



1 INTRODUCTION

This chapter provides an overview of the Emeryville community and the statutory requirements for housing update processes and content, a discussion of General Plan consistency, a description of community outreach efforts and input, and outlines the organization of this Housing Element.

1.1 COMMUNITY CONTEXT

Emeryville is located in the San Francisco Bay Area at the gateway to the East Bay. Emeryville is one of the smallest cities in the Bay Area, covering an area of just 1.2 square miles. It is located between Berkeley (to the north), Oakland (to the south and east), and the San Francisco Bay (to the west). Emeryville is located at the eastern end of the Bay Bridge, a major crossing between the East Bay and San Francisco.

Emeryville was incorporated in 1896 as a city of industry and business at transportation crossroads. Today, Emeryville is a bustling mixed-use city that includes a vibrant arts community, high-tech industries such as software, animation, and biotechnology, retail and entertainment destinations, and a variety of housing, from older single-family neighborhoods to converted live/work lofts and higher-density apartments and condominiums.



Emeryville is centrally located in the Bay Area, adjacent to Oakland and Berkeley, and across the Bay Bridge from San Francisco.

1.2 LEGAL CONTEXT

The Housing Element is one of seven state-mandated elements of the General Plan. It is the only General Plan element that is subject to review and certification by the state. Emeryville's Housing Element was last adopted and certified in 2010. Until this planning cycle, housing elements were required to be updated every five years. Based on Senate Bill 375 (2008), housing elements that achieve timely adoption and certification for this planning cycle (2015 to 2023 for Bay Area jurisdictions) will move to an eight-year update cycle.

State requirements for housing elements are more detailed and specific than for other general plan elements. This Housing Element meets the requirements of housing law specified in California Government Code Sections 65580 through 65589.8. The law emphasizes the availability of housing as a statewide priority and requires participation from

regional and local governments as well as the private sector. State law says that the housing element "shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing."

1.3 GENERAL PLAN CONSISTENCY

State law requires that the General Plan and all of its elements comprise an integrated, internally consistent, and compatible statement of policies. The other elements of the Emeryville General Plan (Land Use; Transportation; Parks, Open Space, Public Facilities, and Services; Urban Design; Conservation, Safety, and Noise; and Sustainability) were adopted in 2009 and amended in 2010, 2012, and 2013.

This Housing Element builds upon the current General Plan and is consistent with its goals, policies, and implementation actions. The City will continue to review the General Plan for internal consistency as amendments are proposed and adopted.

In addition, the City is aware of the provisions of Assembly Bill 162 (2007) which relates to flood hazard policies in the Safety, Conservation, and Land Use Elements of the General Plan.

1.4 PUBLIC OUTREACH

The City conducted an outreach campaign to gather information regarding housing needs, issues, and preferences in the community. Outreach events included a community workshop, a housing and service provider roundtable discussion, and a series of

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public study sessions and hearings with the Housing Committee, Planning Commission, and City Council.

The City provided information regarding the update on a dedicated page of the City's website and offered opportunities for input through an online survey. The draft Housing Element was posted to the website beginning in May 2014 and the most current version remained available throughout the review and adoption process.

Participation opportunities were advertised on the City's website, in the City's Activity Guide, through flyer distribution, and via direct e-mail to stakeholders, including local property managers, developers, community groups, nonprofit service organizations, residents, and elected officials.

Community Workshop

The City held a community workshop on March 13, 2014, at Emeryville City Hall. City staff and consultants presented an overview of the Housing Element update, initial demographic and housing market data, and the Regional Housing Needs Allocation (RHNA). The workshop was attended by 14 members of the community including members of the Housing Committee and the Planning Commission, representatives from community organizations, and housing and housing-related service providers. Following is a summary of input from this workshop.

Segments of the population in need of housing and needed housing types:

- Housing and amenities for families with children (suggested by multiple attendees) and low- and moderate-income families

- Young adults
- Homeless services and facilities, including permanent supportive housing for the chronically homeless, transitional housing, and rapid re-housing for families with temporary setbacks (suggested by multiple attendees)
- Section 811 housing
- Senior housing (suggested by multiple attendees), particularly senior housing that is affordable to lower-income senior households and housing that is accessible and provides a high quality of life
- Expanded public transportation
- More parks and recreation opportunities
- Neighborhood identities (sense of place)
- Quality of life features

Vision for future housing in Emeryville:

- People-friendly neighborhoods (walkable and bikeable)
- Energy-efficient and environmentally sensitive
- City reflects a "can do" attitude
- Family-friendly with play areas for children of all ages
- Supportive services for low-income families
- High quality transit services
- Creative vertical housing with a variety of ground-floor uses, roof uses, and indoor family programming
- More variations of mixed use
- Less industrial and retail uses and more housing

- Overcome railroad tracks as a barrier and find a way to "cap" the highway to better unify the city and make better use of the highway and rail space – connect Emeryville to the bay
- Affordable housing for seniors and larger senior housing units
- Housing linked to parks, transit, and schools
- In-lieu/impact fee for market-rate housing
- More single-family homes

Emeryville 2014-2022 Housing Element Update



Community Workshop

Please join us at a community workshop to discuss housing conditions and share your vision and ideas for how we can improve housing opportunities in the City of Emeryville.

