# 2 HOUSING NEEDS ASSESSMENT

This chapter provides an analysis of demographic trends, an overview of the existing housing stock, an analysis of economic and income indicators, and a discussion of the housing needs of special groups, including seniors, homeless persons, disabled persons, and developmentally disabled persons, as well as local opportunity groups. In addition, the chapter describes the City's housing need as described by the Regional Housing Needs Allocation.

## 2.1 DEMOGRAPHIC & HOUSING CHARACTERISTICS

### Population Trends and Projections

According to the California Department of Finance, the Emeryville population was 10,491 as of 2014. The city's population has increased significantly since 1970. As illustrated in **Table 2-1**, the Association of Bay Area Governments (ABAG) projects continued growth in Emeryville through 2040, at which time the city's population is expected to reach 21,000.

From 2000 to 2010, the Emeryville population grew approximately 46 percent, from 6,882 to 10,080 persons. As shown in **Table 2-2**, growth in Emeryville significantly outpaced growth in nearby cities and in Alameda County as a whole.

**Table 2-1. Population Trends and Projections, 1950 to 2040**

| YEAR | POPULATION | PERCENTAGE CHANGE |
|---|---|---|
| 1950 | 2,889 | — |
| 1960 | 2,686 | -7% |
| 1970 | 2,681 | - <1% |
| 1980 | 3,714 | 39% |
| 1990 | 5,740 | 55% |
| 2000 | 6,882 | 20% |
| 2010 | 10,080 | 46% |
| 2020* | 13,500 | 34% |
| 2030* | 17,100 | 27% |
| 2040* | 21,100 | 23% |

Sources: California Department of Finance Historic Populations, 2013; US Census 2000, 2010; ABAG Data Profiles for Housing Elements, 2014; ABAG Projections, 2013

* ABAG Projection

**Table 2-2. Population Growth Comparison, 2000 to 2010**

| JURISDICTION | 2000 POPULATION | 2010 POPULATION | PERCENTAGE CHANGE |
|---|---|---|---|
| Emeryville | 6,882 | 10,080 | 46% |
| Oakland | 399,484 | 390,724 | -2% |
| Berkeley | 102,743 | 112,580 | 9% |
| Alameda County | 1,443,741 | 1,510,271 | 5% |

Sources: US Census 2000, 2010; ABAG Data Profiles for Housing Elements, 2014

**Table 2-3. Household Population and Composition, 2000 and 2010**

| | 2000 | | 2010 | | |
|---|---|---|---|---|---|
| | NUMBER OF PERSONS | % OF TOTAL POPULATION | NUMBER OF PERSONS | % OF TOTAL POPULATION | PERCENTAGE CHANGE |
| Household population | 6,815 | 99% | 10,007 | 99% | 47% |
| In family households | 3,277 | 48% | 4,910 | 49% | 50% |
| In non-family households | 3,538 | 51% | 5,097 | 51% | 44% |
| Population in group quarters | 67 | 1% | 73 | 1% | 9% |
| **Total population** | **6,882** | **100%** | **10,080** | **100%** | **46%** |

Sources: US Census 2000, 2010

## Household Size and Composition

As of 2010, nearly all Emeryville residents were part of the household population, with only 1 percent residing in group quarters. The city's household population was split between those residing in family households (49 percent) and those in non-family households (51 percent). As shown in **Table 2-3**, while there was growth in family and non-family households and the population in group quarters from 2000 to 2010, there was little change in the overall composition (based on percentage of total population).

As of 2010, the average household size in Emeryville was 1.71 persons. As shown in **Table 2-4**, the average in Emeryville was low in comparison to the Alameda County and statewide averages of 2.71 and 2.87, respectively. Similarly, the average family size of 2.61 persons in Emeryville was low in comparison to Alameda County and the State of California, which had averages of 3.30 and 3.45, respectively.

**Table 2-4. Household and Family Size, 2010**

| JURISDICTION | AVERAGE HOUSEHOLD SIZE | AVERAGE FAMILY SIZE |
|---|---|---|
| Emeryville | 1.71 | 2.61 |
| Alameda County | 2.71 | 3.30 |
| State of California | 2.87 | 3.45 |

Source: US Census 2010

## Age Characteristics

The median age of Emeryville residents held steady at 35 years of age from 2000 to 2010. This was the same as the statewide median in 2010 and comparable to the median age in Alameda County, which was 37.

As shown in **Table 2-5**, while there was growth in the Emeryville population at all age levels, the overall age composition was similar from 2000 to 2010. The percentage of the population aged 25 to 34 increased from 22 to 29 percent. The percentage of the population aged 20 to 64 decreased slightly, and there were increases in the percentage of children/young adults (aged 19 and under) and seniors (aged 65 and older).

Despite the increase in the population aged 19 and younger, the percentage of the population in this age group in Emeryville is markedly lower than that of nearby jurisdictions. As shown in **Table 2-6**, this age group represented 12 percent of the Emeryville population in 2010, whereas in Albany, Berkeley, and Oakland, it accounted for 21 to 26 percent of the overall population.

**Table 2-5. Population Age Distribution, 2000 and 2010**

| | 2000 | | 2010 | | |
|---|---|---|---|---|---|
| AGE RANGE | NUMBER OF PERSONS | % OF TOTAL POPULATION | NUMBER OF PERSONS | % OF TOTAL POPULATION | PERCENTAGE CHANGE |
| 4 and younger | 257 | 3% | 424 | 4% | 65% |
| 5 to 14 | 426 | 4% | 486 | 5% | 14% |
| 15 to 19 | 210 | 3% | 281 | 3% | 34% |
| **19 and younger** | **893** | **10%** | **1,191** | **12%** | **33%** |
| 20 to 24 | 810 | 12% | 904 | 9% | 12% |
| 25 to 34 | 1,715 | 22% | 2,937 | 29% | 71% |
| 35 to 44 | 1,192 | 19% | 1,738 | 17% | 46% |
| 45 to 54 | 978 | 14% | 1,266 | 13% | 30% |
| 55 to 64 | 623 | 10% | 1,038 | 10% | 66% |
| **20 to 64** | **5,318** | **81%** | **7,883** | **78%** | **48%** |
| 65 to 74 | 386 | 4% | 614 | 6% | 59% |
| 75 to 84 | 216 | 3% | 292 | 3% | 35% |
| 85 and older | 69 | 1% | 100 | 1% | 45% |
| **65 and older** | **671** | **9%** | **1,006** | **10%** | **50%** |
| **Total Population** | **6,882** | **100%** | **10,080** | **100%** | **46%** |

Sources: US Census 2000, 2010

**Table 2-6. Comparison of 19 and Under Population, 2010**

| JURISDICTION | TOTAL POPULATION | 19 AND UNDER POPULATION | PERCENTAGE OF POPULATION |
|---|---|---|---|
| Alameda County | 1,510,271 | 383,662 | 25% |
| Albany | 18,539 | 4,900 | 26% |
| Berkeley | 112,580 | 23,341 | 21% |
| Emeryville | 10,080 | 1,191 | 12% |
| Oakland | 390,724 | 92,374 | 24% |

Source: US Census 2010; ABAG Data Profiles for Housing Elements, 2014

## Racial and Ethnic Characteristics

**Table 2-7** compares Emeryville's race and ethnic composition in 2000 and 2010. During this time period, all racial and ethnic groups in Emeryville increased in number, with the exception of American Indian/Alaska Native and Native Hawaiian/Pacific Islander.

The overall population remained relatively stable in terms of race and ethnic proportions and continues to be predominantly non-Hispanic (91 percent). Whites comprise the largest racial group at 40 percent of the total population, Asians are the second largest group (27 percent), and Blacks or African Americans comprise the third (17 percent) largest. In terms of growth, the Asian population has experienced a 2 percent increase as a measure of the total population and the White and Black or African American groups have both experienced a decrease of 2 percent.

**Table 2-7. Race and Ethnicity, 2000 and 2010**

| | 2000 | | 2010 | | |
|---|---|---|---|---|---|
| RACE OR ETHNICITY | NUMBER OF PERSONS | PERCENTAGE OF TOTAL POPULATION | NUMBER OF PERSONS | PERCENTAGE OF TOTAL POPULATION | PERCENTAGE CHANGE |
| Non-Hispanic | 6,266 | 91% | 9,153 | 91% | 46% |
| White | 2,861 | 42% | 4,057 | 40% | 42% |
| Black or African American | 1,304 | 19% | 1,733 | 17% | 33% |
| American Indian and Alaska Native | 22 | <1% | 19 | <1% | -14% |
| Asian | 1,749 | 25% | 2,756 | 27% | 58% |
| Native Hawaiian, and Pacific Islander | 17 | <1% | 16 | <1% | -6% |
| Other race | 29 | <1% | 44 | <1% | 52% |
| 2 or more races | 284 | 4% | 528 | 5% | 86% |
| Hispanic | 616 | 9% | 927 | 9% | 50% |
| Mexican | 354 | 5% | 554 | 5% | 56% |
| Puerto Rican | 33 | <1% | 66 | 1% | 100% |
| Cuban | 12 | <1% | 23 | <1% | 92% |
| Other Hispanic or Latino | 217 | 3% | 284 | 3% | 31% |
| **Total Population** | **6,882** | **100%** | **10,080** | **100%** | **46%** |

Sources: US Census 2000, 2010

## Housing Characteristics

### Housing Types

Prior to 1970, single-family homes and small apartments in the eastern neighborhoods typified residential housing in the city. In the 1970s and 1980s, two large residential projects (Pacific Park Plaza and Watergate) together added 1,830 units. In 2000, these two projects represented 30 percent of the city's total housing stock. In the 1990s, construction of live/work lofts, medium-density, mixed-use, and single-use residential projects typified development. Since 2000, this pattern of adding medium- to high- density housing and mixed-use housing has continued.

From 2000 to 2010, the number of housing units in Emeryville increased by approximately 56 percent. As shown in **Table 2-8,** while there was growth in housing units of all structure types, the majority of new units (78 percent) were in multi-family structures of five or more units. As of 2010, the majority of the Emeryville housing stock (88 percent) is in multi-family housing. This percentage is high compared to the neighboring cities of Berkeley and Oakland, in which 53 percent and 52 percent of housing is multi-family, but necessary to accommodate a growing population in a small city with no potential for outward expansion.

### Housing Tenure

Housing tenure refers to the occupancy of a unit—whether it is owner-occupied or renter-occupied. As of 2010, approximately 65 percent of the city's occupied housing units were renter-occupied. As shown in **Table 2-9**, this is an increase from 2000 when 63 percent of units were renter-occupied. A similar shift occurred in Alameda County as a whole and in communities throughout the Bay Area for this time period. It may be attributable to the economic recession and foreclosure crisis. In Emeryville, the shift may also be attributable to the increase in rental units added to the housing stock.

