

# Appendix F: Affirmatively Furthering Fair Housing (AFFH)

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# Introduction

## Introduction and Overview of AB 686

Assembly Bill 686 (AB 686, 2018) expands requirements for all state and local agencies to ensure that appropriate actions are taken to relieve disparities in housing needs resulting from past patterns of segregation and unequal access to educational and employment opportunities. Requirements include an assessment of fair housing in all housing elements due to be revised on or after January 1, 2021, and a commitment to deliberate actions to affirmatively further fair housing.

AB 686 defines affirmatively further fair housing (AFFH) as “taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics.”

In addition to administering housing and community development programs in ways that affirmatively further fair housing, AB 686 added an assessment of fair housing to the Housing Element with the following components:

- A summary of fair housing issues and assessment of the County’s fair housing enforcement and outreach capacity
- An analysis of segregation patterns and disparities in access to opportunities
- An assessment of contributing factors
- An identification of fair housing goals and actions.

### F.1.1 Notes on Figures and Analysis

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#### Approach to Analysis

This AFFH assessment of fair housing considers factors that cause and contribute to persistent residential segregation, racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs and displacement. It examines patterns at a local and regional level and overall trends over time.

#### Fair Housing Methodology

California Government Code Section 65583 (10)(A)(ii) requires an analysis of available federal, state, and local data to identify areas of segregation, racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs including displacement risk.

To conduct this fair housing analysis, the County used data from the following sources:

- AFFH Data Viewer, California Department of Housing and Community Development (HCD or State HCD) AllTransit
- American Community Survey (ACS), U.S. Census Bureau

- CalEnviroScreen 4.0, California Office of Environmental Health Hazard Assessment (OEHHA)
- California Tax Credit Allocation Committee (TCAC)
- Comprehensive House Affordability Strategy (CHAS), U.S. Department of Housing and Urban Development (HUD)
- Urban Displacement Project (UDP)
- 2020-2024 Five-Year Consolidated Plan for the Alameda County HOME Consortium
- 2020 County of Alameda Regional Analysis of Impediments to Fair Housing Choice

### **AFFH Data Viewer**

The AFFH Data Viewer is an interactive mapping tool developed by the California Department of Housing and Community Development to assist in the assessment of fair housing in the housing element process. It assembles data from sources including the American Community Survey, California Tax Credit Allocation Committee, and U.S. Department of Housing and Urban Development. The Data Viewer organizes map data layers by fair housing enforcement and outreach capacity, segregation and integration, disparities in access to opportunity, disproportionate housing needs and displacement risks, and racially and ethnically concentrated areas of poverty.

Due to the timing of the writing of this appendix, Alameda County staff used both HCD's AFFH Viewer versions 1.0 and 2.0, leading to multiple years of ACS data being presented. Staff have noted the relevant years throughout.

### **AllTransit**

The AllTransit database compiles transit data for bus, rail, and ferry services delivered by over 500 city agencies and compares it against other metrics such as population demographics, employment, housing, and access to parking. To reveal the social and economic impact of transit, the AllTransit interactive tool provides metrics by census block group on transit in relation to factors such as jobs, economy, health, equity, transit quality, and mobility. It also generates an overall transit score considering connectivity, access to jobs, and frequency of service.

### **CalEnviroScreen**

The California Communities Environmental Health Screening Tool, also known as CalEnviroScreen, is an interactive mapping tool that helps identify communities that are most affected by multiple sources of pollution. The tool uses environmental, health, and socioeconomic data from local, state, and federal government sources to compare and rank every census tract in the state. Indicators are broadly grouped by pollution burden or population characteristic. Pollution burden indicators represent exposure to different types of pollutants and the adverse environmental conditions caused by pollution. Population characteristics include the measure of sensitive populations in a community and socioeconomic factors that create barriers to healthy living. Census tracts that rank in the highest 25% of overall scores in CalEnviroScreen are designated as disadvantaged communities by Senate Bill 535.

### **California Tax Credit Allocation Committee (TCAC)**

State HCD and TCAC convened the California Fair Housing Task Force—a group of independent organizations and research centers—to provide research, evidence-based policy recommendations, and other strategic recommendations to help advance fair housing goals. The Task Force created an opportunity mapping tool to identify areas in every region throughout the state with characteristics that have been shown by research to support positive economic, educational, and health outcomes for low-income families, especially those with children. The Task Force also updates data used for the mapping tool annually and reviews its design methodology to make improvements over time.

### **Comprehensive House Affordability Strategy (CHAS)**

HUD receives annual custom tabulations of American Community Survey (ACS) data from the U.S. Census Bureau. Known as the Comprehensive Housing Affordable Strategy data, or CHAS data, these data illustrate the extent of housing problems and housing needs, particularly for low-income households. CHAS data is estimated by the number of households that have certain housing problems and have income low enough to qualify for HUD's assistance programs (primarily 30, 50, and 80% of median income). CHAS data are used by local jurisdictions to plan how to spend HUD funds and may be used by HUD to distribute grant funds.

### **Urban Displacement Project (UDP)**

The UDP conducts community-centered, data-driven research to help understand the nature of gentrification and displacement. Interactive maps are created to help identify areas that are vulnerable to gentrification and displacement. Indicators of gentrification and displacement in the Bay Area were measured at the census tract level based on American Community Survey data. To help classify displacement risk, census tracts identified as disadvantaged neighborhoods by UDP's criteria were further analyzed to explore changes over time in the percentage of college-educated residents, non-Hispanic white population, median household income, and median gross rent.

### **2020-2024 Five-Year Consolidated Plan for the Alameda County HOME Consortium**

HUD requires each jurisdiction receiving federal funds from the Community Planning and Development formula block grant programs to prepare a five-year Consolidated Plan to assess their affordable housing and community development needs and available resources to meet those needs. These grants include the Community Development Block Grant (CDBG), the HOME Investment Partnerships Program (HOME), and the Emergency Solutions Grant (ESG).

Alameda County's 2020 – 2024 Consolidated Plan was prepared by the Alameda County HOME Consortium, which includes Alameda County and all of the cities in the County except for Berkeley and Oakland. Alameda County serves as the lead agency for the Consortium and the HOME Program. The Consolidated Plan focuses attention on the housing and community development needs of low- and moderate-income households, homeless populations, and those with special housing needs. The collaborative plan development process involved community development and planning staff from each of the Consortium's jurisdictions and community participation.



## **2020 Alameda County Regional Analysis of Impediments to Fair Housing Choice (AI)**

Prior to the passing of AB 686, which added an assessment of fair housing requirement to housing elements due to be revised on or after January 1, 2021, HUD required an analysis of impediments to fair housing choice be conducted every five years as part of the Consolidated Plan process. Alameda County, as lead agency, and multiple participating jurisdictions within the County formed a regional collaborative to complete the Alameda County Regional Analysis of Impediments to Fair Housing Choice (AI). The AI addresses fair housing issues at the countywide level and within each jurisdiction. It identified the primary fair housing issues using publicly available data on housing and population demographics along with community and stakeholder feedback and identified contributing factors to primary fair housing issues. Further, the collaborative committed to regional policies and supporting activities that specifically address the identified fair housing needs.

### **Geography**

Throughout this appendix, census tracts created during both the 2010 and the 2020 census are used. Neither set of geographies matches the current jurisdictional geography of Alameda County, as described in Table F-1. Of the 43 census tracts with RHNA sites located in them, 32 of them overlap with neighboring jurisdictions. Twelve of these tracts are 100% inside the unincorporated areas, and an additional 18 are 90% or more inside unincorporated Alameda County. Four tracts are less than 50% inside the unincorporated area; three of these are in East County, where there are few housing units (204 total) and all are currently under development. All housing units projected through the sites inventory are located within unincorporated Alameda County. Throughout this appendix, please keep in mind that the data presented includes residents of Hayward, San Leandro, Pleasanton, and Livermore due to the configuration of census tracts. Local knowledge has been used to augment census data when applicable.

While differences in jurisdictional and demographic geographies can make data interpretation difficult, local planning staff have completed the analyses included in this appendix with local data and knowledge in mind. In addition to staff's expertise, information gathered from surveys and other forms of outreach influences this analysis. Staff also completed historic research regarding the history of fair housing in the unincorporated areas, described in section F.6.

The tracts described in Table F-1 are depicted in Figures F-1, which shows urbanized Unincorporated Alameda County, and F-2, which shows Unincorporated East Alameda County. Both use 2020 census tracts.

Table F-1. Census Tracts used in AFFH Analysis

	Total Area	Area inside Jurisdiction	Percent of Area inside Jurisdiction	2020 Census Tract	Total Area	Area inside Jurisdiction	Percent of Area inside Jurisdiction
4301.01	6,345.82	6,345.82	100.00%	4353	310.41	307.19	98.96%
4301.02	20,054.81	20,038.98	99.92%	4355	313.72	308.05	98.19%
4302	1,319.64	1,319.64	100.00%	4356.01	630.51	551.10	87.41%
4303	633.19	633.19	100.00%	4356.02	285.50	285.50	100.00%
4304	634.99	634.75	99.96%	4357	117.71	78.06	66.32%
4305	649.71	649.71	100.00%	4358	238.66	232.58	97.45%
4306	555.09	555.09	100.00%	4359	823.92	822.00	99.77%
4307	326.46	326.46	100.00%	4360	97.65	96.94	99.27%
4308	443.53	443.53	100.00%	4361	209.71	209.15	99.74%
4309	270.90	270.90	100.00%	4362	215.29	209.64	97.37%
4310	236.85	236.85	100.00%	4363.01**	131.36	37.13	28.27%
4311	102.60	100.99	98.43%	4364.02	2,015.73	1,601.46	79.45%
4312	540.75	461.62	85.37%	4364.04^	971.83	969.76	99.79%
4328	1,170.58	1,169.86	99.94%	4507.01	65,831.07	62,265.25	94.58%
4337	72.16	70.88	98.23%	4507.41	324.82	22.01	6.77%
4338.01*	222.44	216.79	97.46%	4507.45	10,807.21	8,232.65	76.18%
4338.02*	257.21	250.90	97.55%	4511.03+	14,893.07	12,436.10	83.50%
4339	201.20	201.20	100.00%	4511.04+	122,778.91	121,388.62	98.87%
4340	301.31	301.31	100.00%	4512.02	11,129.15	9,951.03	89.41%
4351.03	30,850.11	27,250.12	88.33%	4515.01	1,247.84	590.29	47.30%
4352	331.13	304.97	92.10%	4516.01	757.39	163.69	21.61%

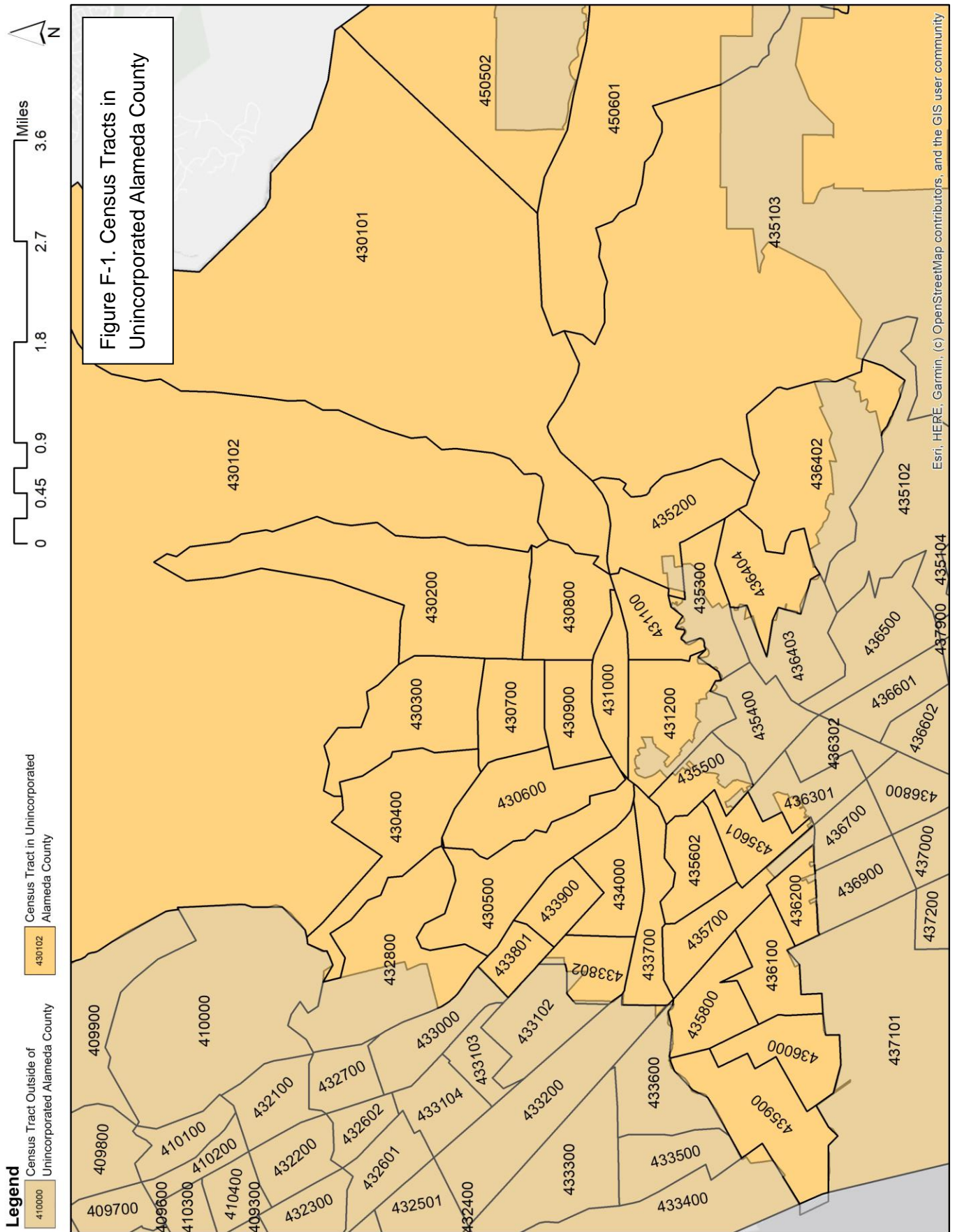
\* = Census tracts 4338.01 and 4338.02 were newly formed from tract 4338 for 2020. For pre-2020 data, these tracts are considered combined.

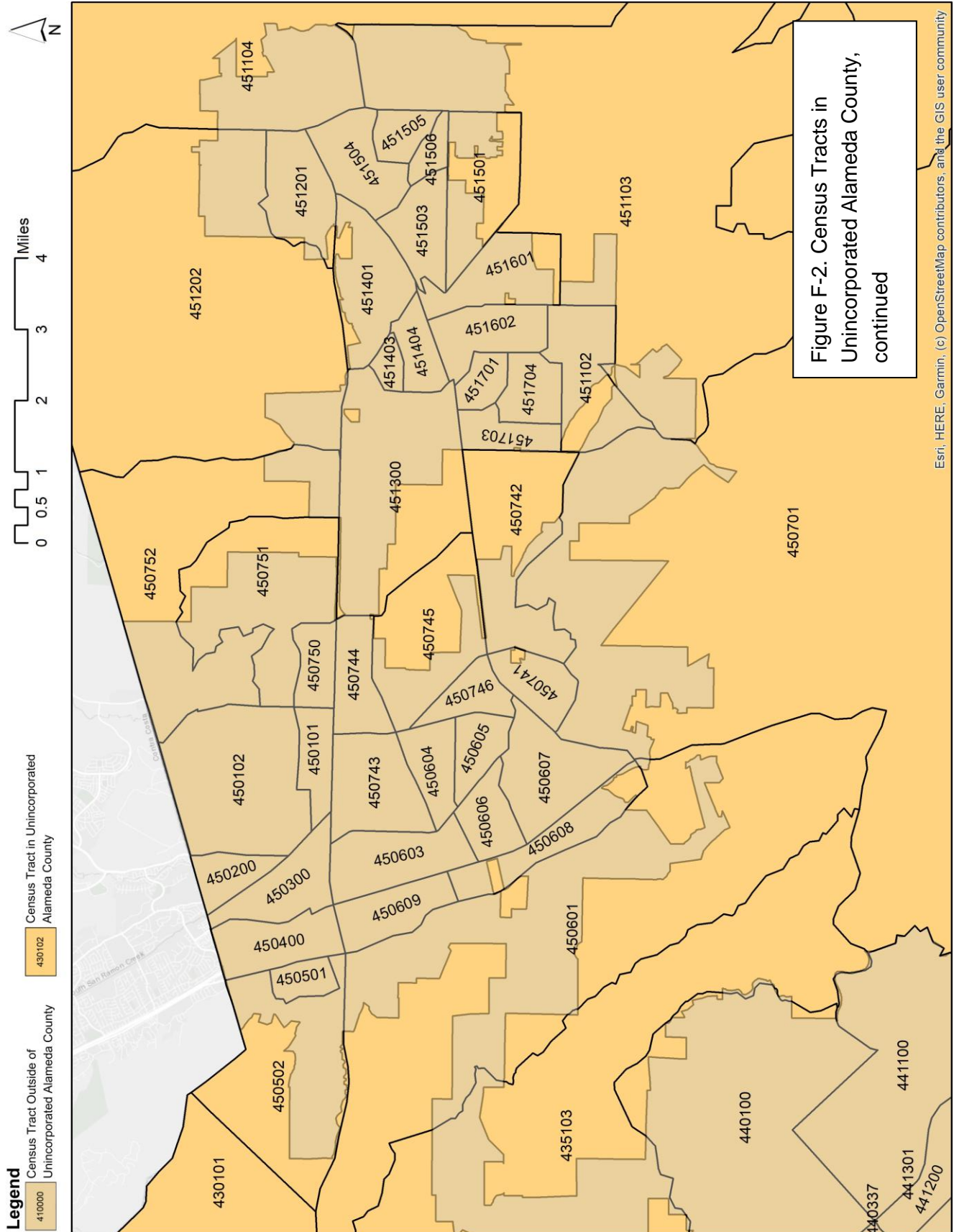
\*\* = Census tract 4363.01 was formed from tract 4363 for 2020. For pre-2020 data, tract see tract 4363.

^ = 2020 Census tract 4364.04 was part of tract 4364.01 in pre-2020 Census geographies, which includes part of Hayward.

+ = Census tracts 4511.03 and 4511.04 were newly formed from tract 4511.01 for 2020. For pre-2020 data, these tracts are considered combined

Source: Alameda County calculations.





## F.1.2 Neighborhood Analysis

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This section analyzes the location of sites inventory units and the differences in demographic data at the neighborhood level. Table F-2 shows the discussed data. For the purposes of this analysis, the unincorporated communities were divided primarily along census-designated place lines, with the addition of Hayward Acres and the division of Castro Valley into 2 sub-areas. Additionally, due to the low density of sites in East Alameda County, these areas are considered together.

Since the completion of this analysis, several sites have been removed from the rezone list or from the sites inventory altogether. Discrepancies between the sites numbers analyzed in this appendix and those referenced in Appendix B and elsewhere are related to these changes.

### Ashland

Five census tracts in Ashland contain parcels in the sites inventory. The sites inventory assigns 1,489 units to Ashland; this is about 27% of all units in the sites inventory. 23.6% (351) are Above Moderate Income, 18.9% (282) are Moderate Income, and 57.5% (856) are Low and Very Low Income. 50.6% (754) of all units in Ashland are in tract 4337. Tract 4338.02 has the second largest number of units in Ashland, 32.2% (480). The Bay Fair BART site contributes to the density of units in tract 4338.02; the former Cherryland Place and Crunch Fitness sites contribute to higher densities in tract 4337.