The City is in the process of updating the Housing Element of the General Plan.

The Housing Element is a policy guide that describes housing-related needs and resources in the community, particularly the availability, affordability, and adequacy of housing.

We invite you to learn more about the update process and participate in a conversation that will help shape the City's updated housing plan.

When & Where

Date: Thursday, March 13
Time: 6:00pm – 7:30pm
Location: City Council Chambers
Civic Center, 1333 Park Avenue, Emeryville
Light refreshments will be provided.

Contact

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For more information & to participate in an online survey, please visit:

emeryville.org/housingelement



Community workshop flyer

- A greater home occupancy rate (target 50 percent) and greater diversity in unit types (owner versus rental, services and amenities, affordability levels, and unit sizes)

Housing and Housing-Related Service Provider Roundtable

The City invited affordable housing developers, housing advocacy organizations, organizations representing persons with special needs, and housing-related service providers to a roundtable discussion, held on April 10, 2014. The roundtable was intended to serve as a forum to discuss the housing needs of lower-income households and other underserved populations.

The event was attended by representatives from 10 organizations as well as staff from multiple City departments including Community Services, Housing



Residents and community stakeholders noted the importances of housing in close proximity to transit, services, and amenities.

and Economic Development, and Planning and Building. Organizations represented included EAH, Inc., Fred Finch Youth Center, Rebuilding Together, Resources for Community Development, East Bay Asian Local Development Corporation, Berkeley Food and Housing Project, Housing Consortium of the East Bay, and Satellite Affordable Housing Associates.

Following is summary of input from this workshop:

Strengths (good existing programs or resources):

- City support, understanding, and recent request for proposals process for selecting an affordable housing developer
- Homelessness Prevention and Rapid Re-Housing Program (was good but is no longer available)
- Avalon Senior Housing
- Emery Villa
- Market-rate rentals
- Past opportunities related to inclusionary rental units
- Capable nonprofit developers
- Proximity to transit, services, and neighboring cities

Housing needs and underserved populations:

- More affordable family housing (the Ambassador family housing development, occupied in late 2013, had 1,300 applicants in a three-week period)
- Homeless youth (persons aged 18 to 25 years)
- Homes for working-class and fixed-income families

- Seniors
- Larger households
- Supportive housing for special needs populations

Opportunities:

- Greater collaboration among East Bay jurisdictions (particularly for shelters and homeless services)
- Emeryville-Berkeley-Oakland Transit Study (EBOTS)
- Expanded Emery-Go-Round operations
- Align opportunity sites with priority development areas
- Development on City-controlled sites (potential for ground leases)
- Increase inclusionary housing requirements, incentivize deeper affordability
- Rent control
- Transit-oriented development
- Emphasize complete streets
- Identify new funding for housing assistance, such as an impact fee or designated Redevelopment Agency “boomerang” funds
- Advocate for the next phase of redevelopment
- Reduce parking requirements for projects with transit strategies
- Reduce open space requirements for projects near parks
- Participate in street outreach efforts to homeless persons

Online Survey

The City conducted an online housing survey to allow interested parties to provide input at their own convenience. The survey was open from February to April 2014 through a link on the Housing Element update page on the City's website. The survey was advertised through the website, on flyers for the workshop, and via e-mail to a list of stakeholders, and was announced at all Housing Element events and hearings.

The survey received 102 responses. Among respondents, 56 percent were Emeryville residents, 33 percent were considering moving to Emeryville, 24 percent own land or a home in Emeryville, 13 percent work for an organization that serves Emeryville residents, 7 percent work in Emeryville, and 2 percent are developers (note that respondents may have been included in more than one of these groups).

Respondents most frequently named proximity to services and amenities, proximity to transit, accessibility, and private outdoor spaces as important characteristics and amenities when choosing a home. The expense of housing, lack of affordable housing for lower-income households, and lack of larger units (2, 3, and 4 bedrooms) were ranked as the most significant housing issues in Emeryville.

Respondents most frequently ranked energy efficiency resources, age-in-place resources, home maintenance and rehabilitation assistance, and down payment assistance programs as the resources that are important to themselves and/or their family or friends. When asked which programs the City should support, respondents most frequently selected energy efficiency resources, age-in-place resources, home maintenance and rehabilitation assistance,

transitional and supportive housing, and fair housing assistance.