Ownership housing built in Emeryville during the first several years of the decade reflected Bay Area-wide market conditions that favored condominium development. Availability of financing and high demand fueled condominium growth. However, the 2008 downturn in the real estate market and the economy significantly changed the outlook for residential development in favor of rental units.

At outreach events during the preparation of this Housing Element, community members expressed concerns regarding housing tenure and a desire to improve the balance between owner and renter occupancy. Goal H-6 was added to address this imbalance, and Programs H-6-2-1 and H-6-2-2 commit the City to actions to improve homeownership opportunities.

**Table 2-8. Housing Units by Structure Type, 2000 and 2010**

| | 2000 | | 2010 | | |
|---|---|---|---|---|---|
| STRUCTURE TYPE | NUMBER OF UNITS | PERCENTAGE | NUMBER OF UNITS | PERCENTAGE | PERCENTAGE CHANGE |
| Single-family, attached or detached | 542 | 13% | 821 | 13% | 55% |
| Multi-family, 2 to 4 units | 484 | 12% | 751 | 11% | 55% |
| Multi-family, 5 or more units | 3,211 | 76% | 5,038 | 77% | 57% |
| Mobile home | 37 | 1% | 36 | 1% | -3% |
| **Total housing units** | **4,237** | **100%** | **6,646** | **100%** | **56%** |

Sources: US Census 2000, 2010; ABAG Data Profiles for Housing Elements, 2014

**Table 2-9. Housing Tenure, 2000 and 2010**

| TENURE | 2000 | | 2010 | | PERCENTAGE CHANGE |
|---|---|---|---|---|---|
| | NUMBER OF UNITS | PERCENTAGE OF TOTAL UNITS | NUMBER OF UNITS | PERCENTAGE OF TOTAL UNITS | |
| **Emeryville** | **542** | **13%** | **821** | **13%** | **55%** |
| Owner-occupied | 1,476 | 37% | 2,013 | 35% | 36% |
| Renter-occupied | 2,499 | 63% | 3,681 | 65% | 47% |
| Total occupied housing units | 3,975 | 100% | 5,694 | 100% | 43% |
| **Alameda County** | **4,237** | **100%** | **6,646** | **100%** | **56%** |
| Owner-occupied | 286,277 | 55% | 291,242 | 53% | 2% |
| Renter-occupied | 237,089 | 45% | 253,896 | 47% | 7% |
| Total occupied housing units | 523,366 | 100% | 545,138 | 100% | 4% |

Source: US Census 2000, 2010; ABAG Data Profiles for Housing Elements, 2014

## Housing Unit Size and Occupancy

As defined by the US Census, "rooms" include living rooms, dining rooms, bedrooms, and dens, but not kitchens, bathrooms, or closets. According to the 2008–2012 American Community Survey (ACS), housing units in Emeryville have a median of 3.5 rooms per unit. The median number of rooms in Emeryville is smaller than that of Alameda County and the State of California, which both have a median of five rooms.

As shown in **Table 2-10**, a large portion of the city's housing stock, approximately 64 percent, is studio and one-bedroom units. As of 2012, only 5 percent of Emeryville homes had three or more bedrooms.

As can be expected given the data regarding household sizes, median rooms per unit, and bedrooms per unit, approximately half of occupied units in Emeryville are home to one person. An additional 34 percent are occupied by two-person households. As shown in **Table 2-11**, while there was growth in units occupied by households of all sizes, the largest percentage increases were in two-, three-, and four-person occupancies. This may indicate growing households and families and a rising need for units that can accommodate them.

Members of the public and elected officials expressed concern at the lack of housing units with two or more bedrooms. They expressed concern that the lack of availability of these units may deter families from moving to Emeryville or force growing households out of the city to find a suitable home. Goal H-6 was added to address the imbalance in unit sizes, and Program H-6-1-1 commits the City to encouraging developers to provide larger units in new developments.

**Table 2-10. Bedrooms per Unit, 2012**

| NUMBER OF BEDROOMS | NUMBER OF UNITS* | PERCENTAGE |
|---|---|---|
| 0 bedroom (studio) | 878 | 13% |
| 1 bedroom | 3,343 | 51% |
| 2 bedrooms | 2,015 | 31% |
| 3 bedrooms | 262 | 4% |
| 4 bedrooms | 65 | 1% |
| 5 or more bedrooms | 14 | <1% |
| **Total housing units** | **6,577** | **100%** |

Source: 2008–2012 American Community Survey

* The number of units presented in this table varies from previous tables due to the data source (the 2010 US Census counted a total of 6,646 housing units in Emeryville). The ACS has a high margin of error for smaller communities such as Emeryville.

**Table 2-11. Persons per Occupied Housing Unit, 2000 and 2010**

| NUMBER OF PERSONS PER UNIT | 2000 | | 2010 | | PERCENTAGE CHANGE |
|---|---|---|---|---|---|
| | NUMBER OF UNITS | PERCENTAGE | NUMBER OF UNITS | PERCENTAGE | |
| 1 person | 2,205 | 55% | 2,871 | 50% | 30% |
| 2 persons | 1176 | 30% | 1,910 | 34% | 62% |
| 3 persons | 328 | 8% | 551 | 10% | 68% |
| 4 persons | 150 | 4% | 230 | 4% | 53% |
| 5 or more persons | 116 | 3% | 132 | 2% | 14% |
| **Total occupied housing units** | **3,975** | **100%** | **5,694** | **100%** | **43%** |

Source: US Census 2000, 2010

**Table 2-12. Overcrowded Housing Units, 2010**

| | OWNER-OCCUPIED UNITS | | RENTER-OCCUPIED UNITS | |
|---|---|---|---|---|
| | NUMBER OF UNITS | PERCENTAGE OF TOTAL UNITS | NUMBER OF UNITS | PERCENTAGE OF TOTAL UNITS |
| Total overcrowded units | 35 | 1% | 70 | 1% |
| Overcrowded units | 20 | <1% | 15 | <1% |
| Severely overcrowded units | 15 | <1% | 55 | 1% |
| **Total occupied housing units** | **5,580** | **4%** | **230** | **4%** |

Source: 2006–2010 American Community Survey; ABAG Data for Housing Elements, 2014

* The number of occupied units presented in this table varies from previous tables due to the year and the data source (the 2010 US Census counted a total of 5,694 occupied housing units in Emeryville). The ACS has a high margin of error for smaller communities such as Emeryville.

## Overcrowding

Overcrowded units, as defined by the US Census Bureau, have 1.01 to 1.5 persons per room; "severely overcrowded" units have more than 1.5 persons per room. Overcrowding can affect public facilities and services, reduce the quality of the physical environment, and create conditions that contribute to deterioration. As shown in **Table 2-12**, approximately 2 percent of occupied Emeryville housing units were estimated to be overcrowded. Approximately 67 percent of overcrowded households were renters.

Emeryville's overcrowding rate was lower than that of Alameda County, where approximately 5 percent of occupied housing units were overcrowded. While overcrowding is not a major issue, this Housing Element includes programs to promote the supply of larger-sized family units with three and more bedrooms (Program H-6-1-2) and to expand affordability by working with affordable housing developers (Program H-2-2-5).

## Housing Density

**Table 2-13** reports densities for a selection of projects and neighborhoods in Emeryville. Density is equal to units per gross residential acre. Gross residential acres include public or private internal roads and open spaces in addition to the building coverage area. The 30-story Pacific Park Plaza is the highest-density project in the city. Emeryville's early twentieth-century neighborhoods have lower densities. Those projects completed or proposed after 2000 have densities of at least 39 units to the acre.

**Table 2-13: Densities of Select Residential Projects and Neighborhoods**

| PROJECT | ADDRESS/LOCATION | NUMBER OF UNITS | ACRES | UNITS PER GROSS ACRE | YEAR BUILT |
|---|---|---|---|---|---|
| Ambassador Family Housing | 1168 36th Street | 69 | 0.79 | 87.3 | 2013 |
| Oak Walk Condos/Townhomes | 41st and San Pablo | 53 | 1.49 | 39.0 | 2009 |
| AgeSong | 4050 Horton Street | 28 | 0.70 | 40.0 | 2008 |
| Glashaus Condos | 65th St./Hollis Street | 145 | 3.60 | 40.3 | 2008 |
| Icon at Park Apartments | 1401 Park Avenue | 54 | 0.60 | 90.0 | 2007 |
| Blue Star Corner | Hubbard Street | 20 | 0.50 | 40.0 | 2007 |
| Key Route Lofts | Adeline and 40th | 22 | 0.30 | 73.3 | 2006 |
| Andante Condos | 3998 San Pablo Avenue | 125 | 1.83 | 68.3 | 2006 |
| Bay Street One Condos | Bay Street | 95 | 2.40 | 39.6 | 2006 |
| Windsor at Bay Street Apartments | Bay Street | 284 | 4.52 | 62.8 | 2006 |
| Liquid Sugar Condos | 1284 65th St. | 55 | 1.40 | 39.3 | 2003 |
| Elevation 22 Condos | 1300 Powell St. | 71 | 1.82 | 39.0 | 2004 |
| Courtyards at 65th Apartments | 1465 65th Street | 331 | 4.80 | 69.0 | 2004 |
| Terraces at Emery Station | 5855 Horton Street | 101 | 2.00 | 50.5 | 2002 |
| Oliver Lofts Condos | 1200 65th Street | 50 | 1.07 | 46.7 | 2002 |
| Emeryville Warehouse Lofts | 1500 Park | 141 | 1.70 | 82.9 | 2000 |
| Avalon Senior Apartments | 3850 San Pablo Avenue | 67 | 1.19 | 56.3 | 2000 |
| Bridgecourt Apartments | 1325 40th Street | 220 | 3.90 | 40.2 | 1997 |
| Triangle Court Apartments | 1063–69 45th Street | 20 | 0.91 | 22.0 | 1994 |
| Archstone-Emeryville | 6401 Shellmound | 260 | 3.70 | 70.3 | 1993 |
| Bridgewater Condos | 6400 Christie Avenue | 424 | 5.90 | 71.9 | 1988 |
| Pacific Park Plaza | 6363 Christie Avenue | 583 | 5.86 | 99.5 | 1981 |
| Emery Bay Village Condos | Temescal/Emery Bay | 112 | 6.80 | 16.5 | 1979 |
| Watergate Condominiums | Powell Street | 1,247 | 25.90 | 48.1 | 1971 |
| **Neighborhood** | | | | | |
| Triangle (east of San Pablo) | | | | 22.3 | |
| 53rd–54th Street | | | | 22.0 | |
| Doyle Street – south of Powell | | | | 21.9 | |
| Doyle Street – north of Powell | | | | 20.8 | |

Source: City of Emeryville Planning and Building Department 2007, 2014

## Housing Conditions

City staff conducted a survey of exterior housing conditions in the city's older neighborhoods—Adeline South, Doyle North, Doyle South, and the Triangle. The survey, conducted in 2013, covered 1,015 units in 531 structures. Staff used a uniform rating system to classify each structure. As shown in **Table 2-14**, the survey found that 80 percent of the units in these neighborhoods had no problems or only one or two minor problems (units with an A or B rating). This was an increase from City staff's 2007 survey, which found that 75 percent of the units had an A or B rating. However, the increase may be attributable to slight changes in survey methodology or due to variations in judgment from surveying staff.