Tracts in Ashland are considered low resource and have CalEnviroScreen scores between the 60<sup>th</sup> and 70<sup>th</sup> percentile. People in every tract are majority people of color and most have large Latine populations. Between 47.7% and 61.2% of renters report being rent burdened in each tract. Homeowners with mortgages report being mortgage-burdened at lower rates, between 36.7% and 55.6% per tract. Sites inventory units in Ashland are not disproportionately located in neighborhoods with worse environmental conditions, more people of color, or higher levels of rent burden.

In four tracts (4338.01, 4338.02, 4339, and 4340) low income or very low income households are at a high risk of displacement, while the remaining tract (4337) is at risk of displacement. These categories align with data on median income and the percentages of households living under the poverty line. Three tracts (4337, 4339, and 4340) also have high levels of segregation for people of color; tracts 4338.01 and 4338.02 had insufficient data to calculate their segregation categories. Overall the majority of units in each tract located in Ashland are on low-income sites, which may enable existing residents more housing choice. At the same time, with such high risk of displacement throughout the neighborhood, without additional rental protections it is possible that additional investment in Ashland could hasten displacement of existing residents.

Seventy-five percent (83%) of units (1,236) from the sites inventory placed in Ashland are located in tracts 4337, 4338.01, and 4338.02. These tracts have higher median incomes and lower levels of people living below the poverty line than tracts 4339 and 4340. The addition of new units in these parts of Ashland will not further concentrate poverty in or further segregate Ashland. Public comments raised concerns over the density of low income units in Ashland overall and along the Mission Boulevard/East 14<sup>th</sup> Street corridor in specific. This corridor crosses through all 5 census tracts discussed in this section and is a part of the Ashland and



Cherryland Business District. A total of 462 units in Ashland have Mission Boulevard or East 14<sup>th</sup> addresses, or about 37.4% of all Ashland units. Of these units, 130 of them are associated with current projects, most notably the 79 unit development Madrone Terrace. A total of 270 are associated with rezonings on 11 parcels (discussed further in Appendix B). These sites include the former Cherryland Place, one site is owned by an auto sales business interested in closing and transitioning into development, and the other is home to a restaurant that has been closed for 10 years. The remaining units are a reflection of existing zoning.

### **Cherryland**

Four tracts in Cherryland contain parcels in the sites inventory. The sites inventory assigns 217 units to Cherryland, or about 3.9% of all units. Cherryland has less units allocated than Ashland does due to the distribution of vacant and underutilized land in these communities. 25.8% (56) of units are Above Moderate Income, 34.1% (74) are Moderate Income, and 40% (87) are Low and Very Low Income. 46.5% (101) of all units in Cherryland are located in tract 4356.02. Sites in this tract are a mixture of vacant residential and underutilized mixed-use sites.

Like neighboring Ashland, tracts in Cherryland are considered low resource. CalEnviroScreen 4.0 scores vary more widely than they do in Ashland, from 43.8% in tract 4356.02 to 72.9% in tract 4355. People in every tract are majority people of color, with around half of the population of each tract being Latine. Tract 4356.02 has lower rates of rent burden (39.3%) than the other tracts, and tracts 4356.02 and 4363.01 have lower rates of mortgage burden (38.9%) than the other tracts. Units in Cherryland are more concentrated in areas with better environmental conditions and lower rates of mortgage and rent burden. Units are not disproportionately located in neighborhoods with more residents of color.

Two tracts (4355 and 4356.01) are considered very low and low income susceptible to displacement, while the other two (4356.02 and 4363.01) are considered at risk of displacement. Tract 4356.02 has a larger percentage of people living below the poverty line (16%), higher percentage of overcrowded (17.4%) households when compared to the other tracts in Cherryland. Tract 4363.01 has a median income that is close to double when compared to 4355 or 4356.01, possibly reflecting its Hayward residents more than its Cherryland residents. All tracts but 4363.01 and 4312 have high levels of segregation for people of color; segregation levels for 4363.01 were not able to be calculated. Tract 4356.01 is the only Racially/Ethnicity Concentrated Area of Poverty (R/ECAP) in Unincorporated Alameda County according to HUD, circa 2013. While slightly more units are assigned to above moderate- and moderate-income sites in Cherryland than are to the low and very low-income sites, the location of units throughout Cherryland does not further concentrate poverty.

By placing a limited number (217 or 3.9%) of all units in Cherryland, the sites inventory does not further concentrate poverty or segregation in this community within Unincorporated Alameda County.

### **San Lorenzo**

Five tracts in San Lorenzo contain parcels in the sites inventory. The sites inventory assigns 614 units to San Lorenzo, or about 11.1% of all units. 57.3% (352) units are Above Moderate Income, 6.7% (41) are Moderate Income and 36% (221) are Low & Very Low Income units located in San

Lorenzo. Higher numbers of units in San Lorenzo than in Cherryland reflects the larger amount of underutilized mixed-use sites in San Lorenzo. 82.4% (506) of all units assigned to San Lorenzo are located in tract 4358; sites in this tract include a vacant lot behind a school, a current development project consisting of 138 units, and proposed rezonings in the San Lorenzo Village Center.

All five tracts are considered low resource, like Ashland and Cherryland. CalEnviroScreen score percentiles have a lower range than those in Ashland and Cherryland: between 40.9% (tract 4360) and 51.4% (tract 4359). San Lorenzo is also majority people of color, though with lower numbers of Latine people than other neighborhoods. The percentage of rent-burdened households per tract ranges from 32.7% in tract 4361 to 50.9% in tract 4359. A smaller percentage of homeowners are mortgage-burdened in each tract. The percentage of mortgage-burdened households per tract ranges from 29.7% in tract 4361 to 50.7% in tract 4357. Units in San Lorenzo are not disproportionately located in neighborhoods of color. The majority of units are located in tracts with lower levels of rent and mortgage burden.

Five tracts (4357, 4358, 4359, and 4360, 4361) are considered to have lower displacement risks, notably different than Ashland and Cherryland. Three tracts (4358, 4360, and 4361) are also considered low-level or medium-level segregated, while tract 4359 is considered racially integrated. Tract 4357 is characterized with a high POC segregation. Median incomes in San Lorenzo are uniformly above \$90,000. Percentages of households per tract living below the Federal poverty line are generally lower in San Lorenzo than in Ashland or Cherryland. The tract with the largest percentage of residents living below the Federal poverty line (4357) has only 3 units proposed. Based on the information presented, the addition of new housing units in San Lorenzo should not further concentrate poverty.

### **Hayward Acres**

Hayward Acres is comprised of one census tract, tract 4362. There 58 units assigned to Hayward Acres, 24 Moderate Income, 13 Above Moderate Income, and 21 Low and Very Low Income. This is 1% of the overall sites inventory. The majority of these units are located underutilized lots; 20 units are part of a proposed rezoning in coordination with an affordable housing services provider.

Like the rest of the Eden Area, Hayward Acres is considered low resource. The people of Hayward Acres are 91.4% people of color and 69.1% Latine. Hayward Acres has the highest CalEnviroScreen score of any tract in the sites inventory: the 70.1st percentile. More than half of renters and half of mortgage-holders are burdened by their housing payments. The median income, \$59,747, is the second-lowest of the tracts analyzed. The tract is has a high risk of displacement for low and very low income residents and is highly segregated.

By placing only 1% of all units in Hayward Acres, the sites inventory does not further concentrate poverty or segregation in Unincorporated Alameda County.

### **Castro Valley**

Castro Valley is divided into two sections for this analysis: Castro Valley (Main) consisting of 10 tracts and Castro Valley (Environmental Justice Priority Communities) consisting of 5 tracts. The

second category, Castro Valley (Environmental Justice Priority Communities) are the census tracts in Castro Valley designated as priority communities in the Environmental Justice Element.

#### *Castro Valley (Main)*

Castro Valley (Main) contains 10 census tracts and 575 units. This is about 10.4% of the sites inventory. 63.3% (364) of units are Above Moderate Income, 9.7% (56) of units are Moderate Income, and 27.0% (155) are Low and Very Income units. A significant portion of the sites inventory in this part of Castro Valley are vacant lots currently zoned for single-family homes and vacant lots proposed for rezoning to higher densities. The 74 low income units located in Tract 4328 are sited on County property currently occupied by the Alameda County Sheriff's substation; this site is further discussed in Appendix B.

This part of Castro Valley has significantly higher levels of resources as discerned by the California Tax Credit Allocation Committee (CTCAC) and state HCD for 2023. Three tracts have the highest level of resources (4301.02, 4302, and 4303) and two tracts are considered moderate resource (4328 and 4351.03). The remaining 5 tracts are considered high resource. This part of Castro Valley also has much lower CalEnviroScreen scores. All tracts other than tracts 4308 and 4328 have percentiles lower than 25. Notably, tracts 4308 and 4328 are much closer to highways than the other tracts are. This part of Castro Valley has a smaller population of people of color than other parts of Unincorporated Alameda County, ranging from 47.7% to 69.5%, and much smaller percentages of Latine people as well. 3 tracts have low levels of rent burden, between 0% and 23.3%; however, tracts 4303 and 4306 have the second and third highest levels of rent burden, at 65.8% and 65.8% respectively, out of all tracts in the sites inventory.

All 10 tracts have a lower displacement risk. 7 of the tracts are at low-medium levels of segregation; tracts 4307, 4308, and 4328 are considered racially integrated. 4 tracts (4301.02, 4302, 4303, and 4304) are Racially Concentrated Areas of Affluence. Median incomes range from \$98,563 to \$196,970, and all tracts have less than 10% of households living below the poverty line.

RHNA units in this part of Castro Valley are overall not disproportionately exposed to adverse existing conditions, but development is more constrained due to being in Very High or High Fire Severity Zone. Rather, even with additional rezonings, the sites inventory generally maintains and further concentrates the relatively exclusive areas of affluence.

#### *Castro Valley (Environmental Justice Priority Communities)*

There are 5 tracts in the Environmental Justice Priority Communities in Castro Valley. 1,318 units, or 23.8% of the sites inventory, are located in this part of Castro Valley. 32.2% (425) of units are Above Moderate Income, 22.3% (295) of units are Moderate income, and 45.4% (598) of units are Low Income. 37.3% (492) of units are located in one tract, tract 4310.

Tracts within the Environmental Justice Priority Communities Area of Castro Valley are considered moderately resourced, and most CalEnviroScreen scores are between 36.3% (tract 4312) and 66.3% (tract 4310). Between 60% and 75% of residents are people of color, and between 13% and 30.8% of residents are Latine. Tract 4305 has the highest level of rent burden in the entire sites inventory, 73.4%. Like with almost all other tracts, the level of mortgage burden



is lower than the levels of rent burden. Sites Inventory units in Castro Valley Environmental Justice Priority Communities tracts are not disproportionately located in neighborhoods with more people of color or higher levels of rent or mortgage burden.

In three tracts (4309, 4310, and 4311) residents have a risk of displacement, while tracts 4305 and 4312 are at lower risk of displacement. Tract 4305 stands out as having low to medium levels of segregation, while the rest of the Castro valley EJ Priority Communities tracts are considered racially integrated. Larger percentages of households live under the federal poverty line in this part of Castro Valley compared to the rest of Castro Valley. Median incomes in the Castro Valley Environmental Justice Priority Communities tracts are similar to those throughout Ashland, Cherryland, and San Lorenzo. Since 37.3% of all units are located in tract 4310, these units will be brought into stable, integrated neighborhoods with low levels of rent burden. Overall, the spread of units in the Castro Valley Environmental Justice Priority Communities tracts does not further concentrate poverty or segregation.

### **Fairview**

There are 5 census tracts in Fairview and 428 units, or about 7.7% of units in the sites inventory. 91.1% (390) of units are Above Moderate Income, 7.2% (31) are Moderate Income, and 1.6% (7) are Low and Very Low Income Units. A significant portion (67 of 99 sites) of the sites inventory in Fairview are vacant lots currently zoned for low-density homes or being rezoned for slightly higher density (up to 17 units per acre) housing. The majority (74.1%) of all units (317) assigned to Fairview are located in tracts 4352 and 4364.04.

Tracts in Fairview have a similar percentage of people of color to much of Main Castro Valley, ranging from 46.9% to 77.2%, and much smaller percentages of Latine people as well. More than half of renters, between 54.9% and 60.9%, are rent-burdened in 3 tracts. Between 34% and 38% of mortgage-holders are mortgage-burdened in every tract.

Four tracts have lower displacement risk, while one tract (4353) is categorized as at risk for displacement. 3 of the tracts are at low to medium levels of segregation, tract 4364.02 is considered racially integrated, and tract 4364.04 does not have data in this category. Median incomes are similar to those in Castro Valley (Main), and all tracts have less than 10% of households living below the poverty line.

RHNA units in Fairview are primarily concentrated in two tracts, 4352 and 4364.04. Both tracts have higher levels of rent burden (60.9% and 56.4%, respectively). 299 of the 317 units in these tracts are at the above moderate income level; while this is an increase of units from previous iterations of this Housing Element update, it does not interrupt the socioeconomic exclusivity of Fairview.

### **Unincorporated East County**

All 772 units in the East County area are pipeline projects. Two sites by the same developer in tract 4507.45 outside of Pleasanton are the bulk of these units: a forthcoming development of 194 single family houses, and a 569 unit retirement community Builder's Remedy. These units represent 13.9% of all sites and are primarily Above Moderate (653 units, or 84.6%). Alameda County has an Urban Growth Boundary (described further in Appendix C) that significantly limits housing development in eastern Alameda County; very few parcels have building status, and all

require septic systems unless a nearby city is willing to extend the sewage network or the development can fund a separate sewage system. Maintaining the Urban Growth Boundary is in line with the Metropolitan Transportation Council's Plan Bay Area 2050+ Draft Blueprint Strategy EN4, "Maintain Urban Growth Boundaries."

All tracts with pipeline projects in East County are considered High or Highest resource, have lower displacement risks for households, and all have median yearly household incomes above \$140,000. They vary widely in rent burden and race demographics; notably, tract 4507.45 is considered to have high levels of POC segregation. This is largely reflective of the existing neighborhoods in Pleasanton, which comprise the majority of existing residences within the tract. All have mortgage burden rates between 20% and 37% of all households. By virtue of allowed densities in East County, the majority (84.6%) of units are above moderate income; those that are assigned other income levels are ADUs or, in the case of the Builder's Remedy project, required to be affordable to Low and Very Low income households. The construction of 772 units is unlikely to disrupt existing socioeconomic trends.

Alameda County Housing Element September 2024 Draft

	Table F-2. Sites Inventory facts and Demographic Information by census tract															
2020 Tract	# of HH (2021)	# units	Unit Income Category			TCAC (2023)	% Non-white (2021)	% Latine (2021)	Median Income (2021)	% Over-crowded (2021)	% Rent Burdened (2019)	% Mortgage Burdened (2019)	Displacement risk	CalEnviro-Screen Percentile	% HH Below Poverty Line	OBI Segregation Category
			Above Mod.	Mod.	Low & Very Low											
Ashland		1,489	351	282	856											
4337	1,016	754	141	109	504	Low	90.3	57.7	\$88,712	7.9	48.7	40.3	At Risk of Displacement	62.3	7.8	High POC Segregation
4338.01*	1,087	2		1	1	Low	93.2	51.2	\$85,596	5	61.2	36.7	V. Low or Low Income High Displacement	62.3	6.3	n/a
4338.02*	1,510	480	157	92	231	Low	90.4	28.7	\$94,208	5.8	61.2	36.7	V. Low or Low Income High Displacement	62.3	6.3	n/a
4339	2,290	153	39	34	80	Low	90	43.4	\$63,265	14.3	47.7	55.6	V. Low & Low Income High Displacement	69.3	16.1	High POC Segregation
4340	1,693	100	14	46	40	Low	86.2	53.0	\$53,958	4.7	58.8	45.2	V. Low & Low Income High Displacement	69.8	24.4	High POC Segregation
Cherryland		217	56	74	87											
4312	2,502	31	0	0	31	Mod.	60.7	28.7	\$103,864	4.4	41.8	23.3	Lower displacement risk	36.3	7.8	Racially Integrated
4355	1,445	52	13	36	3	Low	74	50.0	\$72,601	11.3	55.1	46.3	V. Low & Low Income High Displacement	72.9	12.1	High POC Segregation
4356.01 <sup>1</sup>	1,526	27	14	9	4	Low	85.6	49.7	\$71,103	10.8	56.7	63.9	V. Low & Low Income High Displacement	64.4	12.6	High POC Segregation
4356.02	1,617	101	28	24	49	Low	75.7	57.6	\$82,624	17.4	39.3	38.9	At Risk of Displacement	42.8	16	High POC Segregation
4363.01**	1,890	6	1	5		Low	93	46.3	\$143,618	12.1	55.6	38.9	At Risk of Displacement	63.5	9.7	n/a
Hayward Acres		58	13	24	21											

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	Table F-2. Sites Inventory facts and Demographic Information by census tract															
2020 Tract	# of HH (2021)	# units	Unit Income Category			TCAC (2023)	% Non-white (2021)	% Latine (2021)	Median Income (2021)	% Over-crowded (2021)	% Rent Burdened (2019)	% Mortgage Burdened (2019)	Displacement risk	CalEnviro-Screen Percentile	% HH Below Poverty Line	OBI Segregation Category
			Above Mod.	Mod.	Low & Very Low											
4362	1,293	58	13	24	21	Low	91.4	69.1	\$59,747	13.3	52.2	55.1	V. Low & Low Income High Displacement	70.1	13.9	High POC Segregation
San Lorenzo		614	352	41	221											
4357	1,479	3	0	1	2	Low	80.1	52.8	\$96,182	13.6	43.8	50.7	Lower displacement risk	62.7	13.8	High POC Segregation
4358	1,709	506	312	40	154	Low	79	37.9	\$92,567	7.2	44	28.6	Lower displacement risk	51.2	5.6	Low-Medium Segregation
4359	1,584	61	0	0	61	Low	73	27.3	\$102,102	7.7	50.9	33.2	Lower displacement risk	51.4	4.9	Racially Integrated
4360	1,444	15	11	0	4	Low	71.8	41.8	\$101,438	6.8	45.2	39.4	Lower displacement risk	40.9	5.2	Low-Medium Segregation
4361	1,802	29	29	0	0	Low	83.8	36.7	\$98,462	4.9	32.7	29.7	Lower displacement risk	47.1	8	Low-Medium Segregation
Castro Valley (Main)		575	364	56	155											
4301.01	2,257	16	14	1	1	High	66.5	9.5	\$183,895	1	44	22.4	Lower displacement risk	22.9	2.5	Low-Medium Segregation
4301.02 <sup>2</sup>	959	11	11	0	0	Highest	49.4	13.9	\$161,932	0	23.3	32.5	Lower displacement risk	0.3	2.8	Low-Medium Segregation
4302 <sup>2</sup>	2,359	48	40	4	4	Highest	48.6	9.9	\$166,042	0	48.4	31.3	Lower displacement risk	5.9	3	Low-Medium Segregation
4303 <sup>2</sup>	1,334	107	100	2	5	Highest	52.6	20.3	\$150,735	0.9	66.9	26.9	Lower displacement risk	8.6	3.5	Low-Medium Segregation