Many respondents offered additional comments regarding housing in Emeryville. One noted that the City should create incentives for low-income family-friendly rental housing near parks and schools and ownership housing in industrial zones. Another suggested that the City look for ways to increase parks and decrease noise from freeways and trains. Additional comments included:

- Rent control and other laws to protect renters are needed, particularly for seniors
- Too many rental and not enough for-sale units
- Not enough below market rate housing, especially for low-income families and seniors
- More single-family homes to balance over abundance of condos
- More amenities such as non-chain restaurants, food stores, parks, and locally owned shops
- Clean up air pollution through strict laws on diesel idling, non-fossil fuel Emery-Go-Round, etc.
- Apartment complexes increase rent annually and show a lack of concern for residents and the community
- Development is not a bad thing, developers must be able to make a profit or they will not build
- The public pool should be reopened and free internet access should be available to residents

Housing Committee Study Sessions

City staff and the consultant attended Housing Committee meetings during the preparation of the

Housing Element on February 5, 2014, and March 27, 2014, and presented the draft Housing Element to the committee on June 4, 2014. At the first meeting, City staff and the consultant provided an overview of the update process and housing element requirements. Committee members provided initial suggestions and ideas for consideration, including the following:

- Look at needs and policies related to special populations such as supportive housing for veterans, transitional housing, and other populations that are not necessarily required to be discussed under housing element law
- Consider air rights for housing (similar to housing over Bay Street), particularly given the physical constraints to developing new housing in Emeryville
- Look at office/housing mixed use
- Consider the proximity of housing to transit



Many residents and City leaders would like to see additional family-friendly housing and increased opportunities for home ownership.

At the second meeting, City staff and the consultant presented initial findings from the housing needs assessment, key accomplishments in the implementation of the 2009–2014 Housing Element, and potential revisions to Housing Element goals, objectives, policies, and programs for the 2015 to 2023 planning period. The Housing Committee agreed to a structure and format change to the housing plan, as well as wording changes to some existing goals. The committee recommended the addition of a new goal to address the imbalance in housing types, unit sizes, and housing tenure. Specifically, the committee recommended that the Housing Element include a goal to increase the availability of family-friendly homes and encourage owner occupancy.

In addition, the Housing Committee discussed and agreed upon proposed program topics including those relating to family-friendly design guidelines, housing impact fees, universal design, special needs housing, regulatory incentives, Mortgage Credit Certificates, homeowners association outreach and assistance, and state and regional funding sources. The committee suggested consideration of quality and design issues related to multi-family housing as well as ground-floor uses that serve family and community needs (rather than just retail).

Planning Commission Meetings

City staff and the consultant attended Planning Commission meetings on March 27, 2014, and June 26, 2014. At the first meeting, City staff and the consultant provided an overview of the Housing Element and the update process, shared input from the community workshop, presented initial findings from the needs assessment, and reviewed existing housing resources. Commissioners inquired about the housing needs of persons with developmental disabilities and discussed

how the City might encourage developers to provide ownership housing. At the second meeting, City staff and the consultant presented the draft Housing Element for review and comment.

City Council Meetings

City staff and the consultant attended City Council meetings on April 22, 2014, and July 15, 2014. At the first meeting, City staff and the consultant provided an overview of the Housing Element and the update process, shared input from community outreach events and previous Housing Committee and Planning Commission hearings, presented initial findings from the needs assessment, and reviewed accomplishments in achieving the 2009–2014 Housing Element goals and program considerations for the new planning period.

A member of the public commented that while larger units (3 bedrooms) are important, they only help families if they are affordable. Council members suggested that staff look into housing under the mobile home category. Additionally, they commented on the large number of studio units and the potential for separating the balance in unit types, tenure, and unit sizes into three goals; the possibility of encouraging housing that has direct access to the street (rather than podium housing); exterior design that encourages architectural variety with features such as gables and eaves (for aesthetic purposes and to address water infiltration issues); and potential policy issues related to tenure. They inquired about changes in rent levels for the past few years, the number of persons with developmental disabilities, and tenure by unit type.

At the second meeting, City staff and the consultant presented the draft Housing Element for review and comment.

1.5 HOUSING ELEMENT ORGANIZATION

This Housing Element is organized as follows:

Chapter 2. Housing Needs Assessment – A profile of the community, including an analysis of the city’s population, housing characteristics, employment and income trends, and special housing needs.

Chapter 3. Potential Constraints – A review of potential governmental, market, and environmental constraints that may inhibit housing development.

Chapter 4. Housing Resources – An evaluation of the land, programmatic, and financial resources available to meet Emeryville’s housing needs.

Chapter 5. Review of the 2009–2014 Housing Element – A discussion of measures taken to implement policies and programs from the 2009–2014 Housing Element, accomplishments toward meeting objectives, and the continued appropriateness of each policy and program for the upcoming planning period.

Chapter 6. Goals, Policies, and Programs – A housing plan with goals, policies, and programs to address Emeryville’s housing needs for the 2015–2023 planning period.