The survey rated the housing stock on nine different factors including roofs, walls, foundations, paint, and yard upkeep. The majority of problems were minor in nature.

As shown in **Table 2-15**, none of the four neighborhoods surveyed had a disproportionately large share of minor or major problems, with the exception of porches/stairs and landscaping. Approximately 10 percent of units in the Doyle South and Triangle neighborhoods had minor porch/stair problems. About 20 percent of units in the Doyle North, Doyle South, and Triangle neighborhoods had minor landscaping problems. All neighborhoods surveyed had a high proportion of units with minor paint problems. Among all units in the surveyed neighborhoods, 35 percent had minor paint problems.

**Table 2-14. Conditions Survey of Early Twentieth-Century Neighborhoods**

| NEIGHBORHOOD | # OF STRUCTURES | # OF UNITS | UNIT CONDITION RATINGS* | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | A | | B | | C | | D | | F | |
| Adeline South | 11 | 14 | 4 | 29% | 9 | 64% | 1 | 7% | 0 | — | 0 | — |
| Doyle North | 141 | 268 | 135 | 50% | 87 | 32% | 38 | 14% | 4 | 1% | 4 | 1% |
| Doyle South | 72 | 132 | 67 | 51% | 45 | 34% | 19 | 14% | 1 | 1% | 0 | — |
| Triangle | 307 | 601 | 183 | 30% | 284 | 47% | 124 | 21% | 10 | 2% | 0 | — |
| **Total** | **531** | **1,015** | **389** | **38%** | **425** | **42%** | **182** | **18%** | **15** | **1%** | **4** | **0%** |

*Grades: A (no problems), B (1–2 minor problems, 0 major problems), C (3–4 minor, 1–3 major), D (5–6 minor, 4 major), F (>6 minor, 5 or more major)

Source: City of Emeryville Planning and Building 2013

**Table 2-15. Housing Problem Survey by Units**

| NEIGHBORHOOD | UNITS | SEVERITY | MAINTENANCE OR REPAIRS NEEDED BY BUILDING COMPONENT (# AND % OF UNITS NEEDING WORK) | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | ROOF | | WALLS | | FOUNDATION | | PORCH/ STAIRS | | PAINT | | WINDOWS | | DOORS | | TRASH | | LANDSCAPING | |
| Adeline South | 14 | Minor | 1 | 7% | 0 | — | 0 | — | 0 | — | 5 | 36% | 0 | — | 0 | — | 0 | — | 1 | 7% |
| | | Major | 0 | — | 0 | — | 0 | — | 0 | — | 0 | 0% | 0 | — | 0 | — | 0 | — | 0 | — |
| Doyle North | 268 | Minor | 9 | 3% | 9 | 3% | 0 | — | 11 | 4% | 72 | 27% | 24 | 9% | 4 | 1% | 7 | 3% | 50 | 19% |
| | | Major | 4 | 1% | 2 | 1% | 3 | 1% | 0 | — | 4 | 1% | 5 | 2% | 5 | 2% | 9 | 3% | 4 | 1% |
| Doyle South | 132 | Minor | 4 | 3% | 2 | 2% | 0 | — | 14 | 11% | 34 | 26% | 2 | 2% | 1 | 1% | 2 | 2% | 28 | 21% |
| | | Major | 2 | 2% | 1 | 1% | 0 | — | 0 | — | 3 | 2% | 0 | — | 0 | — | 2 | 2% | 2 | 2% |
| Triangle | 601 | Minor | 58 | 10% | 35 | 6% | 6 | 1% | 61 | 10% | 244 | 41% | 90 | 15% | 12 | 2% | 32 | 5% | 116 | 19% |
| | | Major | 7 | 1% | 0 | — | 0 | — | 3 | <1% | 13 | 2% | 5 | 1% | 0 | — | 6 | 1% | 7 | 1% |
| Total | 1,015 | Minor | 72 | 7% | 46 | 5% | 6 | 1% | 86 | 8% | 355 | 35% | 116 | 11% | 17 | 2% | 41 | 4% | 195 | 19% |
| | | Major | 13 | 1% | 3 | <1% | 3 | <1% | 3 | <1% | 20 | 2% | 10 | 1% | 5 | 0% | 17 | 2% | 13 | 1% |

Source: City of Emeryville Planning and Building 2013

As shown in **Table 2-16**, the survey found the highest concentration of units with door/window bars in the Adeline South neighborhood, where 50 percent of all units (seven units) had them installed. In the Doyle North and Triangle neighborhoods, approximately 20 percent of units had door/window bars. Chain-link fences were most common in the Adeline South and Triangle neighborhoods, where they were found in 14 percent and 12 percent of units, respectively.

As stated in Programs H-1-1-1 and H-1-1-2, the City will continue to offer a Housing Rehabilitation Program to maintain and improve Emeryville homes. In addition, the City will continue to convene the Community Preservation Committee and administer the Community Preservation Program to encourage improvement and maintenance of homes and older neighborhoods.

### Affordable Units at Risk of Conversion to Market Rate

A variety of programs have provided incentives for the development of affordable rental housing in Emeryville. Programs are administered by the US Department of Housing and Urban Development (HUD), insured by the Federal Housing Administration (FHA), financed by Multifamily Revenue Bond issuance or tax credits, or subject to a housing agreement under the City's Affordable Housing Program (formerly known as the Affordable Housing Set-Aside Ordinance). In addition, several projects received financial assistance from the City's Redevelopment Agency (RDA) Low/Moderate Income Housing Fund prior to the dissolution of the RDA. Through these programs, units are restricted for periods of up to 55 years. Once the term of the contract is up, the owner of the rental units can raise rents to market rate. This can have the effect of displacing low- and very low-income tenants who cannot afford increased rents.

Based on information from the California Housing Partnership Corporation (CHPC) and City Economic Development and Housing staff, there are no affordable units at risk of converting to market rate in the ten year period from 2015 to 2025. (State law requires that housing elements examine units at risk for a 10-year period from the beginning of the planning period.)

While no affordable units are at risk in the immediate future, the City is committed to working proactively to continue to monitor and retain existing subsidized units (Program H-1-3-1). Potential nonprofit developers and housing assistance organizations that may be interested in purchasing at-risk units or assisting in tenant relocation are listed in Appendix A.

**Table 2-16. Units with Door/Window Bars and Chain-Link Fences**

| NEIGHBORHOOD | DOOR/ WINDOW BARS | % OF NEIGHBORHOOD | CHAIN-LINK FENCES | % OF NEIGHBORHOOD |
|---|---|---|---|---|
| Adeline South | 7 | 50% | 2 | 14% |
| Doyle North | 47 | 18% | 21 | 8% |
| Doyle South | 8 | 6% | 11 | 8% |
| Triangle | 120 | 20% | 70 | 12% |
| **Total and percentage of all units** | **182** | **18%** | **104** | **10%** |

Source: City of Emeryville Planning and Building 2013

## 2.2 ECONOMIC & INCOME INDICATORS

### Employment

Housing needs are influenced by employment trends. Significant shifts in employment opportunities in or around the city can lead to growth or decline in the demand for housing. According to ABAG, there were 16,040 jobs in Emeryville as of 2010. ABAG projects growth in jobs in Emeryville through 2040, with a particularly large increase (25 percent) in the period from 2010 to 2020. Top employers in Emeryville include Pixar, Novartis, AC Transit, Oaks Card Club, Bayer Healthcare Pharmaceuticals, LeapFrog, IKEA, Amyris Biotechnologies, Clif Bar & Company, and AAA Northern California, Nevada and Utah.

As of 2011, 6,272 Emeryville residents age 16 and older were employed. As shown in **Table 2-17**, the largest percentage, 27 percent, was employed in the education, health, and social services industry. The number of residents employed in this industry grew over 100 percent from 2000 to 2011. Another 19 percent were employed in the professional, scientific, management, administrative, and waste management industry. Employment in the wholesale trade, retail trade, and arts, recreation, accommodation, and food services industries also increased significantly from 2000 to 2011.

### Unemployment

Over the past decade, unemployment in Emeryville peaked at 11.3 percent in 2010 due to the greater economic recession. As of April 2014, the city's unemployment rate was estimated at 4.7 percent per the California Employment Development Department. The unemployment rate in Emeryville was lower than in Alameda County as a whole, which had a rate of 6.6 percent, and the neighboring cities of Oakland and

**Table 2-17. Employed Residents by Industry, 2000 and 2011**

| INDUSTRY | 2000 | | 2011 | | PERCENTAGE CHANGE |
|---|---|---|---|---|---|
| | NUMBER OF RESIDENTS | PERCENTAGE | NUMBER OF RESIDENTS | PERCENTAGE | |
| Agriculture, forestry, hunting, fishing and mining | 12 | <1% | 0 | — | -100% |
| Construction | 199 | 5% | 138 | 2% | -31% |
| Manufacturing | 339 | 8% | 465 | 7% | 37% |
| Wholesale trade | 54 | 1% | 169 | 3% | 213% |
| Retail trade | 378 | 9% | 708 | 11% | 87% |
| Transportation, warehousing, and utilities | 285 | 7% | 183 | 3% | -36% |
| Information | 257 | 6% | 233 | 4% | -9% |
| Finance, insurance, real estate, and rental and leasing | 362 | 8% | 522 | 8% | 44% |
| Professional, scientific, management, administrative, and waste management | 842 | 20% | 1,221 | 19% | 45% |
| Education, health, and social services | 826 | 19% | 1,671 | 27% | 102% |
| Arts, recreation, accommodation, and food services | 282 | 7% | 600 | 10% | 113% |
| Other services (except public administration) | 205 | 5% | 192 | 3% | -6% |
| Public administration | 183 | 4% | 170 | 3% | -7% |
| **Total employed civilian population (16 years and over)** | **4,224** | **100%** | **6,272** | **100%** | **48%** |

Source: US Census 2000; 2007–2011 ACS; ABAG Data Profiles for Housing Elements, 2014

Berkeley, with rates of 10.2 percent and 6.3 percent, respectively. Low unemployment translates to greater consumer confidence, spending power, and demand for new or improved housing. This spending power and demand has manifested in low vacancy rates and increasing rental and home sale prices as further discussed in Section 2.3, Housing Costs and Affordability.