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	Table F-2. Sites Inventory facts and Demographic Information by census tract															
2020 Tract	# of HH (2021)	# units	Unit Income Category			TCAC (2023)	% Non-white (2021)	% Latine (2021)	Median Income (2021)	% Over-crowded (2021)	% Rent Burdened (2019)	% Mortgage Burdened (2019)	Displacement risk	CalEnviro-Screen Percentile	% HH Below Poverty Line	OBI Segregation Category
			Above Mod.	Mod.	Low & Very Low											
4304 <sup>2</sup>	736	8	4	2	2	High	47.7	8.4	\$190,250	0.7	0	31.7	Lower displacement risk	6.3	4.3	Low-Medium Segregation
4306	2,289	56	49	4	3	High	59.8	10.8	\$141,513	1.6	65.8	39.2	Lower displacement risk	22.2	6.9	Low-Medium Segregation
4307	1,371	69	5	1	63	High	61.2	18.9	\$109,479	4.2	47.8	40	Lower displacement risk	15.1	5.5	Racially Integrated
4308	2,083	79	55	21	3	High	61.2	13.4	\$98,563	7.1	45.7	39.3	Lower displacement risk	55.5	9.5	Racially Integrated
4328	1,466	153	58	21	74	Mod.	69.5	21.6	\$131,563	5	48.3	35.6	Lower displacement risk	37.2	3.4	Racially Integrated
4351.03	2,539	28	28	0	0	Mod.	68.5	11.2	\$196,970	0	8.7	34.9	Lower displacement risk	5.0	3.8	Low-Medium Segregation
Castro Valley EJ Priority Communities		1,318	425	295	598											
4305	2,072	190	72	87	31	Mod.	74.7	14.8	\$94,811	4.9	73.4	39.2	Lower displacement risk	56.5	10.2	Low-Medium Segregation
4309	1,815	30	26	2	2	Mod.	69.8	30.8	\$95,462	14.2	60.6	39.9	At Risk of Displacement	54.2	20.7	Racially Integrated
4310	1,092	492	225	72	195	Mod.	72.7	13.0	\$78,584	1.9	39	38.7	At Risk of Displacement	66.3	9.3	Racially Integrated
4311	1,318	364	99	1	264	Mod.	70.5	28.9	\$97,100	4.5	56.5	36.3	At Risk of Displacement	36.8	8.3	Racially Integrated
4312	2,502	211	3	133	106	Mod.	60.7	28.7	\$103,864	4.4	41.8	23.3	Lower displacement risk	36.3	7.8	Racially Integrated
Fairview		428	390	31	7											

	Table F-2. Sites Inventory facts and Demographic Information by census tract															
2020 Tract	# of HH (2021)	# units	Unit Income Category			TCAC (2023)	% Non-white (2021)	% Latine (2021)	Median Income (2021)	% Over-crowded (2021)	% Rent Burdened (2019)	% Mortgage Burdened (2019)	Displacement risk	CalEnviro-Screen Percentile	% HH Below Poverty Line	OBI Segregation Category
			Above Mod.	Mod.	Low & Very Low											
4351.03	2,539	28	28			Mod.	68.5	11.2	\$196,970	0	8.7	34.9	Lower displacement risk	5.0	3.8	Low-Medium Segregation
4352	1,465	185	181	1	3	Mod.	77.2	24.5	\$128,795	3.2	60.9	38.7	Lower displacement risk	26.8	5.4	Low-Medium Segregation
4353	1,726	77	62	13	2	Mod.	75.1	27.4	\$84,000	3.9	54.9	37.3	At Risk of Displacement	36.3	8.2	Low-Medium Segregation
4364.02	993	6	1	5		Mod.	62.2	20.2	\$153,964	0	23.8	37.1	Lower displacement risk	1.0	3.2	Racially Integrated
4364.04^	1,199	132	118	12	2	Mod.	46.9	18.1	\$137,768	3.2	56.4	34.1	Lower displacement risk	34.2	6.7	n/a
East County		772	653	3	116											
4507.01	2,663	1	1			High	50.2	6.5	Greater than \$250,000	0.2	64.3	36.1	Lower displacement risk	5.0	4	Low-Medium Segregation
4507.41	1,964	1			1	High	51.8	2.2	\$140,769	4	50.3	32	Lower displacement risk	8.8	5.9	Low-Medium Segregation
4507.45	2,229	763	650		113	Highest	72.1	6.0	\$174,954	7.6	52.2	20.5	Lower displacement risk	37.7	2.9	High POC Segregation
4511.03+	383	1	1			High	9.1	7.7	Greater than \$250,000	0	34.5	22.1	Lower displacement risk	28.7	2.8	n/a
4511.04+	2,172	3	1	2		High	48.0	16.3	\$160,950	5.2	34.5	22.1	Lower displacement risk	28.7	2.8	n/a
4512.02	2,112	1			1	High	52.5	16.4	\$155,517	1.4	41.9	27	Lower displacement risk	17.7	2.5	Racially Integrated

	Table F-2. Sites Inventory facts and Demographic Information by census tract															
2020 Tract	# of HH (2021)	# units	Unit Income Category			TCAC (2023)	% Non-white (2021)	% Latine (2021)	Median Income (2021)	% Over-crowded (2021)	% Rent Burdened (2019)	% Mortgage Burdened (2019)	Displacement risk	CalEnviro-Screen Percentile	% HH Below Poverty Line	OBI Segregation Category
			Above Mod.	Mod.	Low & Very Low											
4515.01	1,759	1			1	High	39.0	16.0	\$141,948	2	47.4	27	Lower displacement risk	34.9	5.8	Low-Medium Segregation
4516.01	1,786	1		1		High	27.4	11.5	\$179,341	0	42	29.9	Lower displacement risk	16.0	6.3	High white Segregation
* = Census tracts 4338.01 and 4338.02 were newly formed from tract 4338 for 2020. For pre-2020 data, these tracts are considered combined.																
** = Census tract 4363.01 was formed from tract 4363 for 2020. For pre-2020 data, tract see tract 4363.																
^ = 2020 Census tract 4364.04 was part of tract 4364.01 in pre-2020 Census geographies, which includes part of Hayward.																
* = Census tracts 4511.03 and 4511.04 were newly formed from tract 4511.01 for 2020. For pre-2020 data, these tracts are considered combined.																
1: This site is a R/ECAP (2013).																
2: This site is a RCAA.																

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## **Section F.2                      Background**

### **F.2.1                      Existing Housing Programs**

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Alameda County implements a comprehensive suite of programs designed to prevent displacement, encourage affordable housing, and serve all segments of the community. A summary of the programs is noted below.

- COVID-19 Eviction Moratorium (ended April 29, 2023)
- Program 6.H: Alameda County Housing Portal
- EveryOne Home Continuum of Care (Program 4.H: Housing Opportunities for the Homeless)
- Program 6.C: Rent Review Program
- Program 2.E: AC Boost First Time Homebuyer Down Payment Assistance
- Homebuyer Education Classes
- Renew Alameda County (formerly funded with Measure A-1)
- Program 6.B: Fair Housing Referrals (ECHO Housing)
- Program 6.I: Mobile Home Rent Stabilization Ordinance
- Alameda County Housing Secure (Program 6.F: Displacement Protection, Program 6.G: Fair Housing Services)
  - o Legal services and representation
  - o Short-Term Emergency Financial Assistance
  - o Outreach & Know Your Rights Education
  - o Emergency Mortgage Assistance Program

### **F.2.2                      Alameda County Fair Housing**

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The Alameda County Regional Analysis of Impediments to Fair Housing Choice (Alameda County AI), released in January 2020, examines contributing factors to fair housing across the region, including Pleasanton. The Alameda County AI included outreach, includes goals and priorities for the region, and identifies existing actions, among other analyses. A link to this document is included as Attachment 1 at the end of this document.

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## **Section F.3                      Public Participation**

### **F.3.1                      AFFH and Engagement**

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#### **Ashland Cherryland Healthy Community Collaborative**

The Ashland Cherryland Healthy Community Collaborative (ACHCC) has been a significant part of the creation of the concurrently written Environmental Justice (EJ) Element. Members represent a variety of organizations and government agencies that serve and/or represent



people in the Eden Area. In 2021, the following agencies and organizations formed the “EJ Bucket” of the ACHCC to help inform the policies and programs of the EJ Element:

- AC Transit
- Alameda County Community Food Bank
- Alameda County Economic and Civic Development Department
- Alameda County Health Care Services Agency
- Alameda County Healthy Homes Department
- Alameda County Library
- Alameda County Office of Education
- Alameda County Planning Department, Code Enforcement
- Alameda County Probation Department
- Alameda County Public Health Department
- Alameda County Public Works Agency
- Alameda County Sheriff's Office
- Alameda County Transportation Commission
- ALL IN Alameda County
- Bike East Bay
- Cherryland Elementary Family Resource Center
- Deputy Sheriffs' Activities League
- Eden Community Land Trust
- Eden I&R
- Eden United Church of Christ
- Friends of San Lorenzo Creek
- Hayward Area Recreation and Parks District (HARD)
- La Familia
- Mandela Partners
- My Eden Voice!
- 100k Trees for Humanity
- Padres Guerreros
- REACH Ashland Youth Center
- Resources for Community Development
- San Lorenzo Unified School District
- Tiburcio Vasquez Health Center
- YMCA East Bay

Since many of the organizations participating in the “EJ Bucket” of the ACHCC work with and advocate for special needs groups identified in the Housing Element, amidst ongoing engagement for the EJ Element, staff presented information regarding the Housing Element at the November and December 2022 meetings of the ACHCC as a means of (1) educating attendees about the Housing Element process, 2) inviting attendees to further discuss their organizations’ needs in relation to housing, and (3) advertising open surveys.

### **Individual Interviews**

In addition to those attending ACHCC meetings, County staff reached out to the following organizations:

- Eden Community Land Trust was created by community members to prevent displacement and stabilize families through community-controlled housing in the urban unincorporated communities of the County.
- East Bay Housing Organizations (EBHO) is a nonprofit organization composed of affordable housing providers, advocacy and organizing groups, local government, architects, service agencies, and faith leaders who advocate for housing policy change with the vision of a racially and economically just East Bay where everyone has a safe, stable, and affordable home.

- The Supportive Housing Community Land Alliance (SHCLA) is a nonprofit organization whose mission is to ease the housing crisis for people living with serious mental health challenges in Alameda County.
- REACH Ashland Youth Center, sponsored by the Alameda County Health Care Services Agency, provides recreation, education, arts, career, and health programs to youth ages 11 to 24 and no-cost child-care and food distribution services to support the Ashland community.
- Resources for Community Development (RCD) is an affordable housing developer that provides affordable housing and community services for very low- and low-income individuals and families, with a focus on seniors, lower wage working families, and people with special needs.
- My Eden Voice (MEV) is a coalition of grassroots base-building organizations and individual members working in the historically disinvested low-income communities in the urban unincorporated area to advance racial, housing, economic, language, and environmental justice for community residents.
- The Deputy Sheriffs' Activities League (DSAL) is a nonprofit organization created by Alameda County Sheriff's Office (ACSO) personnel, citizens, and youth of Alameda County to implement initiatives that reduce crime, improve the lives of area residents, and enhance the health of the community.
- Community Resources for Independent Living (CRIL) is a peer-based disability resource organization that advocates and provides resources for people with disabilities to improve lives and make communities fully accessible.
- The Alameda County Probation Department contracts with many community-based organizations to provide supportive services, including housing assistance, to improve the reentry process for their clients returning to Alameda County from prison and jail.

Staff successfully met for individual conversations with the following organizations: EBHO; SHCLA; REACH Ashland Youth Center; RCD; MEV; and the Alameda County Probation Department.

In response to the County's Housing Element outreach efforts, individual residents concerned with affordable housing and with housing access for people with disabilities reached out to staff.

Concerns heard by staff:

- Generally about housing and housing security and the disparities between homeowners and renters in urban unincorporated Alameda County.
- Lack of existing protections from yearly rental increases beyond state law.
- Service providers can't help people with other problems in their lives when they're dealing with poor housing conditions or housing instability; whether or not they want to work in the housing sphere, providers are forced to because this problem is the age and state of housing structures; unregulated units
- Overcrowding, especially in Ashland and Cherryland. This goes on to effect other parts of peoples' lives.
- Residents especially in Ashland, Cherryland, San Lorenzo, and Hayward Acres have specific housing needs.

- Between affordability and the size of units, there are people living effectively unsheltered in backyards or in storage units.
- Homelessness can look different in Unincorporated: more people couch-surfing or living in their cars, less people visibly sleeping outside than in other parts of Alameda County
- There are not enough services for people experiencing homelessness located specifically in Unincorporated.
- Alameda County needs to provide housing with services to people currently experiencing homelessness, ideally with some of the local medical providers involved.
- Can manufactured housing be a part of solving the housing crisis in Unincorporated Alameda County?
- Tiny homes are just a temporary solution for people experiencing homelessness; we need mental health and substance use support.
- Some residents have difficulty working with ECHO housing
- People with disabilities have wide needs for housing.
- Greater transparency with the Housing Element process.
- South and Central County do not have the same kinds of resources for people re-entering society that Oakland does, and that makes it difficult for people in other parts of the county to access them. While this is true for all returning people, there especially are not resources for women.
- Existing housing options for people on probation do not accommodate family structures. They're generally communal, have little privacy, and do not include options for dependents, pets, or partners.
- Waitlists for housing-related resources for people on probation are so long that sometimes their probation period ends before they're able to take advantage of any of them.

Stated needs and ideas heard:

- An unincorporated-specific navigation and resources center.
- Protections against rising rents.
- Services in the Unincorporated County for people experiencing homelessness .
- Additional affordable housing, specifically to help systems-impacted people stay housed
- A Universal Design policy like the City of Alameda.
- Making it easier to navigate the jurisdictional divides in Central Alameda County by working with San Leandro and Hayward as much as possible.

For descriptions of additional feedback, please see Appendix E.

<b>Table F-3. Communities of Survey Responders</b>		
<b>Community</b>	<b>Number of Responses</b>	<b>Percentage of Responses</b>
<b>Castro Valley</b>	21	40.4%
<b>Eden Area</b>	24	46.2%
Ashland	7	13.5%

<b>Table F-3. Communities of Survey Responders</b>		
<b>Community</b>	<b>Number of Responses</b>	<b>Percentage of Responses</b>
Cherryland	3	5.8%
Hayward Acres	3	5.8%
San Lorenzo	11	21.2%
<b>Fairview</b>	2	3.8%
<b>Neighboring municipalities</b>	5	9.6%
<b>Total</b>	52	100.0%

A housing needs survey was offered in Spanish and English on the County website. Links to the survey were sent to the County's Housing Element listserv, posted to various online newsletters and in flyers in San Lorenzo Village and along the East 14<sup>th</sup> Street and Mission Boulevard corridor in Ashland and Cherryland.

The survey received 52 responses, as shown in Table F-3. In addition, 294 potential responders clicked through to the survey; while they did not complete the survey or did not intentionally click on the link, these 242 users read more about the Housing Element process.

Demographics of responders include the following:

- 40.4% of responses (21 people) have lived in the area for 5 years or less; 48.1% of responses (25 people) have lived in Unincorporated County for 11 or more years.
- 32 responders (61.5%) identified themselves as a combination of one or more: American Indian and Alaska Native, Asian, Black or African American, Hispanic or Latine, Native Hawaiian and Other Pacific Islander.
- 40.4% (21 people) live in Castro Valley, and 46.2% (24 people) live in the Eden Area. 5 people (9.6%) live in adjacent cities or otherwise work in Unincorporated Alameda County.

40.4% of responses (21 people) said that the existing housing types available in Unincorporated Alameda County do not meet their needs.

When asked what housing issues the county should focus on solving in Unincorporated Alameda County, people responded in the following ways:

- 26 people (50%) of responders answered that "Affordability: rental housing is too expensive for people" was one of the 2 things the county should focus on.
- 13 people (25%) of responders answered that "Overcrowding: there are too many people living in one home" was one of the 2 things the county should focus on.
- 13 people (25%) of responders answered that "Housing quality and maintenance: housing needs repairs or significantly updated features" was one of the 2 things the county should focus on.

These responses are consistent with the housing needs analysis in Appendix A which found that 25% of renter households spend between 30% and 50% of their incomes on housing and 26% of renter households spend 50% or more of their income on housing. The analysis also found that

8.5% of residents of the Unincorporated Area live in overcrowded conditions, with the highest levels of overcrowding in Cherryland (17% of residents) and Ashland (15% of residents).

When asked about the housing issues faced while living in Unincorporated Alameda County, people responded in the following ways:

- 36.5% of responders (19 people) said that they do not face housing issues in Unincorporated Alameda County.
- Of the 33 people who responded with having housing problems
  - o 18 people (54.5%) said that “Monthly rental housing costs are too expensive”
  - o 15 people (45.5%) said that “[they] cannot find affordable housing”

When asked about what amenities they’d like to see near more dense housing, people answered the following ways. Note that responders were allowed to choose up to 2 options.

- 46.2% (24 people) answered that they’d like additional parks and play areas.
- 42.3% (22 people) answered that they’d like additional grocery and shopping areas
- 30.7% (16 people) answered that they’d like additional open space and trails.

The following responses to open ended questions are arranged thematically:

#### *On Needing Affordable Housing*

- I would like to see more affordable housing for all types of populations. I would like to see more affordable housing all over not just in certain areas. ... Affordability is too high. Can't afford to live here. More affordable housing in unincorporated Alameda County would help a lot of people from displacement as well as provide better quality of life. I wish my rent was lowered. ... There are a lot of people against affordable housing in unincorporated communities and there has to be a way to still complete affordable housing in these communities. It's giving segregation and red lining.
- My brother moved to Texas because he cannot afford housing here, I am looking for housing to move out of my parent house.
- I would love to find a place of my own that I can afford (I have a full time job and work extra some weekends, but housing is still not attainable).
- [in response to why existing housing does not meet their needs] Unaffordable
- Rent to[o] expensive.
- Las rentas son muy altas y piden muchos requisitos para poder rentar. Quieren 3 veces más de ingreso de lo que se pagaría de renta *[Rents are very high and they (landlords) have many requirements in order [for one] to be able to rent. They want three times more than what is paid for rent itself.]*
- Need help with rental assistance.
- [I need] Stable suitable affordable housing in a decent area. ... Rent is too high and hard to find suitable stable housing.
- Los precios en la renta están muy elevados *[The rental prices are raised very high.]*
- Currently renting a room for my daughter and I. Rent assistance is very helpful. ... I can't move out on my own because rent is expensive and I'm a single mom.

- [I need] Renters protection, affordability. ... I would like for community members to have access to safe, affordable, and healthy housing particularly for our African American and new-comer communities.
- Ayuda financiera para pagar mi renta, que es muy cara, ayuda para pagar gas y electricidad son muy caros ,se necesita Mas viviendas de costo accesible para no tener que compartir la casa con otras 2 familias ... Necesidad de ayuda para comparar un departamento a costos razonables. ... Necesidad de ayuda para comparar un departamento a costos razonables. O ayuda financiera para poder pagar renta. ... Hay muchas personas sin vivienda, y no hay suficientes viviendas y las rentas son exageradamente CARAS. *[Financial help to pay my rent, which is very expensive, help to pay for gas and electricity, which are very expensive, there is need for more housing with accessible costs to not have to share an apartment with 2 other families ... [There is] Need for help to compare [a higher cost apartment rental] [with] an apartment [rented] at reasonable costs ... Or financial help for being able to pay rent ... There are many people without housing (now), and there is not sufficient housing, and the rents are exaggeratedly HIGH.]*
- There should be more affordable homeownership types ... much more! Condos, community land trusts, etc...
- [I need] More affordable housing and assistance for low-income families.

#### *On Transit and Housing:*

- Building house near transit corridors. Do not put additional house in established neighborhoods.
- I fully support mixed use housing near the Castro Valley BART station. I live 0.5 miles from the station and would love for the surrounding area to be built up and include more diverse, modern dining and retail options along with housing. I 100% support a more pedestrian-friendly downtown, with more frequent and accessible public transit options.
- Please increase density near the business district and BART as a way to improve walkability/rideability/livability.
- Build affordable housing near transit centers and not in existing neighborhoods.
- We agree with redeveloping Castro Valley BART's parking lot into housing, but we drive to BART so some sort of parking structure would be best to enable BART accessibility (most folks in Castro Valley would drive and park at BART).
- We still need to build more low-income housing near transit centers.

