of the ten occupations projected to have the highest number of openings in Alameda County

during 1997-2004 have mean hourly wages of less than \$10. At the other end of the spectrum, five of the ten occupations have mean hourly wages well above moderate income. Only one occupation is expected to earn the worker close to median income (Computer Support Specialists). This trend indicates that job growth in the County is likely to increase the demand for affordable housing, including those in the moderate income ranges, and that the housing affordability situation for those currently housed is not likely to improve due to market forces during this period.

In the Unincorporated Areas of the County, the population as a whole is expected to grow by just under 10% in the next ten years, represented largely by growth in non-urbanized areas. This represents a substantial growth rate of 64.1%. Additionally, the population is expected to continue aging through 2010, as “baby boomers” move into and beyond middle age.

As housing prices escalate, families often move further and further away from central cities to find housing that is more affordable. This trend can be reflected in commuting patterns, not only in terms of the time it takes to travel between two locations, but also in the sheer number of commuters moving into and out of a region. Between 2000 and 2010, commuters into and out of Alameda County will increase by about 15%.

Summary of Objectives and Principles to Meet Housing Needs

The County has established a variety of objectives and principles to address these needs, including the following:

OBJECTIVE 1: Ensure a supply of good quality housing for persons and households of varying lifestyles, sexual preference, incomes, ages, and physical and mental abilities, who choose to live in the unincorporated communities.

Principles

- A mix of affordable housing should be provided consistent with the needs of all income groups. Priority should be given to maintaining and improving the supply of housing available to very-low, low and moderate-income households. Overconcentrations of subsidized housing should be avoided.
- The housing supply should include a mix of rental and sale housing units that is consistent with demand for these types of units.
- Adequate housing opportunities should be ensured for population groups or persons with special housing needs. Housing facilities for these groups should, to the extent possible, be integrated into existing residential neighborhoods and housing developments and sited to provide convenient access to public and private services and facilities.
- Modular homes and mobile homes built since 1976 and placed on a permanent foundation, subject to applicable building and zoning regulations, shall be permitted on any site that a conventional dwelling is permitted.

- Recognize the value of mobile home parks in providing affordable home ownership opportunities for low- and moderate-income households.

OBJECTIVE 2: Ensure a supply of sound housing units in safe and attractive residential neighborhoods.

Principles

- All housing should be adequately maintained and, where needed, rehabilitated to protect the health and safety of residents while still maintaining affordability.
- The quality of residential neighborhoods should be maintained and improved. Incompatible residential and non-residential projects should be excluded where they would significantly impair desirable residential qualities. Compatible mixed-use developments should be supported in commercial areas adjacent to and on the edges of residential areas. Public facilities in and services to residential areas should be adequately maintained and, where necessary, improved.

OBJECTIVE 3: Minimize the adverse environmental impacts of new residential development while maximizing the social and economic benefits of increasing the availability and affordability of housing.

Principles

- New residential development should be encouraged to locate on vacant or underutilized sites within the existing urban area, or on land contiguous to existing urban areas and where development would result in more efficient use of existing public services and facilities and improve housing opportunities close to employment centers, shopping areas, and major transportation facilities.
- In terms of site planning and building design, all new residential projects should prevent underutilization of scarce land resources while also being compatible with adjoining residential uses.
- Residential projects should utilize a variety of housing types, unit clustering, and special construction techniques, where these will preserve natural topographic, landscape and scenic qualities.
- The utilization of passive and active solar energy collection systems and other energy saving and water conservation measures should be encouraged in residential developments.
- All residential projects should be sited, designed and landscaped to: ensure privacy and adequate light, air and ventilation to units and residential open space areas; provide adequate and usable private indoor and outdoor spaces; and ensure adequate visual and acoustical buffering and/or separation between residential units and adjoining non-residential units and major transportation facilities.