### Jobs/Housing Balance

The analysis of jobs/housing balance is used to assess the degree to which communities and subregions are inducing commuter travel. A community with a balance of jobs and housing has as many jobs as homes to accommodate local workers. A highly skewed jobs/housing ratio means that either residents must leave the community to reach employment or many people must live outside of the city and commute to reach their employer.

As of 2010, Emeryville had 16,040 jobs (ABAG Projections, 2013) and 6,646 housing units (US Census 2010), for a jobs/housing ratio of 2.41. Thus, Emeryville has an abundance of jobs with insufficient housing units to accommodate persons who work in the city. This may indicate a continued need for housing suitable to persons employed at jobs in the city. Reducing commute time improves quality of life and road congestion, and contributes to greenhouse gas reduction. As stated in Program H-7-3-1, the City will continue to promote housing within its Priority Development Area, which is the area best served by transit and where the majority of employers are located.

## Education and Income Characteristics

### Education

Emeryville's educational attainment profile was that of a fairly highly educated population as of 2012. As shown in **Table 2-18**, more than two-thirds of the population age 25 years and older held at least a bachelor's degree (70 percent), compared with 41 percent in Alameda County overall.

As shown in **Table 2-19**, approximately 12 percent of Emeryville's population was enrolled in undergraduate or graduate school in 2012, compared to 9 percent in Alameda County and 8 percent statewide. Emeryville is home to Ex'pression College and is located in close proximity to the University of California, Berkeley, and other learning institutions. College students often seek rental housing and some may leave the community or area after completing their program to return to their homes or find employment.

### Household Income

As of 2011, the median household income in Emeryville was $69,724. This is an increase from 2000, when the median income was $45,359. Adjusted for 2011 dollars, the 2000 median would be $61,235. The Emeryville median was just below that of Alameda County as a whole, which had a median of $70,821.

While the Emeryville median was a bit lower, the city is trending higher, while Alameda County trended downward. Alameda County's median decreased from $75,527 in 2000 (after adjustment to 2011 dollars). The Emeryville increase was the largest in Alameda County for this period.

**Table 2-18. Educational Attainment for Residents Age 25 Years and Older, 2012**

| | EMERYVILLE | | ALAMEDA COUNTY | |
|---|---|---|---|---|
| EDUCATION LEVEL | NUMBER OF RESIDENTS | % OF POPULATION AGE 25+ | NUMBER OF RESIDENTS | % OF POPULATION AGE 25+ |
| Less than 9th grade | 36 | <1% | 76,579 | 7% |
| Some high school, no diploma | 240 | 3% | 64,823 | 6% |
| High school graduate | 530 | 6% | 199,632 | 19% |
| Some college, no degree | 1,270 | 16% | 192,917 | 19% |
| Associate degree | 359 | 4% | 69,629 | 7% |
| Bachelor's degree | 2,713 | 33% | 249,246 | 24% |
| Graduate or professional degree | 3,036 | 37% | 172,364 | 17% |
| **Total population 25 years and over** | **8,184** | **100%** | **1,025,190** | **100%** |

Source: 2008–2012 American Community Survey

**Table 2-19. School Enrollment, 2012**

| ENROLLMENT BY EDUCATION LEVEL | NUMBER OF PERSONS | PERCENTAGE OF TOTAL POPULATION |
|---|---|---|
| Total population 3 years and over | 9,744 | 100% |
| **Total population 3 years and over enrolled in school** | **1,970** | **20%** |
| Enrolled in nursery school or preschool | 188 | 2% |
| Enrolled in kindergarten | 76 | 1% |
| Enrolled in grade 1 to grade 4 | 31 | 1% |
| Enrolled in grade 5 to grade 8 | 68 | 2% |
| Enrolled in grade 9 to grade 12 | 10 | 2% |
| **Subtotal enrolled in K–12** | **185** | **6%** |
| Enrolled in college | 495 | 5% |
| Enrolled in graduate school | 702 | 7% |
| **Subtotal enrolled in college or graduate school** | 1,197 | 12% |
| Alameda County enrolled in college or graduate school | 142,889 | 9% |
| State of California enrollment in college or graduate school | 3,129,406 | 8% |

Source: 2008-2012 American Community Survey

While the median income increased, so did the percentage of households living below the poverty line. The percentage increased from 13 percent in 2000 to 14 percent in 2011. This increase may indicate a greater disparity in income among Emeryville households.

**Table 2-20** compares Emeryville and Alameda County household income levels in 2000 and 2011. At both the city and county levels, striking growth can be observed in the highest earning quartiles. During this period, the number of Emeryville households earning $100,000 per year or more increased 194 percent, increasing households at this income level to 32 percent of the population, up from 15 percent in 2000.

HUD has defined income categories for purposes of analysis and program qualification. Categories are based on the percentage of area median income (AMI) and are defined as follows:

- Extremely low income: less than 30 percent of AMI
- Very low income: 30 to 50 percent of AMI
- Low income: 51 to 80 percent of AMI
- Moderate income: 81 to 120 percent of AMI
- Above moderate income: more than 120 percent of AMI

**Table 2-21** provides detail on household income by category and tenure in Alameda County and in Emeryville in 2010. Without consideration of tenure, the income level breakdown for both jurisdictions is very similar: almost 50 percent of all households have moderate incomes and just over a quarter of households have very low incomes. Analysis of tenure shows similar trends in the city and the county, namely over one-third of renter households (41 percent in the county and 38 percent in Emeryville) are very low income and over half the owner households are above moderate income. The percentage of above moderate-income owner households in Emeryville is higher (69 percent) than in the county (59 percent), as is the percentage of above moderate-income renter households (29 percent in Emeryville versus 23 percent in the county).

### Extremely Low-Income Households

As noted above, extremely low-income households are those earning less than 30 percent of the area median income. Extremely low-income households can face great difficulty in securing housing, particularly housing that is affordable and large enough to accommodate the household size. Extremely low-income households face incidences of overpayment and overcrowding and are at a high risk for homelessness.

**Table 2-20. Household Incomes, 2000 and 2011**

| | 2000 | | 2011* | | PERCENTAGE CHANGE |
|---|---|---|---|---|---|
| | NUMBER | PERCENTAGE | NUMBER | PERCENTAGE | |
| **Emeryville** | | | | | |
| Less than $24,999 | 1,124 | 28% | 1,267 | 23% | 13% |
| $25,000 to $49,999 | 1,061 | 27% | 797 | 14% | -25% |
| $50,000 to $74,999 | 746 | 19% | 961 | 17% | 29% |
| $75,000 to $99,999 | 443 | 11% | 740 | 13% | 67% |
| $100,000 or more | 594 | 15% | 1,747 | 32% | 194% |
| Total households | 3,968 | 100% | 5,512 | 100% | 39% |
| **Alameda County** | | | | | |
| Less than $24,999 | 110,952 | 21% | 97,829 | 18% | -12% |
| $25,000 to $49,999 | 121,984 | 23% | 96,437 | 18% | -21% |
| $50,000 to $74,999 | 103,553 | 20% | 87,039 | 16% | -16% |
| $75,000 to $99,999 | 70,947 | 14% | 66,324 | 12% | -7% |
| $100,000 or more | 116,351 | 22% | 188,531 | 32% | 62% |
| Total households | 523,787 | 100% | 536,160 | 100% | 2% |

Source: US Census 2000, SF3; 2007–2011 ACS Five-Year Estimate; ABAG Data Profiles for Housing Elements, 2014

* 2007–2011 five-year estimate in 2011 inflation-adjusted dollars

In addition, it can be challenging to develop affordable units for extremely low-income households because in addition to subsidies for unit, construction, rents affordable to extremely low-income are often too low to sustain operation of a development. Thus, the units require ongoing subsidies.

According to HUD's CHAS data system, approximately 20 percent of Emeryville households (1,095 households) were extremely low income as of 2010. The majority of these households (87 percent) were renters, and almost 90 percent of them were overpaying for housing (paying more than 30 percent of their monthly income toward housing costs). Many were severely overpaying (75 percent), meaning that they were paying over 50 percent of monthly income toward housing costs. As discussed below, housing costs at this level can impact a household's available funds for food, services (such as medical and dental treatment), and child care.

To address the needs of extremely low-income households, this Housing Element includes programs and policies to prioritize available funds for projects that assist this income group (Program H-2-2-1) and to support the inclusion of affordable units for extremely low-income households in City-assisted projects and projects subject to the Affordable Housing Program (formerly named the Affordable Housing Set-Aside Ordinance) (Programs H-2-2-2 and H-3-1-1).

**Table 2-21. Households by Income Category and Tenure, 2010**

| INCOME CATEGORY | RENTER HOUSEHOLD | | HOMEOWNER HOUSEHOLD | | TOTAL | |
|---|---|---|---|---|---|---|
| | NUMBER OF HOUSEHOLDS | PERCENTAGE | NUMBER OF HOUSEHOLDS | PERCENTAGE | NUMBER OF HOUSEHOLDS | PERCENTAGE |
| **Emeryville** | | | | | | |
| Very low (≤50% of AMI) | 1,335 | 38% | 210 | 10% | 1,545 | 28% |
| Low (51–80% of AMI) | 520 | 15% | 255 | 13% | 775 | 14% |
| Moderate (81–120% of AMI) | 675 | 19% | 160 | 8% | 835 | 15% |
| Above moderate (>120% of AMI) | 1,030 | 29% | 1,395 | 69% | 2,425 | 43% |
| Total households | 3,560 | 100% | 2,020 | 100% | 5,580 | 100% |
| **Alameda County** | | | | | | |
| Very low (≤50% of AMI) | 97,083 | 41% | 39,533 | 14% | 136,616 | 26% |
| Low (51–80% of AMI) | 41,994 | 18% | 31,392 | 11% | 73,386 | 14% |
| Moderate (81–120% of AMI) | 43,463 | 18% | 49,801 | 17% | 93,264 | 18% |
| Above moderate (>120% of AMI) | 54,859 | 23% | 170,974 | 59% | 225,833 | 43% |
| **Total households** | **237,399** | **100%** | **291,700** | **100%** | **529,099** | **100%** |

Source: HUD CHAS Data; 2006–2010 ACS; ABAG Data Profiles for Housing Elements, 2014

Note: AMI is HUD's area median family income

## 2.3 HOUSING COSTS AND AFFORDABILITY

### Rental Market Costs

City staff conducts an annual survey of market-rate rental prices among larger rental developments. As shown in **Table 2-22**, rents for units of all sizes increased every year from 2010 to 2013. The monthly rent for studios and one-bedroom units increased by 26 percent during this period. Two-bedroom units increased most dramatically, rising 31 percent.