#### *On Overcrowding*

- We need housing of our own that is able to accommodate the family size of 5
- Adult children living with us. Need extra private areas for family.

Public comments received during the housing element process are also provided in Section 1.E. of the main body of this housing element document, along with programs to address the comments listed. For additional description of the public participation process for the Housing Element, see section 1E in the main body of the element as well as Appendix E.

### **F.3.2 Continued Public Participation**

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In addition to ongoing engagement through the adoption of this element, to ensure the success of Alameda County's housing policies and programs moving forward, it will be important for the County to continue to engage the communities in the Unincorporated County. Section 4 of the Environmental Justice Element, adopted in August 2024, includes a list of relevant community engagement policies that can help inform future housing policy work.

### **F.3.3 Additional Relevant Public Participation Processes**

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#### **Alameda County's Environmental Justice Element and EJ Priority Communities**

State law requires all local jurisdictions to have a General Plan that contains seven elements. For jurisdictions that include "disadvantaged communities", SB 1000 (Levy, 2016) adds an eighth required element – Environmental Justice (EJ) – to be prepared when the jurisdiction is updating two or more general plan elements concurrently. Local jurisdictions may address EJ by creating a new stand-alone EJ Element, by integrating EJ goals, policies, and objectives throughout the General Plan, or through a combination of these two approaches.

In 2021, with updates to the Housing Element, Safety Element, and Community Climate Action Plan on the horizon, Alameda County joined many other California jurisdictions by beginning preparation of an Environmental Justice Element for the County's General Plan. The County's EJ Element focuses on 16 unincorporated census tracts that meet SB 1000's definition of "disadvantaged" communities<sup>1</sup>: five census tracts in Ashland, four in Cherryland, one in Hayward Acres, five in Castro Valley, and one in San Lorenzo. The EJ Element refers to these 16 census tracts as the County's EJ "Priority Communities," shown in Figure F-3. 76.7% of all units (3,608) are located in these tracts.

Consistent with the requirements of SB 1000, the County's EJ Element development process engaged residents and community partners to identify objectives and policies that:

- Prioritize improvements and programs that address the needs of the Priority Communities.
- Reduce the unique or compounded health risks in the Priority Communities by means that include the reduction of pollution exposure, the improvement of air quality, and the promotion of public facilities, food access, safe and sanitary homes, physical activity, and civic engagement.

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<sup>1</sup> Based on the statutory language in Government Code section 65302(h), there are essentially three potential definitions for a disadvantaged community. Jurisdictions have discretion to choose which definitions to apply. The County used the screening method recommended by the Governor's Office of Planning and Research: 1) Use CalEnviroScreen to examine whether the planning area for the general plan contains census tracts that have a combined score of 75% or higher; 2) Map the household median incomes by census tract in the planning area at or below statewide median income and examine for disproportionate pollution burden; 3) Map the household median incomes by census tract in the planning area at or below the Department of Housing and Community Development's state income limits and examine for disproportionate pollution burden; 4) Incorporate and analyze community-specific data and examine for additional pollution burden and health risk factors



## Housing-Related Concerns Identified During the EJ Outreach Process

The community engagement process for the County's EJ Element yielded extensive feedback on the topic of Safe and Sanitary Homes. Community concerns related to housing affordability and rental housing were prominent themes during the County's EJ outreach process, helping the County ground-truth public health data that identify relatively high percentages of severely housing cost burdened low-income households<sup>2</sup> in the EJ Priority Communities as compared to the County overall (ranging from 20% in Cherryland to 23% in Ashland as compared with the County rate of 15.7%) (Table F-4). Likewise, the percentage of households that are renter households<sup>3</sup> in the EJ Priority Communities is significantly higher than the County rate of 46.4% everywhere except for San Lorenzo, ranging from 59.9% renters in the Castro Valley EJ census tracts to 91.3% in the Hayward Acres EJ census tracts.

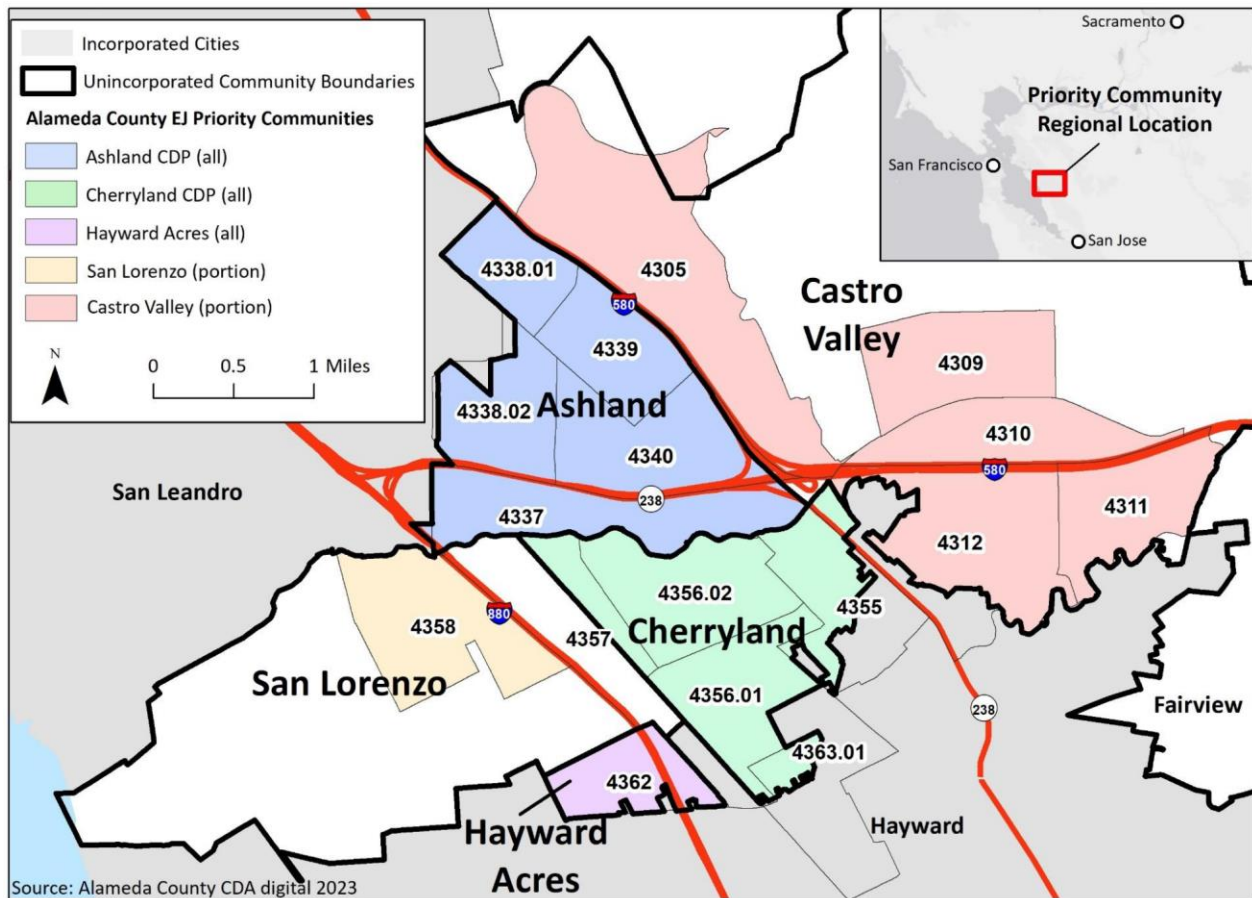


Figure F-3. Environmental Justice Priority Communities. To see an online map of the Priority Communities, visit here: <https://www.acgov.org/cda/planning/generalplans/prioritycommunities.htm>

<sup>2</sup> Source: OEHHA, CalEnviroScreen 4.0

<sup>3</sup> Source: ACS 2016-2020



Table F-4. Housing-Burdened Low-Income Households and Renter Households

Neighborhood or Place	Percent of households that are both low income and severely burdened by housing costs	Housing Burden Percentile Score	Percent of households that are renter households
Ashland <sup>a</sup>	23.0%	74.04	65.8%
Cherryland <sup>a</sup>	20.0%	62.83	72.9%
Hayward Acres	20.2%	63.61	91.3%
San Lorenzo Priority Community	11.7%	21.57	24.9%
San Lorenzo CDP Reference <sup>b</sup>	12.1%	23.80	35.4%
Castro Valley Priority Community <sup>a</sup>	21.0%	63.26	59.9%
Castro Valley CDP Reference <sup>b</sup>	14.0%	33.21	29.6%
Alameda County Reference <sup>b</sup>	15.7%	42.50	46.4%

## NOTES:

<sup>a</sup> Housing Burden percentages for Ashland, Cherryland, and Castro Valley Priority Population are presented as population-based weighted average of census tract data for tracts listed in Table 2-1 of the Environmental Justice Element. Renter Household data is from ACS 2016-2020 and is not population-weighted averages.

<sup>b</sup> Housing Burden percentages for San Lorenzo and Castro Valley CDP Reference and Alameda County Reference are presented as population-based weighted average of census tracts within CDP or County boundary. Renter Household data is from ACS 2016-2020 and is not population-weighted averages.

SOURCE: OEHHA, CalEnviroScreen 4.0 (Housing-Burdened and Low-Income Households) and ACS 2016-2020 (Renter Households)

During the EJ outreach process, the County recorded substantial community feedback related to needs for tenant protections, pro-active rental inspections, landlord-tenant mediation, assistance with deferred maintenance and energy upgrades, homeownership and equity-building opportunities for low-income residents, increased access to public amenities in areas of increasing density, and prevention of displacement, gentrification, and homelessness. Additional

housing-related concerns shared by Priority Community residents included poor indoor air quality (i.e., from mold, secondhand smoke, old appliances), residential lead exposure, and confusing or inaccessible permitting processes for residential upgrades. See Appendix E for EJ community feedback data related to housing.

Housing is a complex, intersectional topic that the County addresses throughout its General Plan—most notably in the Housing Element. The EJ Element seeks to complement, but not duplicate, policies and programs identified in other areas of the General Plan. While several housing-related EJ policy recommendations are addressed directly in the EJ Element, the County has chosen to address the majority of the housing-related EJ concerns in the Housing Element. In order for the County to comply with SB 1000, the Housing Element must address Priority Community needs related to safe and sanitary homes by identifying objectives and policies that prioritize improvements and programs in this area.

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## **Section F.4                      Assessment of Fair Housing**

### **F.4.1                      Fair Housing Outreach and Enforcement Capacity**

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According to State HCD's *Affirmatively Furthering Fair Housing Guidance for All Public Entities and for Housing Elements* (April 2021 Update), "Fair housing enforcement and outreach capacity relates to the ability of a locality and fair housing entities to disseminate information related to fair housing and provide outreach and education to assure community members are well aware of fair housing laws and rights. In addition, enforcement and outreach capacity includes the ability to address compliance with fair housing laws, such as investigating complaints, obtaining remedies, and engaging in fair housing testing."

#### **Fair Housing Protections**

##### Federal & State Laws

Alameda County is committed to compliance with fair housing laws in place at the federal and state levels. Federal, state, and local governments share responsibility for enforcing these laws, as well as conducting activities to affirmatively further fair housing.

Title VIII of the federal Civil Rights Act of 1968 prohibits housing discrimination based on race, color, national origin or ancestry, sex, or religion. The 1988 Fair Housing Amendments Act added familial status and mental and physical handicap as protected classes. The laws prohibit a wide range of discriminatory actions, including refusal to rent, sell, or negotiate for housing, make housing unavailable, set different terms, conditions, or privileges, provide different housing services or facilities, refusal to make a mortgage loan, or impose different terms or conditions on a loan.

The California Fair Employment and Housing Act prohibits discrimination and harassment in all aspects of housing including sales and rentals, evictions, terms and conditions, mortgage loans and insurance, and land use and zoning. The Act also requires housing providers to make reasonable accommodations in rules and practices to permit persons with disabilities to use and enjoy a dwelling and to allow persons with disabilities to make reasonable modifications of the premises.

In summary, California law protects individuals from illegal discrimination by housing providers based on:

- Race, color;
- Ancestry, national origin;
- Religion;
- Disability, mental or physical;
- Sex, gender;
- Sexual orientation;
- Gender identity, gender expression;
- Genetic information;
- Marital status;
- Familial status;
- Source of income;
- Citizenship;
- Primary language; and
- Immigration status.

#### County Actions to Promote Fair Housing

The County does not have any pending lawsuits, enforcement actions, judgements, settlements, or findings related to fair housing and civil rights. The County's compliance with state and federal housing laws is described below.

- Federal Fair Housing Act; Title VIII of the Civil Rights Act of 1968 and California Fair Employment and Housing Act (FEHA) and FEHA Regulations – Many programs in this Housing Element commit the County to continue existing efforts or implement new actions to ensure fair housing opportunity for all people without discrimination. Program 6.A commits the County to develop a Housing Outcomes Analysis consistent with the timing of the analysis of impediments to fair housing choice. Under Program 6.B, the County will continue to refer discrimination complaints to Eden Council for Hope and Opportunity (ECHO) Housing, as described in the section below. Program 6.C commits the County to continue to require owners of residential rental properties of three or more units or of any rented mobile homes in Unincorporated Alameda County to include specified language on the availability of rent mediation services on rent increase notices to tenants. Program 6.D requires the County to refer prospective applicants to the Housing Authority of the County of Alameda for access to Section 8 Housing Choice Voucher and Project-Based Voucher programs, as well as the Family Self-Sufficiency

program. Under Program 6.E, the County will continue to provide assistance to low-income persons with HIV/AIDS and their families. Program 6.F requires that the County provide tenants at risk of eviction or displacement with services through Alameda County Housing Secure, a collaborative of legal service providers. Program 6.G commits the County to continue to support tenants through Alameda County Housing Secure (ACHS) to reduce housing discrimination through fair housing education. Program 6.H commits the County to continue to operate the Alameda County Housing Portal to help lower-income and special needs households find high-quality, affordable housing. Program 6.I requires that the County continue to enforce the County's Mobile Home Rent Stabilization Ordinance. Program 6.J commits the County to adopt an inclusionary housing ordinance to promote new housing choices and affordability. Under Program 6.K, the County will translate housing and development applications to commonly used languages to create a more inclusive development process. Program 6.L commits the County to continue to implement the Innovative and Unconventional Housing Types Ordinance, adopted by the Board of Supervisors in 2019. Program 6.M requires the County to continue to provide up to date information about avoiding and dealing with foreclosure. Program 6.N commits County staff to develop and bring a Mobile Home Zoning Overlay and corresponding General Plan amendments to the Board of Supervisors for adoption. Under Program 6.O, County staff will continue ongoing work with the Board of Supervisors, residents, and advocates to adopt rental protections for Unincorporated Alameda County.

- Americans with Disabilities Act – The County complies with the ADA through building permit review and issuance. In addition, Program 4.F requires the County's Housing and Community Development Department to ensure ADA-compliant housing units are provided. Program 4.G requires the County to adopt universal design standards to provide housing units that are usable by all people.
- Anti-Discrimination in Land Use Law (Government Code Section 65008) – In 2018, the County Board of Supervisors adopted Vision 2026, the County's strategic vision initiative. The foundation of Vision 2026 is Our Shared Vision that identifies the following strategic priorities for the next decade: 1) Safe and Livable Communities, 2) Thriving and Resilient Populations, 3) Healthy Environment, and 4) Prosperous and Vibrant Economy. The adopted goals that support the shared vision are intended to provide for the basic needs, including housing, health care, and economic prosperity, of all residents of the County including residents with special needs. The County ensures that the County's actions are not discriminatory by requiring that all agencies and departments incorporate Vision 2026 into strategic plans, budget development and initiatives. Programs are included in this Housing Element to facilitate housing for all households, including protected classes (e.g., Program 3.C regarding residential care facilities and community care facilities, Program 4.L regarding reasonable accommodation, and Program 4.A regarding emergency shelters).
- Government Code Section 8899.50 – Appendix F of this Housing Element documents compliance with Affirmatively Furthering Fair Housing requirements.
- Density Bonus Law (Government Code Section 65915) – County Government Code Chapter 17.106 contains the County's current Density Bonus Ordinance as described in Appendix C (Housing Constraints). Program 2.A directs the County to amend the Zoning

Ordinance to update the density bonus provisions to comply with recent changes to state law.

- Housing Accountability Act (HAA)(Government Code Section 65589.5) – the County’s compliance with the HAA is described in Appendix C (Housing Constraints). In December 2023, the County adopted objective standards for multi-family and mixed-use development to facilitate compliance with the HAA. Program 3.E commits the County to continue implementation of the objective standards to ensure they are applied effectively to streamline approval of projects subject to the HAA.
- No-Net-Loss Law (Government Code Section 65863) – Appendix B documents that the County has identified sufficient capacity to meet its RHNA. Program 1.A requires that the County rezone inventory sites to increase maximum allowable densities to accommodate the County’s RHNA and, consistent with Government Code Section 65863, to monitor housing sites to ensure adequate sites to accommodate the remaining unmet RHNA by each income category are maintained throughout the planning period.
- Least Cost Zoning Law (Government Code Section 65913.1) – This Housing Element includes programs to ensure that sufficient land is zoned with appropriate standards to accommodate its RHNA. Program 1.A commits the County to rezone sites to increase maximum allowable densities to accommodate the County’s RHNA. Programs 1.B, 1.C, and 1.D commit to rezoning and adopting development standards for key properties in the sites inventory. Programs 1.E through 1.P commit to additional modifications to zoning and development standards to support the County’s efforts to fulfill its RHNA.
- Excessive subdivision standards (Government Code Section 65913.2) – The County’s subdivision ordinance is typical of those adopted by other jurisdictions and does not present any unusual constraints to housing development (see Appendix C, Section C.2.4).
- Limits on growth control (Government Code Section 65302.8) – Appendix C, Section C.2.2, of this element describes the procedure in place in the County’s General Plan to allow for residential development outside of the Urban Growth Boundary when necessary to ensure the County’s ability to fulfill the County’s housing obligations. As described in Appendix B, adequate sites were identified within the Urban Growth Boundary to fulfill the County’s RHNA.
- Housing Element Law (Government Code Section 65583) – This Housing Element documents compliance with Housing Element Law.

### *Community Development Block Grant Program*

As a recipient of federal funds, Alameda County is obligated to affirmatively further fair housing choice. The Community Development Block Grant (CDBG) program, funded by the U.S. Department of Housing and Urban Development (HUD), provides local governments with resources to implement programs and services that benefit lower income people and neighborhoods, remove slum and blight, and address community development needs. County HCD is the recipient for the "Urban County" CDBG Grant, which includes the five small cities in the County – Albany, Emeryville, Piedmont, Newark, and Dublin – and the Unincorporated County.

HUD requires that every five years, grant recipients conduct an analysis of impediments to fair housing choice to assess fair housing issues and develop strategies to address them. The January 2020 *County of Alameda Regional Analysis of Impediments to Fair Housing Choice* is a countywide document prepared by a regional collaborative led by Alameda County and including the cities of Alameda, Albany, Berkeley, Dublin, Emeryville, Fremont, Hayward, Livermore, Newark, Oakland, Piedmont, Pleasanton, San Leandro, and Union City; the housing authorities for the cities of Alameda, Berkeley, Livermore, and Oakland; and the Housing Authority of the County of Alameda.