As shown in **Table 2-23**, average rents in Emeryville ranged from $1,804 for a studio to $3,427 for a three-bedroom home as of June 2013. According to a report by Cassidy Turley for the fourth quarter of 2013, average rents for apartments in the East Bay (Alameda County and Contra Costa County) ranged from $1,322 for a studio to $2,178 for a three-bedroom. Emeryville rents are higher than those in the East Bay by as much as 43 percent. This may be attributable to the city's attractive location in close proximity to transit and major job centers, as well as the style and amenities in Emeryville developments and their relatively recent construction.

The Cassidy Turley study showed a multi-family vacancy rate of 3.7 percent as of the fourth quarter of 2013. A vacancy rate of about 6 percent is generally considered to indicate a healthy market, one in which there is adequate housing available to allow for mobility but not so much as to depress the market. A low vacancy rate indicates high demand and results in upward price pressures.

**Table 2-22. Average Monthly Rental Price by Unit Size, 2010 to 2013**

| NUMBER OF BEDROOMS | 2010 | 2011 | 2012 | 2013 | PERCENTAGE INCREASE 2010–2013 |
|---|---|---|---|---|---|
| Studio | $1,417 | $1,655 | $1,664 | $1,804 | 26% |
| 1 bedroom | $1,774 | $1,894 | $1,953 | $2,231 | 26% |
| 2 bedroom | $2,183 | $2,489 | $2,455 | $2,869 | 31% |
| 3 bedroom | $3,057 | $3,190 | $3,153 | $3,427 | 12% |

Source: City of Emeryville Planning and Building Department, Rental Surveys, 2010, 2011, 2012, 2013

**Table 2-23. Average Monthly Rental Price by Unit Size, Emeryville and East Bay, 2013**

| NUMBER OF BEDROOMS/ BATHROOMS | EMERYVILLE | | | EAST BAY |
|---|---|---|---|---|
| | AVERAGE RENT | AVERAGE SQ. FT. | RENT/SQ. FT. | AVERAGE RENT |
| Studio | $1,804 | 551 | $3.27 | $1,322 |
| 1 bedroom/1 bathroom | $2,231 | 818 | $2.73 | $1,509 |
| 2 bedroom/1 bathroom | $2,824 | 1,049 | $2.69 | $1,608 |
| 2 bedroom/2 bathroom | $2,914 | 1,194 | $2.44 | $1,952 |
| 3 bedroom/2 bathroom | $3,427 | 1,492 | $2.30 | $2,178 |

Source: City of Emeryville Planning and Building Department, 2013; Cassidy Turley East Bay Apartment Market Report, Fourth Quarter 2013

Based on State Income Limits for 2014, a moderate-income household of four would have a maximum income of $112,200. Assuming that the household spent 30 percent of its monthly income on housing costs (the standard for affordability set by HUD), the household could afford to pay $2,805 per month. This household may find some two-bedroom units that are available at just below the average; however, its options may be limited. A low-income family of four could afford a monthly housing cost of $1,690. This household would find few or no affordable options in Emeryville, unless they lived in severely overcrowded conditions or in subsidized housing.

The same is true for two-person households. A moderate-income two-person household could afford a monthly housing cost of up to $2,243. This is adequate to afford an average-priced one-bedroom unit. However, a low-income two-person household could spend up to $1,352 and could not afford an average-priced studio.

Without subsidies or rent restrictions to units, rental housing in Emeryville is unaffordable to extremely low-, very low-, and low-income households. The need for affordable rental housing is evidenced by the initial rent-up of the Ambassador housing development. The developer took applications for the 69 new units at this property in 2013. In the three-week open application period, the developer received 1,038 applications.

At outreach events and through the online housing survey conducted during the preparation of this Housing Element, members of the public expressed strong concerns regarding rental home affordability for households at all income levels and increases to rental prices in occupied units. Respondents shared stories of residents receiving notification of large rent increases and being forced to move out of their apartments and out of Emeryville to find affordable homes. Imposing rent controls is not a viable option in Emeryville due to the Costa Hawkins Rental Act (1995), which disallowed rent control on buildings constructed after 1995. Most of Emeryville's rental housing was constructed after that time.

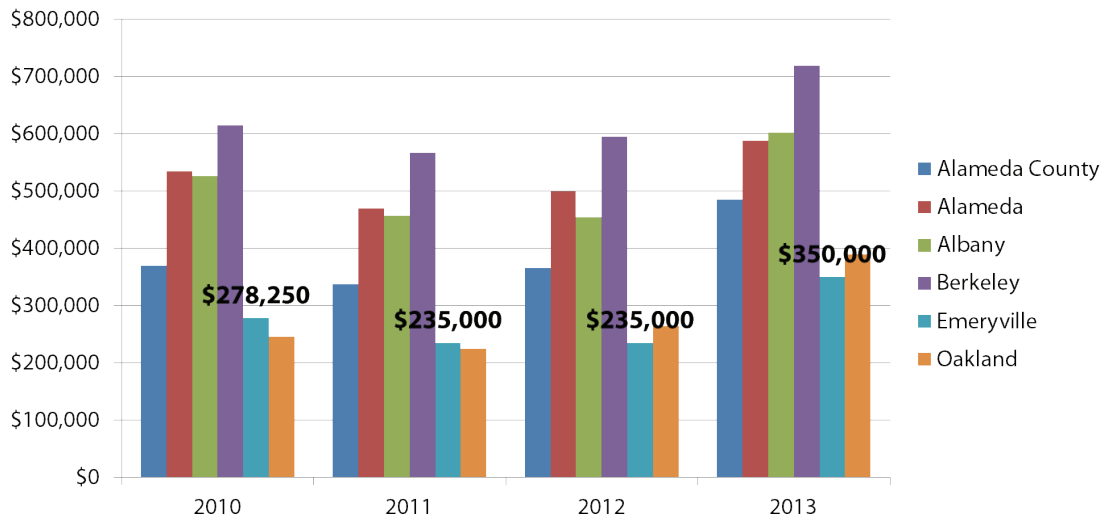
To address rental affordability issues, the City will work proactively to protect existing affordable rental homes (Program H-1-3-1), offer a density bonus for developments that include affordable units (Program H-2-1-1), and assist in the development of new affordable units (Programs H-2-2-1, H-2-2-2, and H-2-2-5).

### Home Sales Prices

As of 2013, the median home sales price in Emeryville was $350,000, up nearly 50 percent from the 2012 median of $235,000. In early 2014, prices continued on an upward trend. The median home sale price in March 2014 was $389,000. As shown in **Figure 2-1**, the median sale price in Emeryville and in nearby

**Figure 2-1. Median Home Sales Prices, 2010 to 2013**

Source: DataQuick (www.DQnews.com)




jurisdictions (and throughout the Bay Area) was steady from 2010 to 2012 before rising dramatically in 2013. The increase in prices is likely attributable to a low inventory of homes available for sale, interest rates at historic lows, and increasing consumer confidence due to a rapidly improving local economy.

The median sales price in Emeryville has been consistently lower than that in Berkeley, Albany, Oakland, and Alameda County as a whole. This is likely because unit sizes are smaller and most home sales in Emeryville are condominiums, in which the costs of some amenities are reflected in monthly homeowner association dues, rather than in the sale prices of individual units.

Assuming a house payment of no more than 30 percent, a 30-year fixed rate loan at 5 percent, and a down payment of $20,000, a moderate-income household of four could afford a home priced at $361,272 (note that this includes a private mortgage insurance payment, property taxes, home insurance, and homeowner association dues of $250 per month). Thus homeownership may be an affordable option for some moderate-income households. However, a four-person low-income household could only afford a home priced at $211,481 under the same set of assumptions. This household would be unlikely to find a home of suitable size priced at an affordable level.

Elected officials and Emeryville residents emphasized the desire to see increased homeownership in the city. Homeownership can stabilize monthly costs and may encourage longer residency in the city. The City will implement a variety of programs to increase homeownership opportunities. The City will continue to require the inclusion of below-market-rate units in residential projects of 10 or more units (Program H-2-1-2), offer down payment assistance to low- and moderate-income households (Program H-2-2-4), and promote the availability of Mortgage Credit Certificates through Alameda County (Program H-6-2-1).

## Overpayment

A household is considered to be overpaying for housing and is cost burdened if it spends 30 to 50 percent of its gross income on housing (including a rent or mortgage payment and utility costs). A household is considered to be severely cost burdened if it spends greater than 50 percent of its gross income on housing costs. Overpayment for housing can result in insufficient income available for other basic needs and services, including food, child care, and medical attention.

As shown in **Table 2-24**, nearly half of Emeryville households were overpaying for housing as of 2010. Approximately 22 percent were cost burdened and another 28 percent were severely cost burdened. Overpayment was problematic for both renter and owner households. However, severe overpayment was particularly problematic for renter households.

Approximately 76 percent of very low-income households were severely cost burdened. Among low-income households, 39 percent were cost burdened and another 41 percent were severely cost burdened. As previously discussed, market-rate housing prices in Emeryville are unaffordable to lower-income households. The City will work to create greater affordable housing opportunities for these households, as stated in Programs H-2-1-1, H 2 1 2, H-2-2-1, H-2-2-2, H-2-2-4, H-2-2-5, and H-6-2-1.

**Table 2-24. Housing Cost Burden, 2010**

| | RENTER HOUSEHOLDS | OWNER HOUSEHOLDS | TOTAL HOUSEHOLDS |
|---|---|---|---|
| **Very Low Income ≤50% AMI** | **1,335** | **210** | **1,545** |
| Percentage with cost burden | 7% | 10% | 7% |
| Percentage with severe cost burden | 75% | 86% | 76% |
| **Low Income 51–80% AMI** | **520** | **255** | **775** |
| Percentage with cost burden | 56% | 4% | 39% |
| Percentage with severe cost burden | 35% | 55% | 41% |
| **Income >80% AMI** | **1,705** | **1,555** | **3,260** |
| Percentage with cost burden | 15% | 34% | 24% |
| Percentage with severe cost burden | 1% | 4% | 2% |
| **Total households with cost burden** | **644** | **565** | **1,209** |
| Percentage with cost burden | 18% | 28% | 22% |
| **Total households with severe cost burden** | **1,199** | **380** | **1,579** |
| Percentage with severe cost burden | 34% | 19% | 28% |
| **Total households** | **3,560** | **2,020** | **5,580** |

Source: HUD CHAS Data; 2006–2010 ACS; ABAG Data Profiles for Housing Elements, 2014

AMI is Area Median Income

**Table 2-25. Households Size by Tenure, 2010**

| | OWNER-OCCUPIED | | RENTER-OCCUPIED | | TOTAL | |
|---|---|---|---|---|---|---|
| HOUSEHOLD SIZE | NUMBER OF HOUSEHOLDS | % | NUMBER OF HOUSEHOLDS | % | NUMBER OF HOUSEHOLDS | % |
| 1 to 4 persons | 1,972 | 98% | 3,590 | 98% | 5,562 | 98% |
| 5 or more persons | 41 | 2% | 91 | 2% | 132 | 2% |
| **Total households** | **2,013** | | **3,681** | | **5,694** | |

Source: City of Emeryville Planning and Building Department, 2013; Cassidy Turley East Bay Apartment Market Report, Fourth Quarter 2013

## 2.4 SPECIAL HOUSING NEEDS

This section describes groups in the City of Emeryville with a range of housing and supportive service needs, including groups defined in state housing element law as having special needs. These groups consist of agricultural workers, large families, female-headed households, the elderly, persons with disabilities, and homeless people.

### Large Households

Large households are identified as a special needs population because they may have difficulty locating adequately sized affordable housing. Large households are defined by the US Census as households containing five or more persons (related or unrelated). As previously discussed, Emeryville has a small household size and few large households. As shown in **Table 2-25,** only 2 percent of Emeryville households have five or more people. The majority (69 percent) of large households are renters.

The City will work to create greater opportunities for larger households by encouraging developers to provide larger unit sizes and family friendly design features (Program H-6-1-1). In addition, the City will work to provide affordable family housing development on City-controlled sites (Program H-6-1-2).

### Female-Headed Households

Female-headed households are considered to be a special needs group due to the comparatively low rates of homeownership, lower income levels, and disproportionately high poverty rate experienced by this group. In addition, female-headed households with children can face housing discrimination. As of 2010, 24 percent of Emeryville families (435 families) were female-headed and 54 percent of female-headed

families included children under the age of 18 (238 families). The 2007–2011 ACS estimated that 45 percent of single-person householders in Emeryville were female.

This group may benefit from City efforts to provide affordable family housing. As stated in Programs H-6-1-1 and H-6-1-2, the City will work to encourage additional housing that includes on-site play areas, family programming, and other child-friendly considerations and amenities.

In addition to economic problems, single-mother families may be vulnerable to displacement due to domestic violence. As of 2013, 248 shelter beds were available exclusively for women escaping domestic violence and 45 beds in transitional housing specifically for victims of domestic abuse in Alameda County (Alameda County Housing and Community Development 2013; EveryOne Home 2013). The City of Emeryville annually allocates a portion of its federal Community Development Block Grant (CDBG) allocation to the Berkeley Food and Housing Project to support transitional housing for women and children.

### Senior Households

Seniors are considered to have special needs because they are more likely to have fixed incomes, making it difficult to afford rent increases or home maintenance costs. As of 2010, approximately 10 percent of Emeryville residents were 65 years of age or older. Approximately 60 percent of senior households were aged 65 to 74, 30 percent were 75 to 84, and 10 percent were 85 or older.

As shown in **Table 2-26,** tenure among senior households was split between renting (48 percent) and owner occupancy (52 percent). However, the ownership rate among senior households is greater than that of the city as a whole.

Many senior households live on limited incomes. As shown in **Table 2-27**, as of 2011, approximately 43 percent of Emeryville senior households had an annual income of less than $30,000. Approximately 14 percent of senior households lived in poverty. Low annual incomes can impact seniors' ability to pay rising housing costs or pay for basic services.

Two apartment buildings in Emeryville are reserved for very low-income seniors: Emery Villa (50 units) and Avalon Senior Apartments (66 units). AgeSong provides 125 market-rate senior units.

The Alameda County Area Agency on Aging is the local arm of the national aging network that works to advance the social and economic health of elders (age 60 and over) in the county. In 2012, the agency completed a Four-Year Plan on Aging, which includes data and surveys identifying issues facing seniors residing in the North County (Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont). The top-rated concern from survey respondents was having adequate money for living expenses.

The assessment also indicates that many elderly persons may need assistance in performing daily tasks. For example, 22 percent of seniors in the county reported an inability to do heavy housework, 9 percent were unable to shop, 14 percent cannot prepare their own meals, and 13 percent had no means of transportation. Among seniors who noted having serious difficulties in performing daily tasks, 59 percent indicated no one was available to help them shop, 76 percent indicated no one was available to help do heavy housework, and 71 percent indicated no one was available to help with transportation.

The need for affordable senior housing was noted in community workshops, on the online survey, and at hearings during the preparation of this Housing Element. In addition to housing that is affordable, seniors need housing that is accessible and within walking distance to services and amenities such as pharmacies and grocery stores. As stated in Program H-3-1-2, the City will support the development of senior housing facilities. The City will continue to offer a density bonus for the provision of universal design features that can improve housing accessibility for seniors and will consider making universal features a

**Table 2-26. Senior Households by Tenure and Age, 2010**

| HOUSEHOLD AGE | RENTERS | | OWNERS | | TOTAL | |
|---|---|---|---|---|---|---|
| | NUMBER OF HOUSEHOLDS | PERCENTAGE | NUMBER OF HOUSEHOLDS | PERCENTAGE | NUMBER OF HOUSEHOLDS | PERCENTAGE |
| 65 to 74 years | 222 | 57% | 256 | 62% | 478 | 60% |
| 75 to 84 years | 118 | 31% | 118 | 29% | 236 | 30% |
| 85+ years | 46 | 12% | 38 | 9% | 84 | 10% |
| **Total** | **386** | **48%** | **412** | **52%** | **798** | **100%** |

Source: US Census 2010

**Table 2-27. Senior Households by Income, 2011**

| ANNUAL INCOME | NUMBER | PERCENTAGE |
|---|---|---|
| Less than $30,000 | 330 | 43% |
| $30,000 to $49,999 | 92 | 12% |
| $50,000 to $74,999 | 115 | 15% |
| **$75,000 to $99,999** | **60** | **8%** |
| More than $100,000 | 162 | 21% |
| **Total** | **759** | **100%** |

Source: 2007–2011 American Community Survey; ABAG Data Profiles for Housing Elements, 2014

Note: The total number of senior households estimated in this table varies from other data in this Housing Element due to the data source and year. The 2010 US Census estimated 798 senior households and is the most reliable source. The ACS has a high margin of error for small cities such as Emeryville.

**Table 2-28. Permanent Housing for People with Physical Disabilities**

| SPONSOR/OWNER/OPERATOR | PROJECT NAME | CITY | NUMBER OF UNITS |
|---|---|---|---|
| Alameda County Housing Authority | Ocean Avenue Apartments | Emeryville | 6 |
| Affordable Housing Associates, Inc. | Ashby Lofts Apartments | Berkeley | 9 |
| | University Neighborhood Apartments | Berkeley | 9 |
| | Sacramento Senior Homes | Berkeley | 14 |
| Resources for Community Development | Mable Howard Apartments | Berkeley | 40 |
| | Adeline Street Apartments | Berkeley | 19 |
| | Erna P. Harris Court | Berkeley | 5 |
| | The Harrison Hotel | Oakland | 81 |
| Satellite Housing Inc. | Valdez Plaza | Oakland | 150 |

Sources: City of Emeryville Economic Development and Housing, 2013

requirement for a portion of new housing (Program H-3-1-1). In addition, the City will encourage the development in close proximity to transit, parks, and services (Policy H-7-3).

### Persons with Disabilities

A disability is defined broadly by the US Census as a physical, mental, or emotional condition that lasts over a long period of time and makes it difficult to live independently. Special needs for access and affordability can make it difficult for persons with disabilities to find adequate housing. According to the 2000 US Census, approximately 20 percent of Emeryville residents between the ages of 21 and 64 had a disability. As the population ages, the incidence of disability increases. Among the population aged 65 and older, 42 percent had a disability.

Disability status was not counted in the 2010 Census, and due to Emeryville's size, data from recent ACS counts is either not available or had an unacceptably high margin of error. As such, the 2000 data is the best available and is retained as a proxy in this analysis for current disability figures.

The cost of housing is a significant barrier. Many with disabilities depend on Supplemental Security Income (SSI) as their sole source of income and would be considered extremely low income. According to the 2007–2011 ACS, the mean SSI for households receiving assistance was $8,926 per year ($743 per month) in Emeryville. SSI payments alone leave recipients near the poverty level, established at $10,830 per year in 2010 for a one-person household (US Department of Health and Human Services poverty guidelines).

*Physical Disabilities*. **Table 2-28** lists permanent housing located in or near Emeryville that serves physically disabled people and people with limited

mobility. The majority of the developments listed below are affordable senior housing projects that also allow physically disabled residents over the age of 18. Thus, while a number of units are potentially available to the physically disabled, a large portion of these units are occupied by seniors who may or may not have a physical disability.

*Mental Illness*. People with behavioral health problems, including mental illness and/or substance abuse, face substantial challenges obtaining and maintaining stable housing. As of 2012, approximately 4 percent of the total Alameda County population (65,175 persons) was in need of mental health services (California Mental Health and Substance Use System Needs Assessment, 2012). According to the 2010 US Census, there were 178 persons in mental hospitals and psychiatric units in hospitals in Alameda County.

**Table 2-29** lists the permanent housing units near Emeryville that are dedicated solely to serving people with mental illness. Throughout Alameda County, 6 family units, 16 family beds, and 118 individual beds are reserved for people with mental illness.

### Persons with Developmental Disabilities

According to Section 4512 of the Welfare and Institutions Code, "development disability" means a disability that originates before an individual attains age 18 years, continues or can be expected to continue indefinitely, and constitutes a substantial disability for that individual, which includes mental retardation, cerebral palsy, epilepsy, and autism. This term also includes disabling conditions found to be closely related to mental retardation or to require treatment similar to that required for individuals with mental retardation, but does not include other handicapping conditions that are solely physical in nature.

Many developmentally disabled persons can live and work independently in a conventional housing environment. More severely disabled individuals require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for the developmentally disabled is the transition from the

**Table 2-29. Permanent Housing for People with Mental Illness**

| SPONSOR/OWNER | FACILITY NAME | FAMILY UNITS | FAMILY BEDS | INDIVIDUAL BEDS |
|---|---|---|---|---|
| Alameda County Behavioral Health Care Services | Lakehurst SRO (Oakland) | — | — | 3 |
| Alameda Point Collaborative | Multiple Sites (Alameda) | — | — | 10 |
| Bay Area Community Services | Humphrey Lane (Oakland) | — | — | 12 |
| Bonita House | Channing Way (Berkeley) | — | — | 4 |
| | Hearst Street (Berkeley) | — | — | 12 |
| | Martin Luther King Street (Berkeley) | — | — | 7 |
| City of Berkeley Housing Department/Bonita House and Berkeley Mental Health | Shelter Plus Care (tenant-based) | 2 | 6 | 37 |
| Fred Finch Youth Center | Coolidge Court (Oakland) | — | — | 19 |
| Resources for Community Development/ Oakland Community Housing Inc. | MLK House (Berkeley) | — | — | 8 |
| **Total** | | **2** | **6** | **118** |

Source: Alameda County Behavioral Health Care Services, 2013; Alameda Countywide Homeless and Special Needs Housing Plan, April 2006

person's living situation as a child to an appropriate level of independence as an adult.