#### *Measure A-1*

In November 2016, the countywide Affordable Housing Bond (Measure A1) for \$580 million was passed by over 73% of the voters. The bond provided \$460 million for rental housing, comprising \$425 million for the Rental Housing Development Fund and \$35 million for the Innovation and Opportunity Fund. The bond also provided \$120 million to assist home buyers, comprising \$50 million for the Down Payment Assistance Loan Program (DALP), \$45 million for the Housing Preservation Loan Program (HPLP), and \$25 million for the Homeowner Housing Development Program. The bond funding was allocated to jurisdictions throughout the County for the construction of housing, including \$17.7 million for the Unincorporated Area.

#### County Ordinances

##### *Innovative and Unconventional Housing Types Ordinance*

On September 24, 2019, the Board of Supervisors approved amendments to the County Zoning Ordinance to permit and regulate the development of innovative or unconventional housing types, such as tiny homes, to expand the County's ability to address the homelessness crisis in the unincorporated area. The zoning ordinance amendments facilitated implementation of a pilot program at First Presbyterian Church in Castro Valley which included the development of six tiny homes to house homeless members of the community on the church site.

##### *Alameda County Mobile Home Space Rent Stabilization Ordinance*

The County's Mobile Home Space Rent Stabilization Ordinance limits the annual standard increase in Space Rent to a maximum of 4% and establishes procedures for rent increases for mobile home park spaces in the unincorporated areas of the County.

##### *Mandatory Notification of Rent Mediation Services Ordinance*

The Mandatory Notification of Rent Mediation Services Ordinance. This ordinance requires owners of residential rental properties of three or more units in Unincorporated Alameda County to include specified language on the availability of rent mediation services on rent increase notices to tenants.

## Fair Housing Enforcement

### Regional Resources

Table F-5 lists regional organizations that provide services to address housing and community needs.

<b>Table F-5. Fair Housing Assistance Organizations, Alameda County 2022</b>		
<b>Organization Name</b>	<b>Service Area</b>	<b>Website</b>
Bay Area Legal Aid	San Rafael, Napa, Richmond, Oakland, San Francisco, Redwood City, & San Jose	<a href="https://baylegal.org/">https://baylegal.org/</a>
California Rural Legal Assistance	State of California	<a href="https://www.crla.org/">https://www.crla.org/</a>
East Bay Community Law Center	Berkeley, Oakland, Emeryville, Alameda	<a href="https://ebclc.org/">https://ebclc.org/</a>
Eden Council of Hope & Opportunity (ECHO) Housing	Alameda, Contra Costa, and Monterey Counties, and the Cities of Alameda, Antioch, Concord, Hayward, Livermore, Monterey, Oakland, Pleasanton, Richmond, Salinas, San Leandro, Seaside, Union City, and Walnut Creek	<a href="http://www.echofairhousing.org/">www.echofairhousing.org/</a>
Housing and Economic Rights Advocates	State of California	<a href="http://www.heraca.org/">http://www.heraca.org/</a>
Housing Equality Law Project	Northern California	<a href="http://www.housingequality.org/">http://www.housingequality.org/</a>
Project Sentinel	Northern California	<a href="https://www.housing.org/">https://www.housing.org/</a>

### Local Resources

The County's Housing and Community Development Department (County HCD) funds the non-profit organization Eden Council for Hope and Opportunity (ECHO) Housing to provide Fair Housing Services to tenants and landlords in the cities of Albany, Dublin, Emeryville, Newark and Piedmont, and all areas of the Unincorporated County. ECHO has offices in Hayward, Livermore, and Oakland. The organization's website is <https://www.echofairhousing.org/> and phone number is (855) 275-3246.

ECHO provides fair housing counseling and education, tenant/landlord counseling and mediation, and other housing-related programs. To address the needs of limited English proficiency speakers, ECHO provides services and classes in Spanish, has online information available in Farsi, and has access to a live “language line” service. ECHO has also conducted outreach in Spanish via local cable access channels and maintains an advertisement in the local Spanish-language newspaper. ECHO programs include:

- Fair housing testing and complaints
- Fair housing counseling and education
- Tenant/landlord counseling and mediation
- Homeless prevention program
- Rental assistance program
- Rent/deposit grant program
- Homeseeking services
- Shared housing counseling placement
- Homebuyers’ education learning program

Cases of discrimination that ECHO is unable to resolve are referred to the California Civil Rights Department or other fair housing legal organizations. Bay Area Legal Aid’s BayLegal department provides low-income households with legal assistance related to fair housing and housing discrimination.

#### Response to Fair Housing Complaints

##### *Fair Housing Cases Reported at the Federal and State Levels*

At the federal and state levels, HUD’s Office of Fair Housing and Equal Opportunity (FHEO) and the California Civil Rights Department are charged with implementing and enforcing fair housing protections. Local fair housing cases may be forwarded to either agency, depending on the basis of discrimination in the complaint; however, many cases are resolved at the local level.

From 2017 to 2020, 203 fair housing discrimination cases from all of Alameda County, including the cities within the County, were forwarded to the Office of Fair Housing and Equal Opportunity. Table F-6 below lists the bases for discrimination for the cases forwarded. Percentages do not total 100 due to cases reported with multiple bases for discrimination. Disability was identified as a basis in nearly half (49.8%) of the complaints received over the four-year period. Retaliation was identified as a basis in the second highest percentage of cases (12.3%), followed by cases related to race (11.3%), most of which (7.9%) were related to discrimination against Black residents. The table also shows that the total number of complaints per year fell considerably over the four-year period from 69 cases in 2017 to 21 cases in 2020, a 70% decline.



**Table F-6. Fair Housing Complaints**

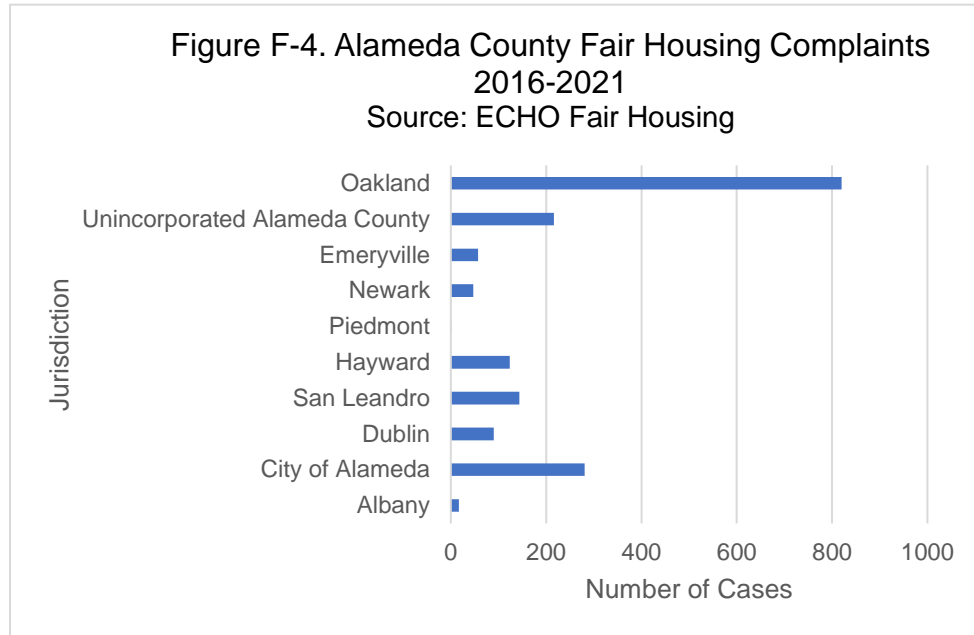
**Forwarded to the Office of Fair Housing and Equal Opportunity  
Alameda Countywide, January 2017- June 2020**

Basis for Complaint	2017	2018	2019	2020	2017-2020 Total	
					Cases	% of Total
Color	1	1	1	0	3	1.5%
Disability	32	26	28	15	101	49.8%
Familial Status	10	5	3	2	20	9.9%
National Origin	4	4	0	1	9	4.4%
Hispanic Origin	2	2	0	0	4	2.0%
Race	7	9	5	2	23	11.3%
Asian	0	1	0	0	1	0.5%
Black	5	4	5	2	16	7.9%
Black and White	0	1	0	0	1	0.5%
Native American	1	1	0	0	2	1.0%
White	1	2	0	0	3	1.5%
Religion	1	2	2	0	5	2.5%
Retaliation	7	9	8	1	25	12.3%
Sex	7	5	5	0	17	8.4%
Total Cases	69	61	52	21	203	100%
Source: HUD Office of Fair Housing and Equal Opportunity						
Note: Percentages do not total 100 due to cases reported with multiple bases of discrimination.						

### *Fair Housing Cases Reported at the Local Level*

According to data provided by ECHO Housing, the organization received 216 fair housing complaints from the Unincorporated Area from 2016 to 2021, approximately seven percent of fair housing discrimination cases received by ECHO Housing from all the jurisdictions they served in Alameda County during this time period. Only the City of Oakland, with 820 cases, and the City of Alameda, with 281 cases, had a higher number of complaints than the Unincorporated Area. Using 2021 U.S. Census ACS population estimates, the rate of cases per thousand population in

the Unincorporated Area for the 2016 to 2021 period was 1.4 cases per thousand, compared to 3.7 cases per thousand in the City of Alameda, 1.9 cases per thousand in Oakland, 1.6 cases per thousand in San Leandro, and .77 cases per thousand in Hayward. Figure F-4 shows the number of fair housing complaints from Alameda County communities reported to ECHO Housing from 2016 to 2021.



ECHO Housing data indicate that the most common basis of discrimination involved in the complaints received from the Unincorporated Area from 2016 to 2021 was disability, which accounted for approximately 40% of complaints. The second most common basis during this time period was race-based discrimination, which accounted for 38% of complaints. Other bases of discrimination were identified much less frequently. Table F-7 provides the number of cases per year for each basis.

**Table F-7. Unincorporated Alameda County Bases of Fair Housing Complaints, 2016-2021**

Basis for Complaint	Fiscal Year				
	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
Race	13	24	21	12	12
National Origin	2	1	0	0	4
Disability	21	22	13	19	11
Familial Status	4	3	6	2	0
Marital Status	0	0	0	0	0
Religion	0	0	0	0	0
Sex	1	1	0	0	0
Source of Income	0	0	0	0	0
Age	0	0	0	0	0
Other	0	4	2	12	5
<b>TOTAL</b>	<b>42</b>	<b>55</b>	<b>42</b>	<b>45</b>	<b>32</b>

Source: ECHO Fair Housing

Note: A flood in 2020 of ECHO's records room may have destroyed records of early 2020 complaints, so FY-2019-20 may be incomplete.

Note: In some instances, there will be more units of service for fair housing than actual clients. This is because some clients allege discrimination based on more than one protected class.

ECHO Housing data show that from 2016 to 2021, the most common method of resolution of fair housing cases in the Unincorporated Area was counseling (42% of cases), followed by education to landlords (15% of cases). The largest percentage of cases (48%) had insufficient evidence to move forward (Table F-8).

**Table F-8. Unincorporated Alameda County Resolution of Fair Housing Cases, 2016-2021**

Resolution	Fiscal Year				
	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
Counseling	26	32	16	11	5

Table F-8. Unincorporated Alameda County Resolution of Fair Housing Cases, 2016-2021

Resolution	Fiscal Year				
	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
Insufficient Evidence	15	25	17	24	22
Successful Conciliation	3	3	4	0	0
Cases Dropped	1	1	1	0	1
Education to Landlord	0	6	15	8	3
Referrals to Atty/DFEH/HUD	3	0	1	1	1
Pending	6	10	3	0	0
Total	42	55	42	45	32
Source: ECHO Fair Housing					
Note: A flood in 2020 of ECHO's records room may have destroyed records of early 2020 complaints, so FY-2019-20 may be incomplete.					
Note: In some instances, there will be more units of service for fair housing than actual clients. This is because some clients allege discrimination based on more than one protected class.					

### Fair Housing Enforcement Capacity

The most recent *Alameda County Analysis of Impediments to Fair Housing* (2020) identified lack of local private fair housing outreach and enforcement, lack of local public fair housing enforcement, and lack of resources for fair housing agencies and organizations as contributing factors in fair housing issues throughout the County.

The report also stated the following regarding fair housing enforcement capacity:

Stakeholders and participating jurisdictions have commented that inadequate funding and organizational capacity are the primary limitations on expanding or improving fair housing enforcement. HUD directs recipients of CDBG funds to use the grant's administrative or social services allocations for fair housing activities, including creation of an analysis of impediments. However, HUD also caps those allocation amounts, which limits participating jurisdictions from using more of these funds on fair housing activities.

Participating jurisdictions generally do not use any other public or private source of funding for their fair housing activities. While participating jurisdictions have limited funding to offer fair housing organizations, fair housing organizations have other funding sources, such as HUD's Fair Housing Initiatives Program (FHIP); however, these organizations generally do not have many other private funding sources. Other fair housing activities are funded from federal and state resources, such as services provided

by the Office of Fair Housing and Equal Opportunity and Department of Fair Employment and Housing.

The number of fair housing organizations and their respective capacities has also constrained the amount of fair housing activities. Participating jurisdictions commented that a reduction in the number of fair housing organizations has lessened fair housing activities overall.

According to HUD guidance, a common factor for fair housing complaints can be a lack of affordable housing supply. According to the California Housing Partnership's Housing Emergency Update for Alameda County, federal and state funding to Alameda County for affordable housing has declined by 80% since 2008, leaving a deficit of approximately \$124 million annually (California Housing Partnership, 2018). Additionally, while LIHTC production and preservation in Alameda County has increased by 67% overall from 2016, the state production and preservation has decreased by 23%. Lastly, the report finds that Alameda County needs 52,291 more affordable rental homes to meet the need. To combat this lack of state and federal funding, local tax initiatives have been approved, including the County's Measure A-1, Berkeley's Measure O, and Emeryville's Measure C; however, due to the demand for affordable housing, the need still far exceeds these local measures.

Additional information on capacity constraints from Marjorie Rocha, Executive Director for ECHO Housing in March of 2022 is provided below:

- Inadequate funding - funding from a couple jurisdictions in the County is insufficient.
- HUD capping allocation amounts - public services (15%) allocation should be increased.
- Reduction in the number of fair housing organizations in the region - at least two fair housing agencies in the East Bay have closed their doors.
- Lack of affordable housing supply - the affordable housing that is needed is housing that is affordable to persons on public assistance, accessible housing for persons with disabilities, and senior citizens.
- Findings, lawsuits, enforcement actions, settlements, or judgments related to fair housing or civil rights - we have not filed any administrative complaints in recent years. Our mediation attempts, in place of litigation, have been very successful.

### **Fair Housing Education and Outreach Capacity**

County HCD's website (<http://www.acgov.org/cda/hcd/index.htm>) provides information about the many programs the County supports to assist both tenants and property owners. The County's Fair Housing webpage (<http://www.acgov.org/cda/hcd/fairhousing.htm>) describes the services ECHO Housing provides and includes a link to ECHO's website. County HCD's website also provides a link to the website for HUD's Office of Fair Housing and Equal Opportunity (FHEO).

Outreach during the preparation of the 2020 Alameda County Analysis of Impediment to Fair Housing Choice (AI), included distribution of the Alameda County Regional Housing (2019) Survey countywide, resulting in 3,296 responses. Community engagement meetings were also held in Berkeley, Oakland, and Hayward. The County prioritized engagement with racial and ethnic minority populations, people with disabilities, people residing in R/ECAPs, and people with limited English proficiency due to lack of historical engagement in housing issues and because these groups are most likely to have disproportionate housing needs. The survey was provided in English, Dari, Spanish, Tagalog, Traditional Chinese, and Vietnamese. Outreach specific to the Unincorporated Area included flyer distribution at a Deputy Sheriffs' Activities League boxing event in Cherryland, San Lorenzo National Night Out, and an Ashland School backpack giveaway.

#### F.4.2 Integration and Segregation

##### Race in Unincorporated Alameda County

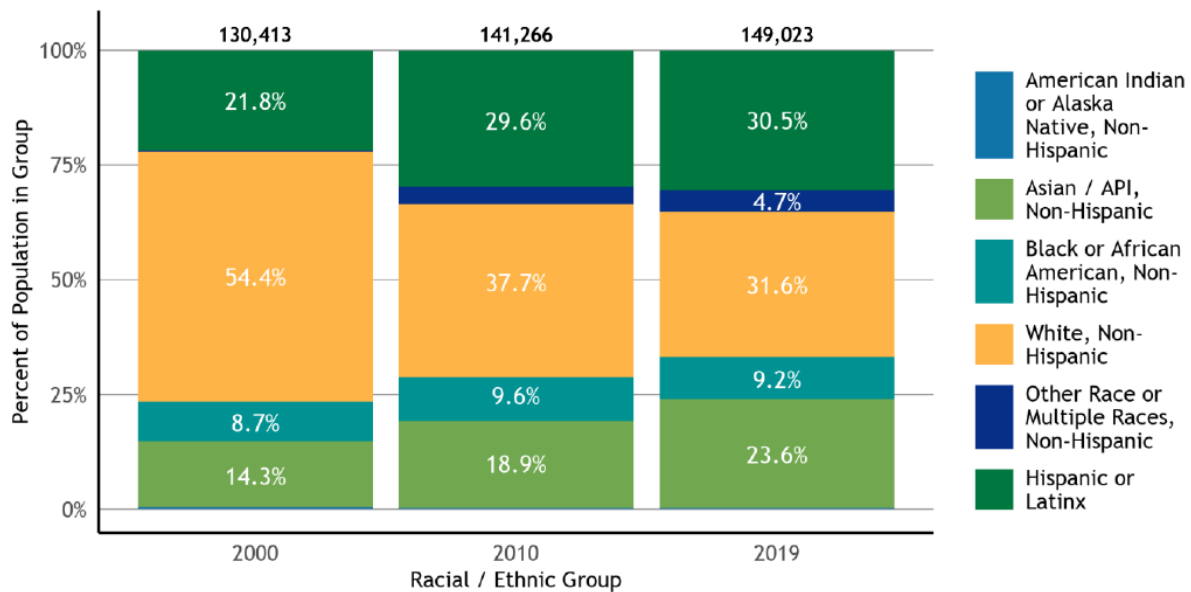


Figure F-5. Population by Race, 2000-2019.

Universe: Total population

Notes: Data for 2019 represents 2015-2019 ACS estimates. The Census Bureau defines Hispanic/Latinx ethnicity separate from racial categories. For the purposes of this graph, the "Hispanic or Latinx" racial/ethnic group represents those who identify as having Hispanic/Latinx ethnicity and may also be members of any racial group. All other racial categories on this graph represent those who identify with that racial category and do not identify with Hispanic/Latinx ethnicity.