The California Department of Developmental Services (DDS) provides community-based services to approximately 243,000 persons with developmental disabilities and their families through a statewide system of 21 regional centers, four developmental centers, and two community-based facilities. The Regional Center of the East Bay (RCEB) serves Alameda and Contra Costa counties. The center is a private, nonprofit community agency that contracts with local businesses and organizations to offer a range of services to individuals with developmental disabilities and their families.

According to data provided by the RCEB, in collaboration with the Housing Consortium of the East Bay (HCEB), there were 94 persons with development disabilities in Emeryville as of January 2014. **Table 2-30** provides an estimate of developmentally disabled residents by age. Approximately 68 percent of developmentally disabled residents were aged 22 years or younger.

The RCEB, Area Board 5 (the local office of the State Council on Developmental Disabilities), and the HCEB collaborated to create a methodology to determine the housing needs of persons with developmental disabilities for jurisdictions in the East Bay. These organizations estimated a need for 32 units to accommodate developmentally disabled persons for the 2015 to 2023 Housing Element planning period. The estimate was based on demographic data as well as the professional experience and opinions of family members, social workers, service provider agencies, and senior staff at the RCEB and Area Board 5.

A variety of housing types are appropriate for people living with a developmental disability: rent-subsidized housing with services that is accessible and close to transit and community resources, tax credit financed special needs housing, licensed and unlicensed modified single family homes (typically 3 to 5 bedrooms), inclusionary units within larger developments, Section 8 vouchers, homeownership through financial assistance programs, and housing specially modified for the medically fragile (Senate Bill 962 homes). Affordability is a particular concern, as many persons with developmental disabilities live on extremely low fixed incomes.

**Table 2-30. Developmentally Disabled Residents by Age, 2014**

| AGE RANGE | NUMBER OF PERSONS | PERCENTAGE |
|---|---|---|
| 14 years and younger | 14 | 15% |
| 15 to 22 | 16 | 17% |
| 23 to 54 | 48 | 51% |
| 55 to 65 | 14 | 15% |
| 65 and older | 2 | 2% |
| **Total** | **94** | **100%** |

Source: Regional Center of the East Bay 2014; Housing Consortium of the East Bay 2014

The City is committed to facilitating the development of housing appropriate for persons with developmental disabilities. In 2010, the City assisted in the development of Magnolia Terrace, a five-unit development that serves extremely low-income developmentally disabled persons, operated by the HCEB. In addition, the City negotiated the inclusion of three below-market-rate units serving developmentally disabled persons in the Courtyard Apartments, built in 2004.

To improve access to housing for those with developmental disabilities, this Housing Element includes Program H-3-1-3 to continue offering a density bonus for the provision of universal design features and consider establishing a minimum requirement for universal design in new development. In addition, the City will evaluate the feasibility

*Magnolia Terrace, a 5-unit home for persons with developmental disabilities, opened in 2010.*

of developing additional housing for persons with developmental disabilities on City-controlled sites.

### Persons with HIV/AIDS

As of 2012, an estimated total of 1,541 persons were living with HIV and 3,809 persons living with AIDS in Alameda County, per the California Department of Public Health. The majority were male (82 percent), and the racial/ethnic group with the highest proportion of cases was African American (44 percent). In Emeryville, 42 people were diagnosed and living with AIDS. The majority of these residents were male, 52 percent were over 50 years old, 43 percent were between 30 and 49 years old, and the remaining 5 percent were 29 years or younger (Alameda County Public Health Department).

People with HIV and AIDS encounter significant housing problems, similar to those of the elderly and disabled persons. This can be due to limited incomes or to the structural capacity of the housing supply to accommodate their physical needs. The Baybridge Apartments project in Emeryville includes six units for very low-income households living with HIV/AIDS. The Ambassador Housing project, completed in 2013, offers five units for households living with

**Table 2-31. Permanent Housing for People Living with HIV/AIDS in Alameda County**

| SPONSOR/OWNER | PROJECT NAME | FAMILY UNITS | FAMILY BEDS | INDIVIDUAL BEDS |
|---|---|---|---|---|
| Affordable Housing Associates, Inc. | University Neighborhood Apartments (Berkeley) | 2 | 6 | — |
| | Sacramento Senior Homes (Berkeley) | 14 | | |
| Affordable Housing Associates/Building Opportunities for Self Sufficiency (BOSS) | Peter Babcock House (Berkeley) | — | — | 5 |
| Alameda Point Collaborative/Housing and Community Development (HCD) | Spirit of Hope (Alameda) | 4 | 13 | — |
| Allen Temple Housing Corporation | Allen Temple Manor (Oakland) | 2 | 4 | 21 |
| East Bay Asian Local Development Corporation | Swans Market (Oakland) | 4 | 12 | — |
| Resources for Community Development (RCD | Providence House (Oakland) | — | — | 40 |
| | Bay Bridge Apartments (Emeryville) | — | — | 6 |
| | Concord House (Hayward) | — | — | 8 |
| | Dwight Way (Berkeley) | — | — | 2 |
| | Eastmont Court (Oakland) | — | — | 4 |
| | Harrison Hotel (Oakland) | — | — | 14 |
| | Marlon Riggs (Oakland) | — | — | 12 |
| | Oxford Plaza Apartments (Berkeley) | 10 | — | — |
| | Ambassador Housing (Emeryville) | 5 | — | — |
| **Total** | | **53** | **71** | **112** |

Source: City of Emeryville Economic Development and Housing 2014

HIV/AIDS. Additional housing is shown in **Table 2-31**.

The Alameda County HIV/AIDS housing and service system is supported by two federal programs: HUD's Housing Opportunities for Persons with AIDS (HOPWA) program and the Ryan White CARE Act. HOPWA funds are used for the development of emergency, transitional, and permanent housing. According to the US Health Resources and Services Administration (HRSA), Ryan White funds cannot be used for permanent rental or ownership housing, and the use of HOPWA for services should be limited to 35 percent of the total grant amount in a given project.

Alameda County has offered a partial rent subsidy program for people living with HIV/AIDS since 1996. Project Independence provides partial rent subsidies, support service coordination, and accessibility improvements to people living with HIV/AIDS who are at risk of homelessness. The project was initiated in the 1996 Alameda County Multi-Year AIDS Housing Plan.

## Homeless Persons

Homelessness and housing instability have wide-ranging negative impacts. Persons or families who are homeless or at risk of becoming homeless are often unable to reach their full potential at home, at work, at school, or in the community. Homelessness is a symptom of a wide range of challenges. The high cost of housing in Alameda County increases cases of homelessness and presents a barrier to its prevention.

Alameda County has made a significant investment in affordable housing and services related to homelessness, behavioral health, and HIV/AIDS. In April 2006, the Alameda Countywide Homeless and Special Needs Plan (now known as the EveryOne Home Plan) was released by a collaborative of sponsoring agencies, including the Alameda County Housing and Community Development Department, Alameda County Behavioral Health Care Services, Alameda County Social Services Agency, Alameda County Public Health Department Office of AIDS Administration, the Cities of Oakland and Berkeley, and the Alameda County Homeless Continuum of Care Council.

### EveryOne Home Plan

The vision of the EveryOne Home Plan is to end chronic homelessness in Alameda County by 2020 through five major goals: 1.) prevention of homelessness through services for individuals exiting foster care, hospitals, or prisons; 2.) increasing countywide housing opportunities by bringing 15,000 new units online for people who are homeless or living with AIDS/HIV or mental illness; 3.) delivering flexible services to support stability and independence; 4.) measuring success and reporting outcomes so successful programs can be identified; and 5.) developing long-term leadership, community support, and political will to implement the plan. The EveryOne Home Plan seeks to address homelessness through a collaborative, regional approach.

### Homeless Count

Every two years, EveryOne Home completes a point-in-time count of the homeless population in Alameda

**Table 2-32. Alameda County Homeless Count, 2003-2013**

| YEAR | HOMELESS POPULATION | PERCENTAGE CHANGE |
|---|---|---|
| 2003 | 5,081 | — |
| 2005 | 5,129 | 1% |
| 2007 | 4,838 | -1% |
| 2009 | 4,341 | -10% |
| 2011 | 4,178 | -3% |
| 2013 | 4,264 | 2% |

Source: Alameda Countywide Homeless Count and Survey Report, November 2013

**Table 2-33. Homeless Families With and Without Children, 2013**

| | AGE RANGE | COUNT | PERCENTAGE |
|---|---|---|---|
| In families with children | 0 to 17 | 753 | 18% |
| | 18 to 24 | 166 | 4% |
| | 25+ | 433 | 10% |
| In families without children | 18 to 24 | 269 | 6% |
| | 25+ | 2,643 | 62% |
| **Total** | | **4,264** | **100%** |

Source: Alameda Countywide Homeless Count and Survey Report, November 2013

County. The count was most recently completed in January 2013. As shown in **Table 2-32**, this count found 4,264 homeless persons, an approximately 2 percent increase over the 4,178 homeless estimated in the 2011 count. Prior to this increase, the count had been decreasing in every count since 2005.

As shown in **Table 2-33**, the majority of homeless persons were in families without children under the age of 18 (68 percent). The survey found 753 children under age 17, approximately 86 percent of whom were sheltered.

The 2013 count found that 45 percent of the homeless in Alameda County were sheltered. This percentage is slightly down from the 2011 count, which found 47 percent of the homeless population living in sheltered conditions. As shown in **Table 2-34**, the breakdown of sheltered housing types over the last two years shows an increasing trend in homeless individuals using emergency shelters and a corresponding decrease in transitional housing use.

As shown in **Table 2-35**, the 2013 count found an increased number of homeless people (1,106 individuals) with severe mental illness compared to the 2011 count, which identified 818 individuals. During the same time period, the 2013 homeless count found a decrease in the number of Alameda County's homeless population having chronic substance abuse problems.

Other significant findings from the 2013 count include a decrease in homelessness for unsheltered woman and an increase in domestic violence. In 2013, domestic violence was estimated to affect 25 percent of the homeless, whereas in 2005 it was 9 percent.