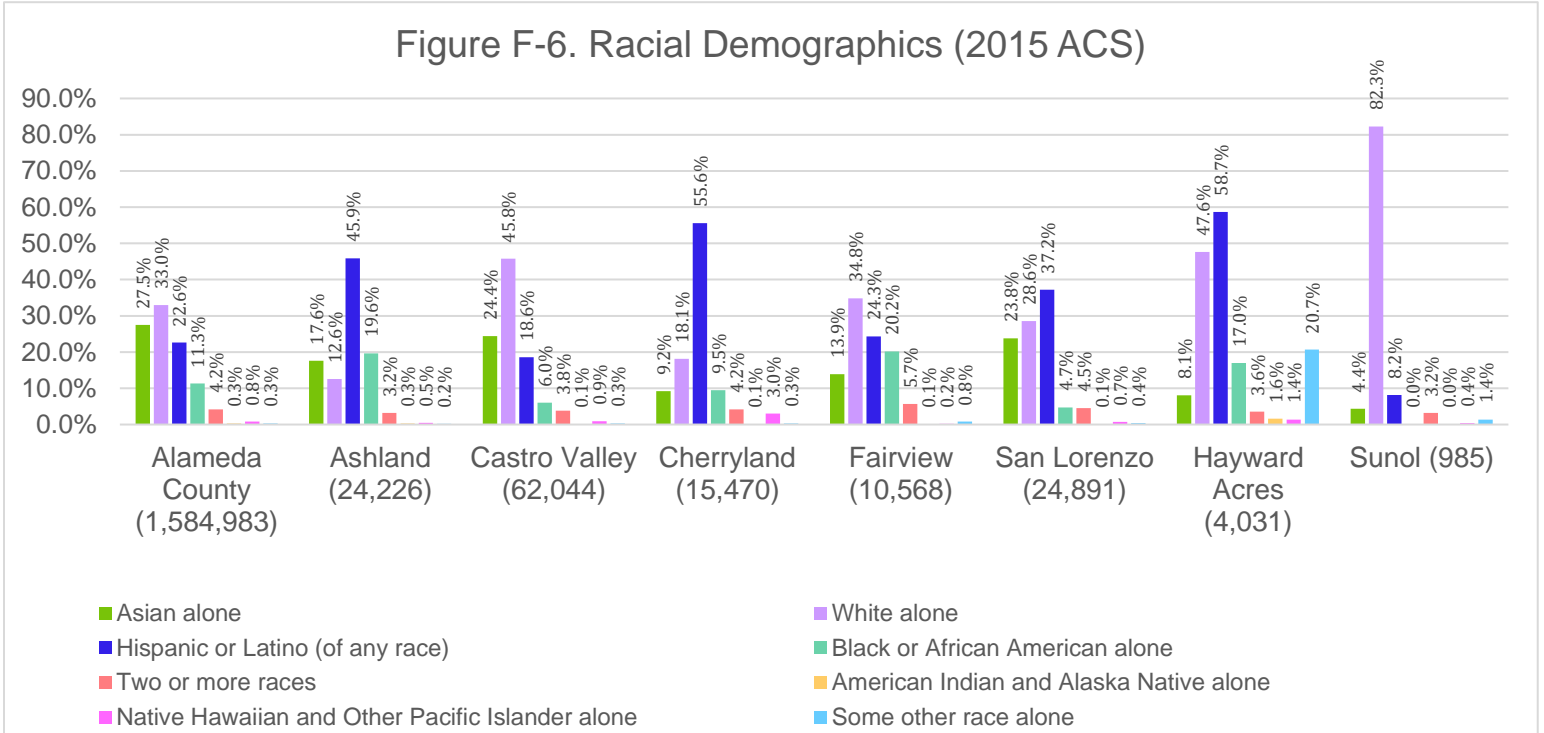
Source: U.S. Census Bureau, Census 2000, Table P004; U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002

For the data table behind this figure, please refer to the Data Packet Workbook, Table POPEMP-02.

The bar chart above (Figure F-5) shows the change in racial makeup of the population of unincorporated Alameda County between 2000 and 2019, described in broad racial categories.

The percentage of white residents, shown in yellow in Figure F-5, has shrunk by 41.7% between 2000 and 2019, from being 54.4% of the entire population to being 31.6% of the population. Over the same time period, the percentages of Latine (light green), Asian and Pacific Islander (dark green), and Mixed Race (dark blue) residents in unincorporated have grown. In absolute terms, the *Hispanic or Latine* population increased the most while the *White, Non-Hispanic* population decreased the most.

Figure F-6. Racial Demographics (2015 ACS)



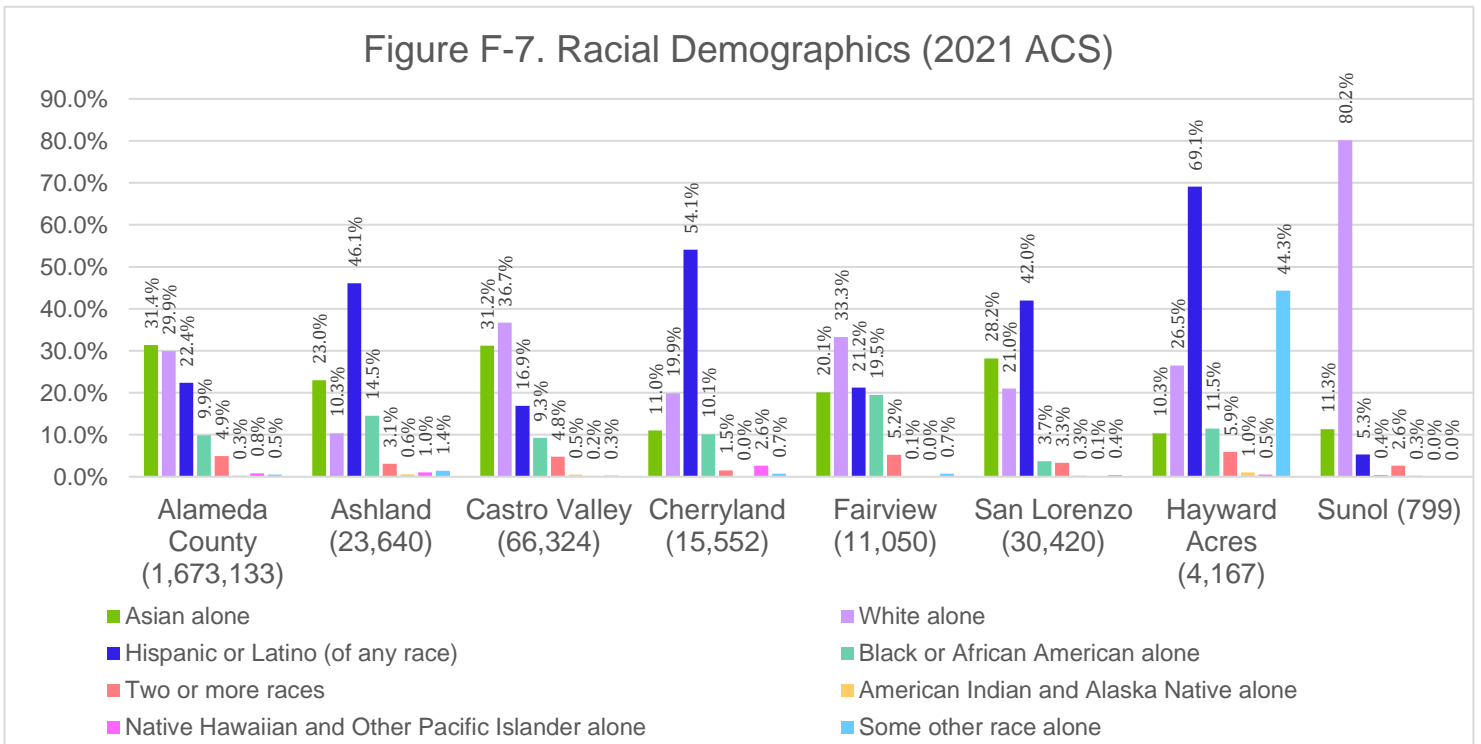
Source: 2011-2015 ACS, Table DP05. 2023. Note: Hayward Acres proxied by census tract 4363; all other location are census designated places (CDPs).

To break the racial makeup of Unincorporated down further, the next two charts show, respectively, the percentage of each Census Designated Place's population in terms of race with 2015 ACS data (Figure F-6) and 2021 ACS data (Figure F-7). Note that the community of Hayward Acres and communities outside of Sunol in East County are not represented in these charts.

The graph above, Figure F-6, shows the racial demographics in 2015 ACS data of different Census designated places in Unincorporated Alameda County. Sunol has a significantly whiter population than other census designated places, or the county overall. Cherryland, Ashland, Hayward Acres, and to a lesser extent San Lorenzo have much larger populations of Latine people than other places in Unincorporated Alameda County or the county overall.

Consistent with the entire county, people who are American Indian, Alaskan Native, Native Hawaiian, Pacific Islander, or some other race make up less than 1% of the population each – except for in Cherryland and Hayward Acres in 2015.

Figure F-7. Racial Demographics (2021 ACS)



Source: 2017-2021 ACS, Table DP05. 2023. Note: Hayward Acres proxied by census tract 4363; all other location are census designated places (CDPs).

As highlighted in Figure F-7 the population of white people has fallen throughout the county as well as in every unincorporated community. A greater percentage of Asian peoples live in most communities. The percentage of Black residents in Castro Valley grew while staying relatively consistent or dropping in all other places. The percentage of people who listed Some Other Race as their race in Hayward Acres doubled between 2015 and 2021.

### Racial Isolation Index

**Table F-9. Racial Isolation Index Values for Segregation within Unincorporated Alameda County**

	Unincorporated Alameda County			Bay Area Average
Race	2000	2010	2020	2020
Asian/Pacific Islander	0.186	0.235	0.304	0.245
Black/African American	0.168	0.151	0.122	0.053
Latine	0.272	0.365	0.401	0.251
White	0.571	0.439	0.345	0.491

Universe: Population.

Source: IPUMS National Historical Geographic Information System (NHGIS). U.S. Census Bureau, 2020 Census State Redistricting Data (Public Law 94-171) Summary File, 2020 Census of Population and Housing, Table P002. Data from 2010 is from U.S. Census Bureau, Census 2010, Table P4. Data for 2000 is standardized to 2010 census tract geographies and is from U.S. Census Bureau, Census 2000, Table P004.



The isolation index, prepared by ABAG, compares each neighborhood's composition to the jurisdiction's demographics overall. Values range from 0 to 1, with higher values signifying that a particular group is more isolated from others. The index can be interpreted as the approximate experience of the average member of a demographic group. The isolation index values for all racial groups in Unincorporated Alameda County for the years 2000, 2010, and 2020 can be found in Table F-9 above.

Within Unincorporated Alameda County, the most isolated racial group is Latine residents. Unincorporated Alameda County's isolation index of 0.401 for Latine residents means that the average Latine resident lives in a neighborhood that is 40.1% Latine. The level of isolation has increased since 2000 and is higher than the Bay Area average, where the average Latinx person lives in a neighborhood that is only 25.1% Latine.

The level of isolation for the average white resident of unincorporated has decreased by 22.6% in the past 20 years, while the level of isolation for the average Black resident has decreased a small 4.4%. Asian and Pacific Islander residents have become more isolated in the past 20 years, now living in neighborhoods with 30.8% Asian and Pacific Islander residents.

### Dissimilarity Index

Table F-10, provided by ABAG, shows the dissimilarity index, which describes the level of segregation between white residents and residents who are Black, Latine, or Asian/Pacific Islander. The table also provides the dissimilarity index between white residents and all residents of color in the jurisdiction, and all dissimilarity index values are shown across three time periods (2000, 2010, and 2020).

For each race category, Unincorporated Alameda County has higher levels of dissimilarity than the Bay Area overall. This means that a larger percentage of residents, either white or People of Color, would need to move to different neighborhoods within Unincorporated to live in neighborhoods that were perfectly, mathematically integrated.

More specifically, to create a mathematically perfect level of racial integration in Unincorporated,

- 22.6% of white or Asian and Pacific Islander residents would need to move to different neighborhoods;
- 44.7% of white or Black residents would need to move to different neighborhoods;
- And 40.5% of white or Latine residents would need to move to different neighborhoods.

**Table F-10. Racial Dissimilarity Index Values for Segregation within Unincorporated Alameda County**

	Unincorporated Alameda County			Bay Area Average
Race	2000	2010	2020	2020
Asian/Pacific Islander vs. white	0.266	0.246	0.226	0.185
Black/African American vs. white	0.492	0.439	0.447	0.244
Latine vs. white	0.348	0.383	0.405	0.207

**Table F-10. Racial Dissimilarity Index Values for Segregation within Unincorporated Alameda County**

	Unincorporated Alameda County			Bay Area Average
Race	2000	2010	2020	2020
People of Color vs. white	0.282	0.278	0.283	0.168
<i>Universe: Population.</i> <i>Source: IPUMS National Historical Geographic Information System (NHGIS). U.S. Census Bureau, 2020 Census State Redistricting Data (Public Law 94-171) Summary File, 2020 Census of Population and Housing, Table P002. Data from 2010 is from U.S. Census Bureau, Census 2010, Table P4. Data for 2000 is standardized to 2010 census tract geographies and is from U.S. Census Bureau, Census 2000, Table P004.</i> <i>Note: If a number is marked with an asterisk (*), it indicates that the index is based on a racial group making up less than 5 percent of the jurisdiction population, leading to unreliable numbers</i>				

Figures F-8 and F-9 show the percentage of total non-white population by block group in 2010. Much of northern Castro Valley had populations less than 40% Latine, Black, Asian, Native American, and/or Pacific Islander, or greater than 60% white. Ashland has the highest percentage of Latine, Black, Asian, Native American, and/or Pacific Islander residents (generally 60-80% per block). The majority of San Lorenzo, Cherryland, southern Castro Valley, and Hayward Acres are 40% to 60% residents of color.

Figures F-9 and F-10 show the percentage of total non-white population by block group in 2018. You can see that many of the blocks in Unincorporated Alameda County have populations that are less than 40% white, or greater than 60% Latine, Black, Asian, Native American, and/or Pacific Islander. Block groups in northern Castro Valley that are paler orange and dark yellow have larger white populations (greater than 60%).

Looking at Alameda County overall shows a similar pattern. Tracts closer to the Bay in the flatlands have much higher percentages of people of color throughout Alameda County, except for much of Berkeley. Much of unincorporated East County is less diverse than Dublin, and overall East County is less diverse than unincorporated and incorporated areas of Alameda County west of the hills.

Comparing 2018 and 2010, every neighborhood has increased in Latine, Black, Asian, Native American, and/or Pacific Islander populations. As of 2018, census blocks in Ashland are greater than 80% residents of color. Looking at Alameda County overall, virtually the whole county became more diverse between 2010 and 2018.

Figures F-12 and F-13 show the predominant race or ethnicity of each census tract in Unincorporated Alameda County and Alameda County overall, respectively.

Many census tracts in southern Alameda County are majority Asian, shown in pinks and burgundy. Tracts in East Oakland are often majority Latine, shown in shades of green. There are two areas of Alameda County where Black residents are the majority in each tract: West Oakland and East Oakland, shown in shades of teal and cyan. The majority of tracks in north and east county have are predominantly white.

Looking at Figure 12, tracts in Urban Unincorporated Alameda County have a similar breakdown of predominant races. In Ashland, Cherryland, San Lorenzo, and Hayward Acres, all but two tracts are majority Latine. The remaining two are predominantly Asian. Tracts in Castro Valley and Fairview are primarily a mixture of predominantly white and predominantly Asian. The westernmost tract in Castro Valley is the only tract with a predominantly Black population.

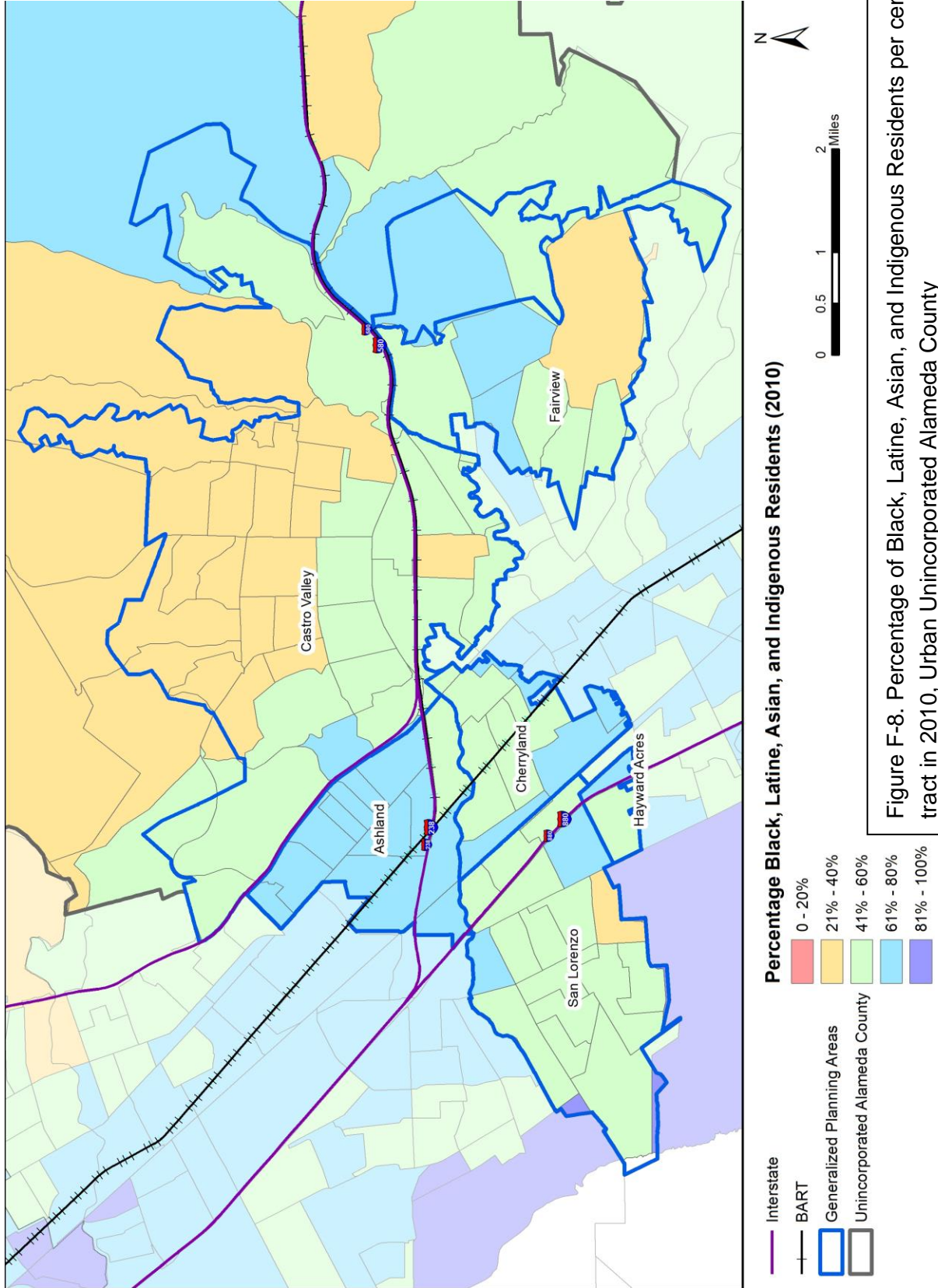


Figure F-8. Percentage of Black, Latine, Asian, and Indigenous Residents per census tract in 2010, Urban Unincorporated Alameda County

Source: HCD AFFH Data Viewer (ESRI, 2010), 2023.



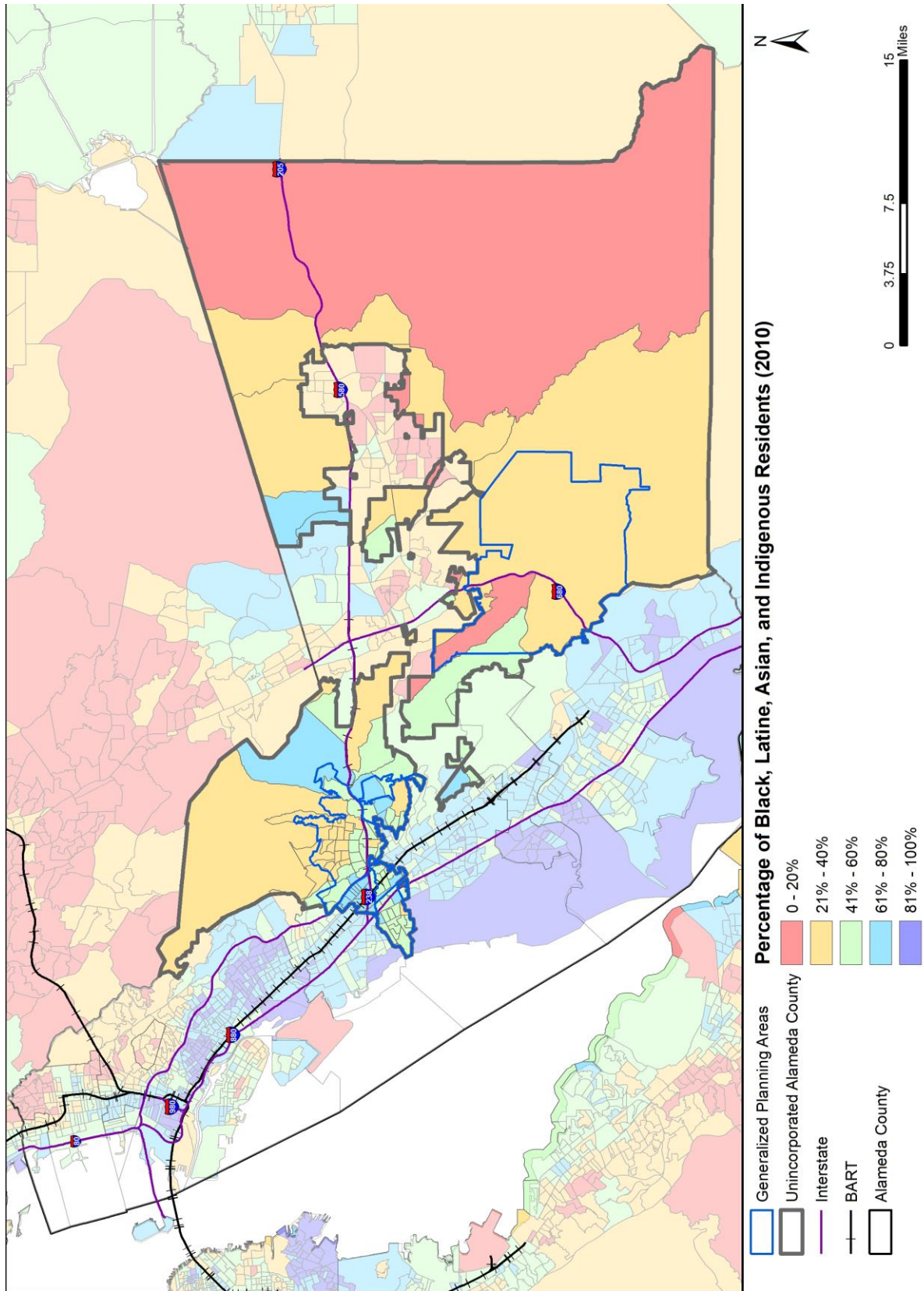


Figure F-9. Percentage of Black, Latine, Asian, and Indigenous Residents per census tract in 2010, Alameda County

Source: HCD AFFH Data Viewer (ESRI, 2010), 2023.

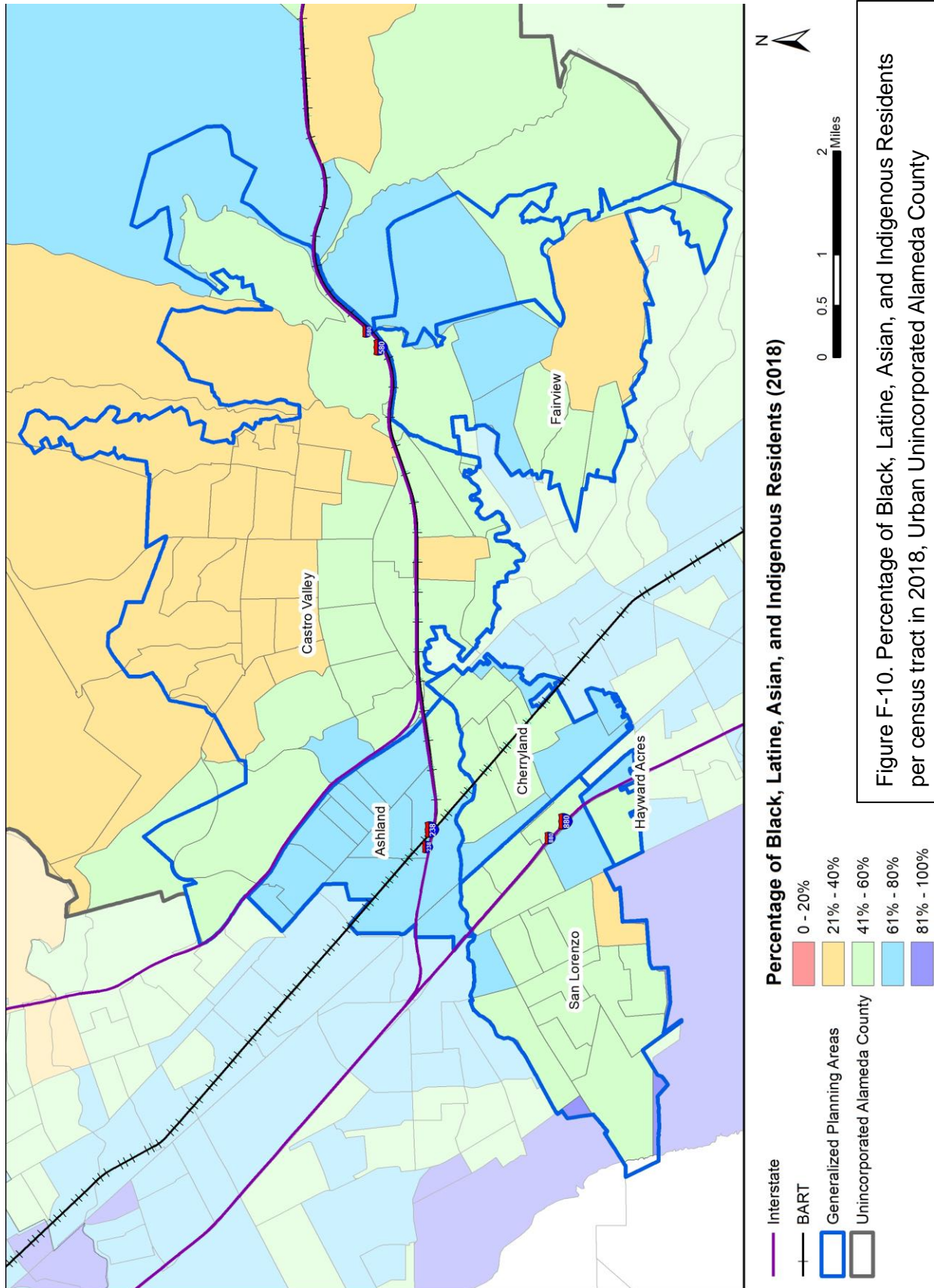


Figure F-10. Percentage of Black, Latine, Asian, and Indigenous Residents per census tract in 2018, Urban Unincorporated Alameda County

Source: HCD AFFH Data Viewer (ESRI, 2018), 2023.



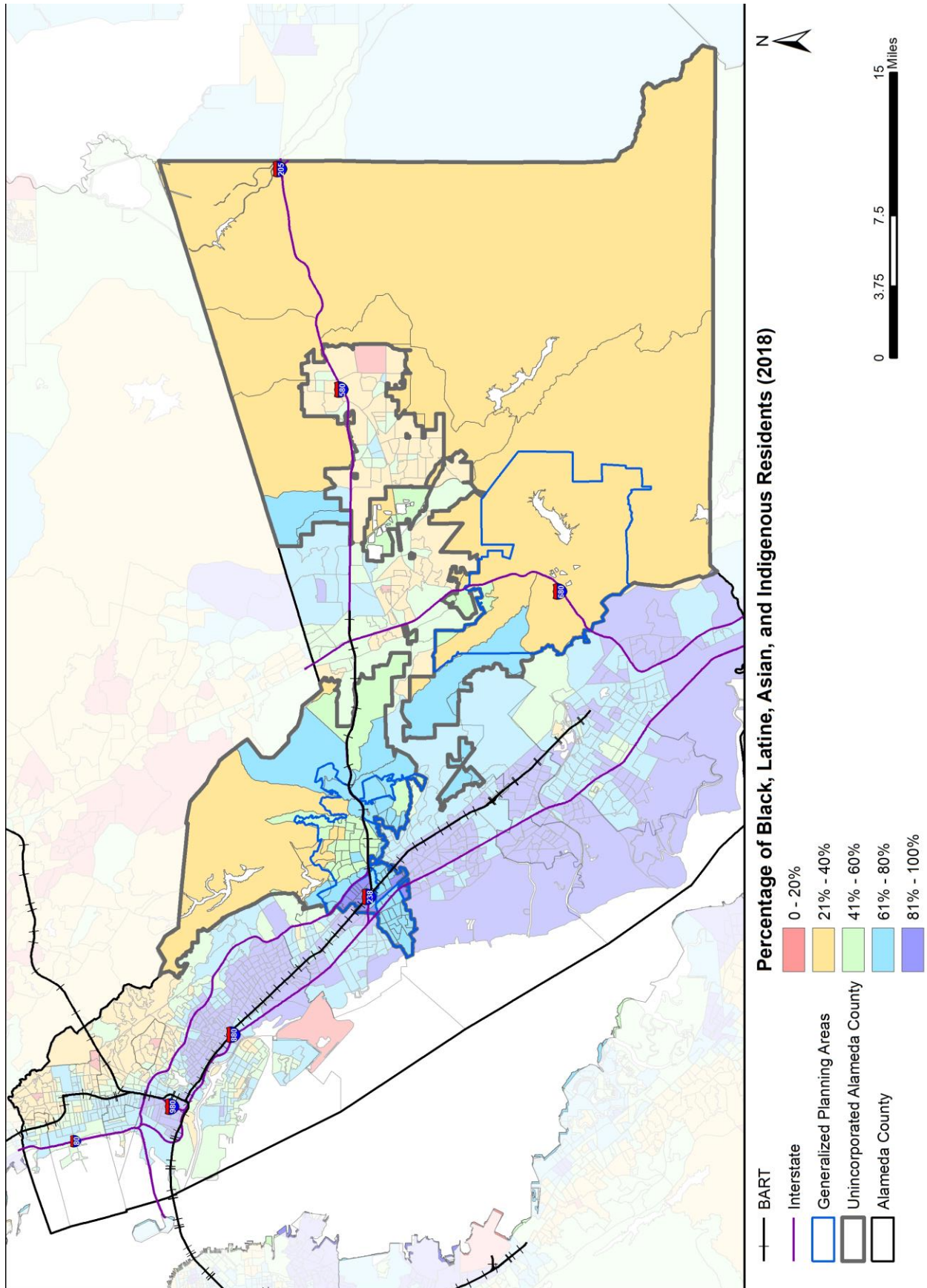
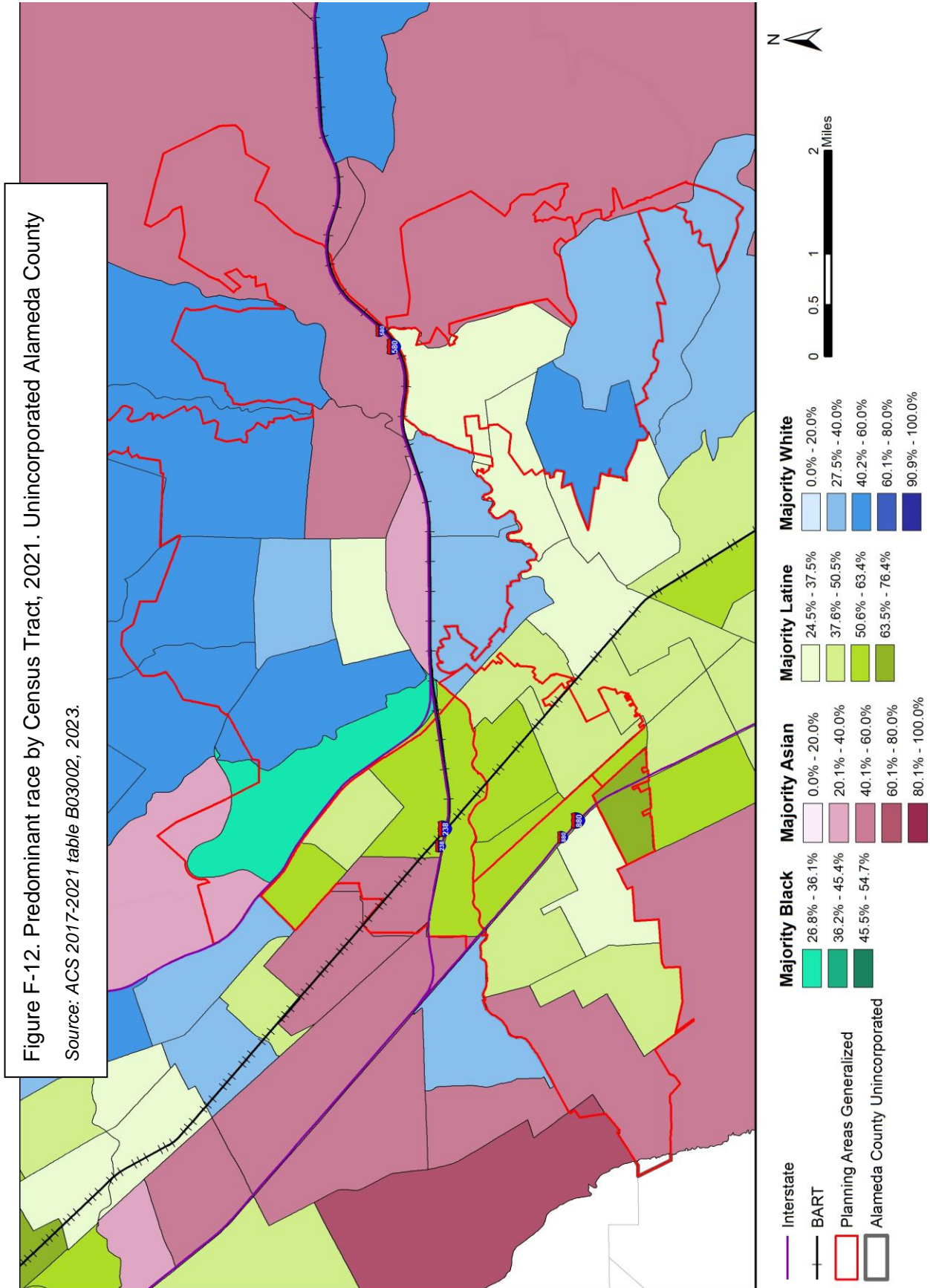
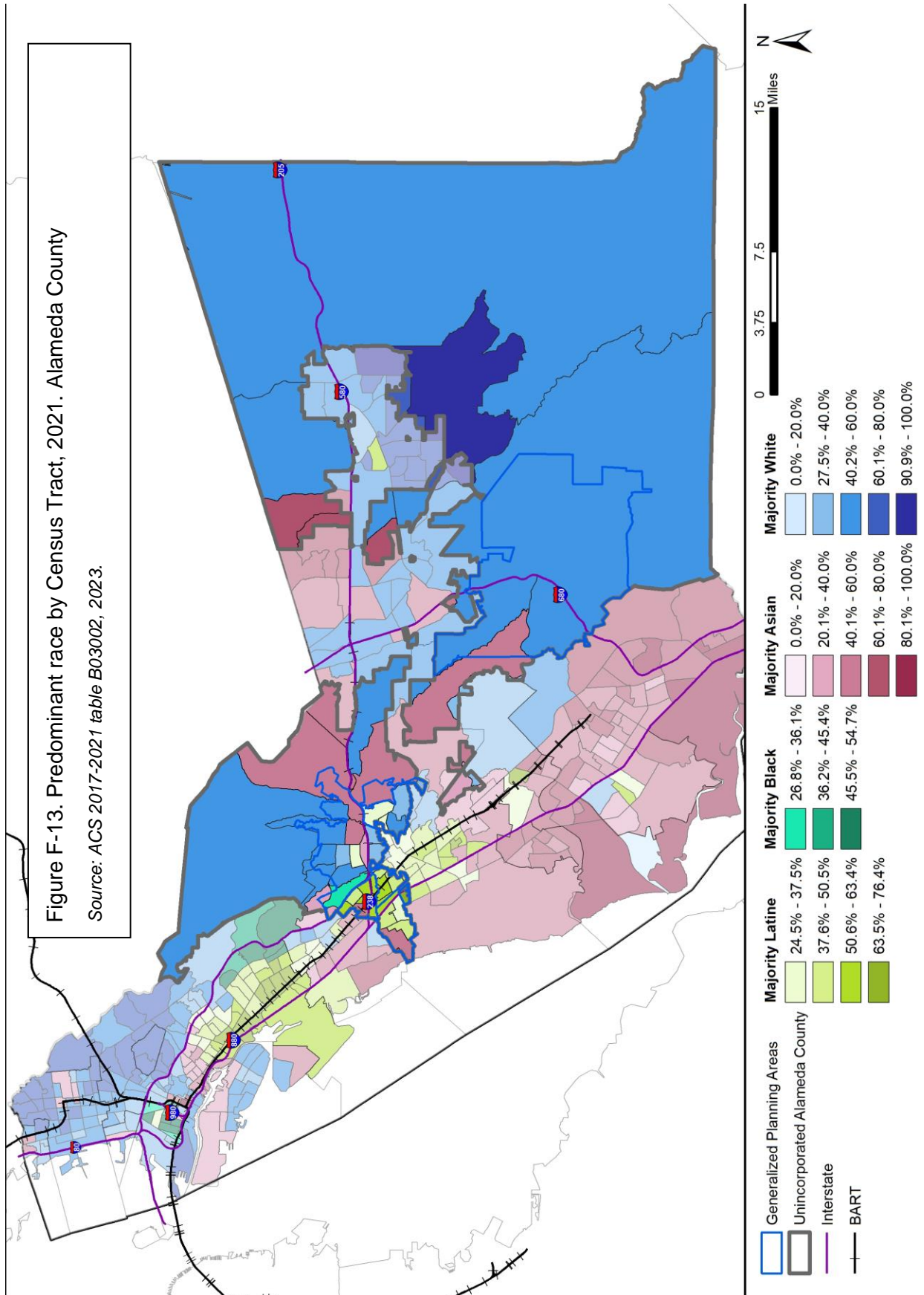


Figure F-11. Percentage of Black, Latine, Asian, and Indigenous Residents per census tract in 2018, Alameda County.  
Source: HCD AFFH Data Viewer (ESRI, 2018), 2023.







## Disability

The American Community Survey (ACS) attempts to capture six aspects of disability: hearing, vision, cognitive, ambulatory, self-care, and independent living). Figures F-14 and F-15 show the percentage of residents in each census tract that report having one or more disabilities as of 2015. Tracts vary slightly, generally between 5% and 15%, in the percentage of people living with one or more disabilities.

Looking at Table F-11, about 9.2% of people living in Alameda County have disabilities. Looking specifically at the census tracts comprising Unincorporated Alameda County, about 10.3% of people have disabilities. There are approximately 1.1% more people with disabilities in Urban Unincorporated Alameda County than the County overall.

There appears to be no specific pattern or area of concentration of people with disabilities in the county overall or in Urban Unincorporated. There is also no significant pattern to how the percentage of a census tract's population with a disability changed between 2014 and 2019, as shown in Table F-12. Most fell slightly in Unincorporated, but some, such as tract 4339 in Ashland or tract 4362 in Hayward Acres, rose.