**Table 2-34. Sheltered and Unsheltered Homeless Population, 2011 and 2013**

| | 2011 | | 2012 | | PERCENTAGE CHANGE |
|---|---|---|---|---|---|
| | COUNT | PERCENTAGE | COUNT | PERCENTAGE | |
| Total sheltered | 1,966 | 47% | 1,927 | 45% | -2% |
| Emergency | 852 | 20% | 914 | 21% | 7% |
| Transitional | 1,114 | 27% | 1,013 | 24% | -9% |
| Unsheltered | 2,212 | 53% | 2,337 | 55% | 2% |
| **Total** | **4,178** | | **4,264** | | |

Source: Alameda Countywide Homeless Count and Survey Report, November 2013

**Table 2-35. Homeless with Special Needs**

| | 2011 | 2013 |
|---|---|---|
| With severe mental illness | 818 | 1,106 |
| As percentage of total homeless population | 20% | 26% |
| With chronic substance abuse | 1,408 | 1,289 |
| As percentage of total homeless population | 34% | 30% |

Source: Alameda Countywide Homeless Count and Survey Report, November 2013

Alameda County Behavioral Health Care Services (BHCS) operates a housing assistance program, called EveryOne Home Fund, for adults with serious mental illness or children with a BHCS mental health service provider. The program can fund short-term rental assistance to prevent homelessness and longer-term rental assistance for BHCS program clients.

#### Local Resources

Due to the small size of its staff, the City of Emeryville does not collect data on the number of homeless persons in the city. City staff consulted with the Emeryville Police Department about the nature and profile of homeless persons that the Police Department encounters and how it addresses providing referrals to these individuals. For those homeless individuals the police encounter, police personnel provide resources, including providing information on the countywide "2-1-1" phone hotline that provides emergency service and housing information, and directing homeless individuals to the City of Berkeley Men's Shelter and Women's Shelter, operated by the Berkeley Food and Housing Project (BFHP) in Berkeley.

The emergency shelters nearest to Emeryville are those operated by the BFHP. In addition to BFHP emergency shelters, the BFHP provides transitional housing, food, services, and outreach services. Emeryville contributes to the program's operating budget in order to cover the cost of providing shelter to those who come from Emeryville, using CDBG funds.

The City provides funding to the Emeryville Community Action Program (ECAP), which is in charge of collecting food donations and providing hot meals to community members in need. This service continues throughout the year with additional special holiday programs. ECAP provides food bags every week on Monday through Thursday as well as on Saturday. The program director indicated that in excess of 200 people are provided emergency food bags each day. While ECAP does not collect data on how many of these clients are housed versus homeless, the program director told City staff that it is likely that a fair number of the clients are homeless or extremely low income. The high demand for this program is evidence of the fact that a large number of people are living with very little means and in need of emergency food assistance.

Another major support service location for the homeless is 1 mile south of Emeryville on the San Pablo Avenue corridor (an AC Transit bus route)—the Society of St. Vincent de Paul of Alameda County (SVdP). SVdP's main community center is located at this site and provides a wide range of services, including a free dining room that serves a hot daily meal to 1,000 people in need, food bank, drop-in health clinic two to four times per month, referral services for homeless and very low-income men, women, and children, and job training assistance.

The SVdP community center also serves as one of the host sites for the Alameda County Homeless Court, a program instituted in 2004 to assist homeless individuals with nonviolent, low-level misdemeanors to solve legal issues if they are actively working to seek support services to work on obtaining a "clean slate." The Homeless Court is a collaborative effort by the Superior Court of California for Alameda County, the County District Attorney's Office, the EveryOne Home Program, and the Alameda County Public Defender's Office.

The City also provides an annual allocation of CDBG funds to support the EveryOne Home Plan's InHOUSE Homeless Management Information System (HMIS). Since 2005, this program has been used to track the number of homeless individuals receiving housing and service throughout Alameda County.

### Agricultural Workers

According to the 2008–2012 American Community Survey, no Emeryville residents work in the agriculture, forestry, fishing and hunting, or mining industries. Thus, Emeryville does not need special housing for agricultural workers.

## Local Opportunity Groups

Based on community input, the City has identified several groups that have unique housing needs and are a particular area of focus. These local opportunity groups are families with children, artists, City employees, and employees of the Emery Unified School District (EUSD). Goals, policies, and programs (Chapter 6) identify specific strategies to improve housing opportunities for these groups.

### Families with Children

According to the US Census, approximately 11 percent of Emeryville households (615 households) were families with children under 18. In Alameda County, Oakland, and Berkeley, 31, 25, and 17 percent of households were families with children, respectively.

At outreach events, community members, Housing Committee members, and elected officials expressed concern that the style, size, and cost of housing in Emeryville is forcing out existing and potential family households. Families move to seek housing with more child-friendly amenities, homes with multiple bedrooms, and more affordable rents or purchase prices.

Thus, the community would like to promote family-friendly housing for all income levels, and particularly seek opportunities to provide housing that is affordable to low- and moderate-income families. According to the 2007–2011 ACS, approximately 14 percent of Emeryville households were living below the poverty line.

Based on Census data collected at the school district level, **Table 2-36** provides a comparison of child poverty in the Emery Unified School District of children in Albany, Berkeley, and Oakland. The Census estimate is based on the number of children living in the district. Of an estimated 611 school-age children (children aged 5 to 17) living in Emeryville and attending the EUSD, 106 children (17 percent) lived in families with incomes below the federally defined poverty threshold. This compares to 13 percent in Albany and Berkeley, and 28 percent in Oakland.

The City has taken efforts to promote affordable housing opportunities for Emeryville families. The City's Affordable Housing Program (formerly named the Affordable Housing Set-Aside Ordinance) requires that a preference be applied in the lotteries for new below-market-rate (BMR) housing, which enables Emeryville families to have an opportunity to apply for and obtain affordable BMR housing.

Programs H-6-1-1 and H-6-1-2 specifically commit the City to continued actions to encourage the development of family-oriented affordable housing, including the adoption and implementation of family-friendly design guidelines and development of City-controlled sites as affordable family housing. The City will promote housing that includes larger units, usable outdoor open space, community rooms, and other child-friendly amenities.

### Artists

Emeryville is well endowed with artists, and the community places great value in the arts. The Emeryville Artist Co-Op consists of 56 live/work units that are affordable to low- and moderate-income artists. It provides some space for resident artists, but not nearly enough to support the sizeable community. The City continues to recognize the artists currently living in Emeryville and encourages the growth of artist community in the city.

**Table 2-36. Poverty Rate Among Children in Albany, Berkeley, Emeryville, and Oakland, 2012**

| CITY | TOTAL POPULATION | CHILD POPULATION (AGED 5 TO 17) | | | |
|---|---|---|---|---|---|
| | | POPULATION | PERCENTAGE OF TOTAL POPULATION | NUMBER IN POVERTY | PERCENTAGE IN POVERTY |
| Albany | 19,097 | 3,245 | 17% | 425 | 13% |
| Berkeley | 115,832 | 9,802 | 8% | 1,247 | 13% |
| Emeryville | 10,277 | 611 | 6% | 106 | 17% |
| Oakland | 402,281 | 57,421 | 14% | 16,028 | 28% |

Source: US Census Small Area Income and Poverty Estimates (SAIPE), 2012

Many projects in Emeryville include live/work units, and additional live/work units are planned and under construction. Programs H-4-2-4 and H-4-2-5 commit the City to continuing to encourage the development of live/work spaces for artists and craftspeople and ensure that those projects which contain affordable live/work units conduct targeted marketing to the artist and craftsperson community.

### City and School District Employees

It is within the public interest for City and school district employees to live in Emeryville. Workers who live nearby spend less time and energy commuting, and essential service employees such as Police Department personnel are closer in case of emergency. As of 2013, the City had 124 full-time, 1 permanent part-time, and 35 seasonal employees in its employment. These include 34 sworn police officers and 16 non-sworn other police personnel. Eight City employees lived in Emeryville. The Emery Unified School District employs 80 staff members, of which 13 lived in Emeryville.

To encourage City and EUSD employees to live in Emeryville, the City has special assistance available through its First-Time Homebuyer Program for both market-rate units and BMR units for these groups. The program offers low-interest home loans of up to 20 percent of the purchase price, with no down payment requirement. In addition, the City waives its first-time homebuyer requirement and program income limits, although applicants purchasing BMR units must have incomes that do not exceed the moderate income limits. As stated in Programs H-4-2-1 and H-4-2-2, the City will continue to provide loan assistance to City and EUSD employees.

Opportunities for City and EUSD employees are also available through the Affordable Housing Program

(formerly named the Affordable Housing Set-Aside Ordinance), which gives lottery preference for below-market-rate units to persons who work in Emeryville (second only to persons who are already Emeryville residents). As stated in Program H-4-2-3, the City will advertise the availability of BMR units to City and EUSD employees.

## 2.5 REGIONAL HOUSING NEEDS ALLOCATION

State law (Government Code Section 65580 et seq.) requires the California Department of Housing and Community Development (HCD) to project statewide housing needs and allocate the anticipated need to each region in the state. For the Bay Area, including Emeryville, HCD provides the regional need to the Association of Bay Area Governments, which then distributes the Regional Housing Needs Allocation (RHNA) to the cities and counties within the ABAG region. For the 2014 to 2022 period, ABAG sought to align the RHNA with Plan Bay Area and regional jobs/housing strategies, concentrating new housing development near transit and existing job centers. Note that the RHNA cycle varies from the planning cycle, which is 2015 to 2023 for this period.

Projected housing needs in the RHNA are described by income categories as established by HCD: very low, low, moderate, and above moderate. Additionally, recent state housing element legislation requires jurisdictions to project housing needs for extremely low-income households, which is assumed to be half of the very low-income allocation.

Emeryville's share of the 2014 to 2022 RHNA is 1,498 units. **Table 2-37** provides a breakdown of units by income category.

Local governments can employ a variety of strategies to meet RHNA housing production goals, as provided in Government Code Section 65583(c)(1), including vacant land zoned for residential uses, development of second units, and the potential for redevelopment of underutilized sites. As described in the sites inventory section in Chapter 4, Housing Resources, Emeryville has sites zoned for residential development at a range of densities to exceed the RHNA for all income categories.

**Table 2-37. 2014–2022 RHNA by Income Category**

| INCOME CATEGORY | NUMBER OF UNITS | PERCENTAGE OF TOTAL |
|---|---|---|
| Extremely low | 138 | 9% |
| Very low | 138 | 9% |
| Low | 211 | 14% |
| Moderate | 259 | 17% |
| Above moderate | 752 | 50% |
| **Total** | **1,498** | -- |

Source: ABAG 2014–2022 RHNA, 2013

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