**Table F-11. Comparison of Percentages of population with a Disability**

	(ACS, 2010-2014)			(ACS, 2015-2019)		
	Total Population	Population with a Disability	Percent of Population with a Disability	Total Population	Population with a Disability	Percent of Population with a Disability
Census tracts comprising Urban Unincorporated Alameda County	128,368	13,332	10.4%	132,297	13,578	10.3%
Alameda County	1,546,984	142,784	9.2%	1,647,749	151,368	9.2%

*Data pulled from Table S1810, "DISABILITY CHARACTERISTICS," as well as HCD's AFFH Data Viewer 1.0*

**Table F-12. Percentages of 2010-2014 and 2015-2019 Populations with a Disability**

		(ACS, 2010-2014)			(ACS, 2015-2019)		
Tract Number	Unincorporated Community	Total Population	Population with a Disability	% of Population with a Disability	Total Population	Population with a Disability	% of Population with a Disability
4337	Ashland	3,330	355	10.7	3,491	314	9
4338	Ashland	7,940	712	9	8,090	625	7.7
4339	Ashland	6,872	420	6.1	7,685	807	10.5
4340	Ashland	5,290	691	13.1	5,334	509	9.5
4355	Cherryland	3,306	427	12.9	3,951	573	14.5
4356.01	Cherryland	5,174	448	8.7	5,589	430	7.7
4356.02	Cherryland	5,485	733	13.4	5,362	661	12.3
4357	W. Cherryland and E. San Lorenzo	4,411	566	12.8	5,231	568	10.9
4358	San Lorenzo	5,224	673	12.9	5,543	607	11
4359	San Lorenzo	5,556	650	11.7	5,371	448	8.3
4360	San Lorenzo	4,479	566	12.6	5,063	523	10.3
4361	San Lorenzo	6,044	554	9.2	5,977	673	11.3
4302	Castro Valley	6,696	694	10.4	6,809	768	11.3
4303	Castro Valley	3,777	411	10.9	3,826	408	10.7
4304	Castro Valley	2,128	202	9.5	2,107	137	6.5
4305	Castro Valley	5,725	438	7.7	5,626	204	10.9
4306	Castro Valley	5,833	370	6.3	6,475	932	14.4
4308	Castro Valley	6,002	673	11.2	5,259	548	10.4
4309	Castro Valley	4,685	535	11.4	5,123	454	8.9
4310	Castro Valley	2,872	304	10.6	2,777	289	10.4
4311	Castro Valley	3,084	284	9.2	3,561	457	12.8
4312	Castro Valley	5,473	520	9.5	5,475	748	13.7
4364.01	Fairview	7,800	914	11.7	7,164	735	10.3
4364.02	Fairview	2,739	295	10.8	2,704	251	9.3
4352	Fairview	4,467	605	13.5	4,596	553	12
4362	Hayward Acres	3,976	292	7.3	4,108	356	8.7

Data pulled from HCD's AFFH Data Viewer 1.0 layers for ACS 2010-2014 and 2015-2019

*Care facilities*

<b>Table F-13. Adult Care Resources</b>		
<b>Communities</b>	<b>Residential Elder Care Facility</b>	<b>Adult Residential Facility</b>
Eden Area	10	18
Ashland	1	5
Cherryland	4	10
San Lorenzo	4	3
Hayward Acres	1	0
Castro Valley	21	7
Fairview	1	5
Livermore	1	1
Sunol	0	1
<b>Grand Total</b>	<b>33</b>	<b>32</b>
<i>Source: California Department of Social Services (2024)</i>		

Residential elder care facilities include assisted and independent living facilities for older adults. Adult residential facilities include supportive and assisted living facilities for adults with a variety of disabilities.

Elder care facilities are notably concentrated (64%) in Castro Valley; four tracts in Castro Valley have slightly higher concentration of residents with disabilities than much of the unincorporated areas. Adult residential facilities are more concentrated in Cherryland (31.3%) than any other part of the Eden Area, affirming

sentiments regularly shared by community members. As shown in Figure F-14, tracts in Cherryland have a slightly higher concentration of residents with disabilities than the rest of the Eden Area.

*Requests for Reasonable Accommodation*

Alameda County's existing process for requesting reasonable accommodations is under section C.2 Governmental Constraints under the header 'Reasonable accommodations.' The implementation of Program 4.L: Reasonable Accommodations will help facilitate the prompt and efficient resolution of reasonable accommodation requests and approvals

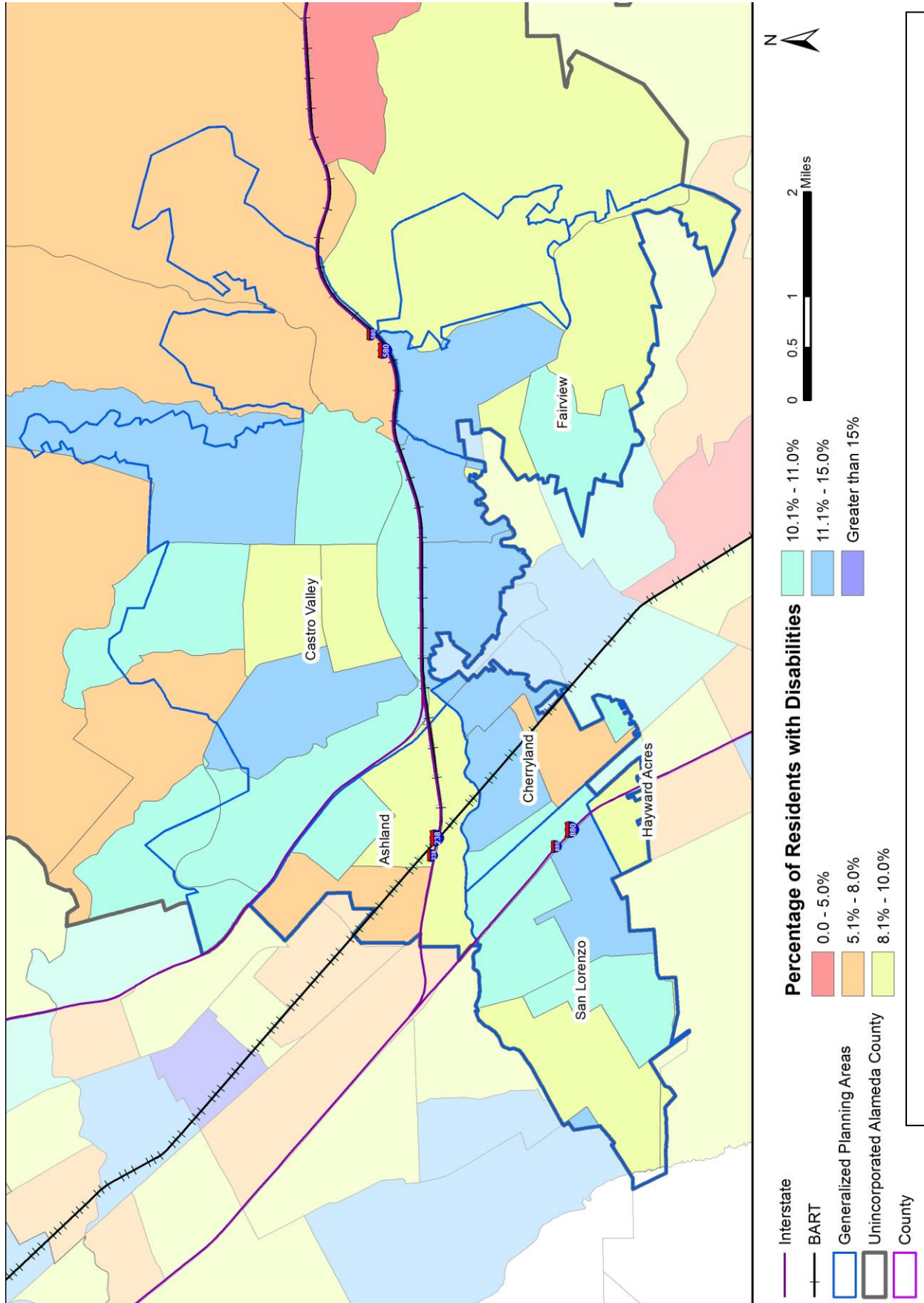
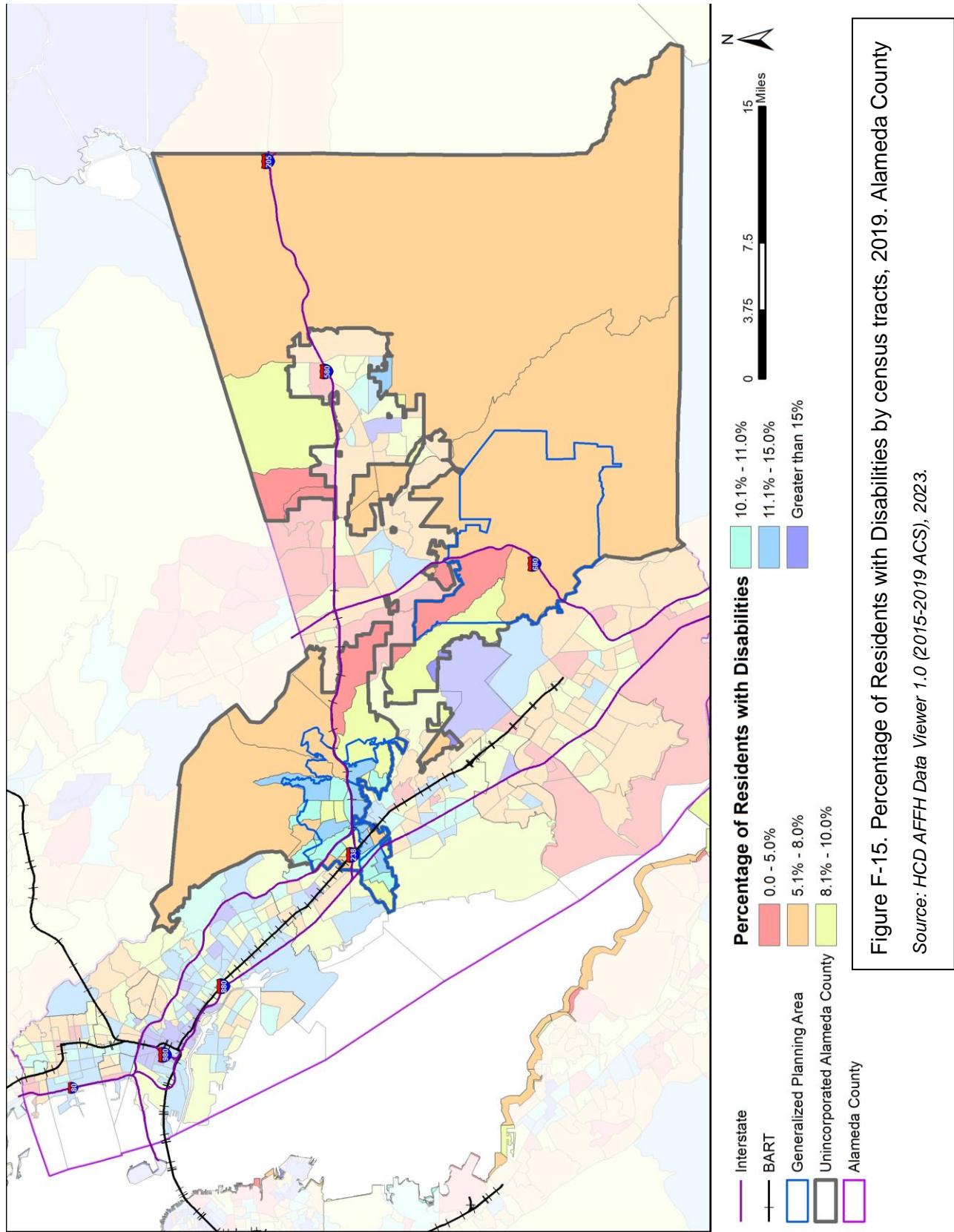


Figure F-14. Percentage of Residents with Disabilities by census tracts, 2019. Unincorporated Alameda County

Source: HCD AFFH Data Viewer 1.0 (2015-2019 ACS), 2023.





## Familial Status

Figures F-17 and F-18 show the percentage of the population living with a spouse with ACS 2015-2019 data. Northern Castro Valley has a higher percentage of adults living with a spouse (between 55.5% and 72.5%) than other parts of Urban Unincorporated; much of East County, southern Alameda County, and parts of the Berkeley hills have similar numbers of married adult households. More affluent portions of the County appear to have a great percentage of two-spouse households, such as Tri-Valley where most of Pleasanton and a large portion of Livermore have high percentages of two-spouse households.

However, the majority of the County from Berkeley to Union City has a significant number of households that are one spouse/parent only. It is difficult to draw conclusions from this data in terms of housing precarity or risk of displacement, but many of the areas that show concerning indicators such as higher levels of low income residents (Figures F-24 and F-26), overcrowding (Figure F-46), and housing precarity (Figures F-42 and F-44, among others) also have a lower number of two spouse households. West Oakland has the lowest percentage of two spouse holds (less than 21.2% of households, shown in purple), as does a cluster of census tracts in Berkeley likely reflecting the UC Berkeley student population.

Figures F-19 and F-20 show the number of children in female-headed households. This dataset follows a similar pattern to the percentage of the population living with a spouse; areas with a higher percentage of married households have the lowest percentage of children living in a female-headed household, shown in red. This includes most of East County, southern Alameda County, the Castro Valley hills, Piedmont, and the Oakland hills. There is not a significant discernable pattern or concentration of children living in female-headed households in the rest of the county.

The data showing percent of children in Married Couple households (Figures F-21 and F-22) shows similar pattern as the previous map of One-Spouse households. Major portions of Oakland and Hayward have census tracts with low percentage of households where children are living with a married couple. This contrasts with East County where most households with children are predominately Married Couple Households.

In the unincorporated areas, the percentage of two spouse/couple households with children, shown in Figure F-21. Northern Castro Valley and western San Lorenzo have the highest rates of children living in a married/coupled household, similar to East County, southern Alameda County, and parts of Oakland and Berkeley. In Ashland, Cherryland, Fariview, parts of San Lorenzo, and southern Castro, there are higher rates of kids living in single parent households. Ashland specifically has the highest rate of female-headed households with kids (Figure F-18).

The unincorporated communities have data patterns similar to their neighbors, and there are no unique concentrations of certain arrangements of households.

## *Preschools and Childcare*

There are currently 46 licensed childcare centers in unincorporated Alameda County, described in Table F-14. Notably, there are more located in Castro Valley (25) than in the Eden Area (17).

As shown in Figure F-18, tracts within Ashland, southern Castro Valley, and southern Cherryland have greater percentages of children in female-headed single parent families. Families in Ashland and Cherryland have lower access to larger childcare facilities than Castro Valley.

The state department of Social Services also publishes information on licensed home-based childcare facilities, shown in the bottom half of Table-F14. Because this data is presented by ZIP Code, it is unclear whether facilities are in the unincorporated areas or adjacent cities, though these are 73 additional facilities that families have access to. See Figure F-xx to see how community names, zipcodes, and mailing addresses overlap. Of the 73 licensed home-based childcare facilities, at least one third (27) are located in Castro Valley, and 16% are located in San Lorenzo.

<b>Table F-14. Childcare Facilities in Urban Unincorporated Alameda County</b>	
<b>Childcare Facilities</b>	
<b>Eden Area</b>	17
<b>Ashland</b>	4
<b>Cherryland</b>	5
<b>Hayward Acres</b>	1
<b>San Lorenzo</b>	7
<b>Castro Valley</b>	25
<b>Fairview</b>	3
<b>Sunol</b>	1
<b>Total</b>	<b>46</b>
<b>Home-based Childcare (8+ Children)</b>	
<b>94541 (Hayward Acres, Cherryland, Fairview, City of Hayward)</b>	28
<b>94546 (Castro Valley)</b>	25
<b>94552 (Castro Valley)</b>	2
<b>94578 (Ashland, Castro Valley, City of San Leandro)</b>	6
<b>94580 (San Lorenzo)</b>	12
<b>Total</b>	<b>73</b>
<i>Source: California Dept. of Social Services (2024)</i>	



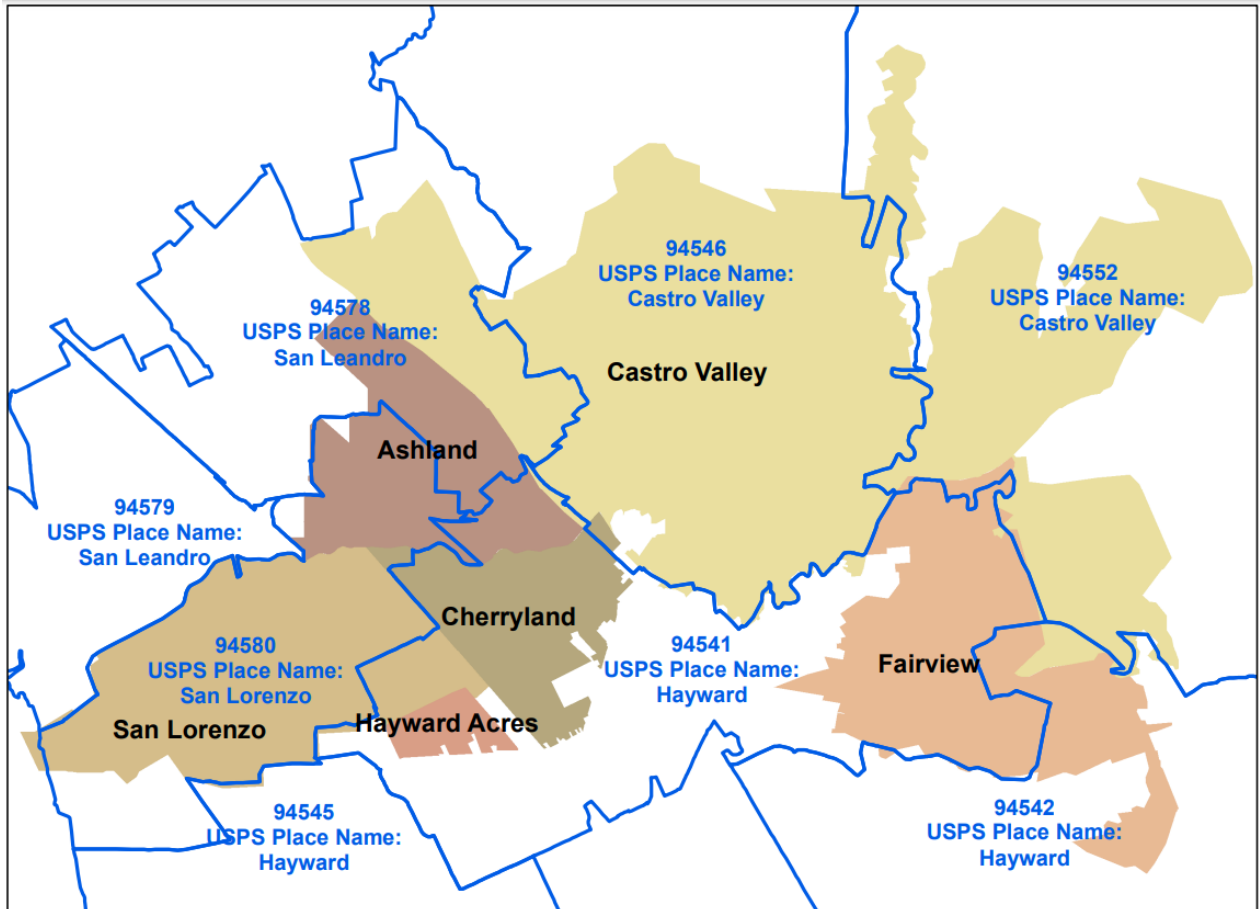


Figure F-16. Zip Code, Community, and Mailing Address City overlaps in urban unincorporated Alameda County. Alameda County Planning Dept.

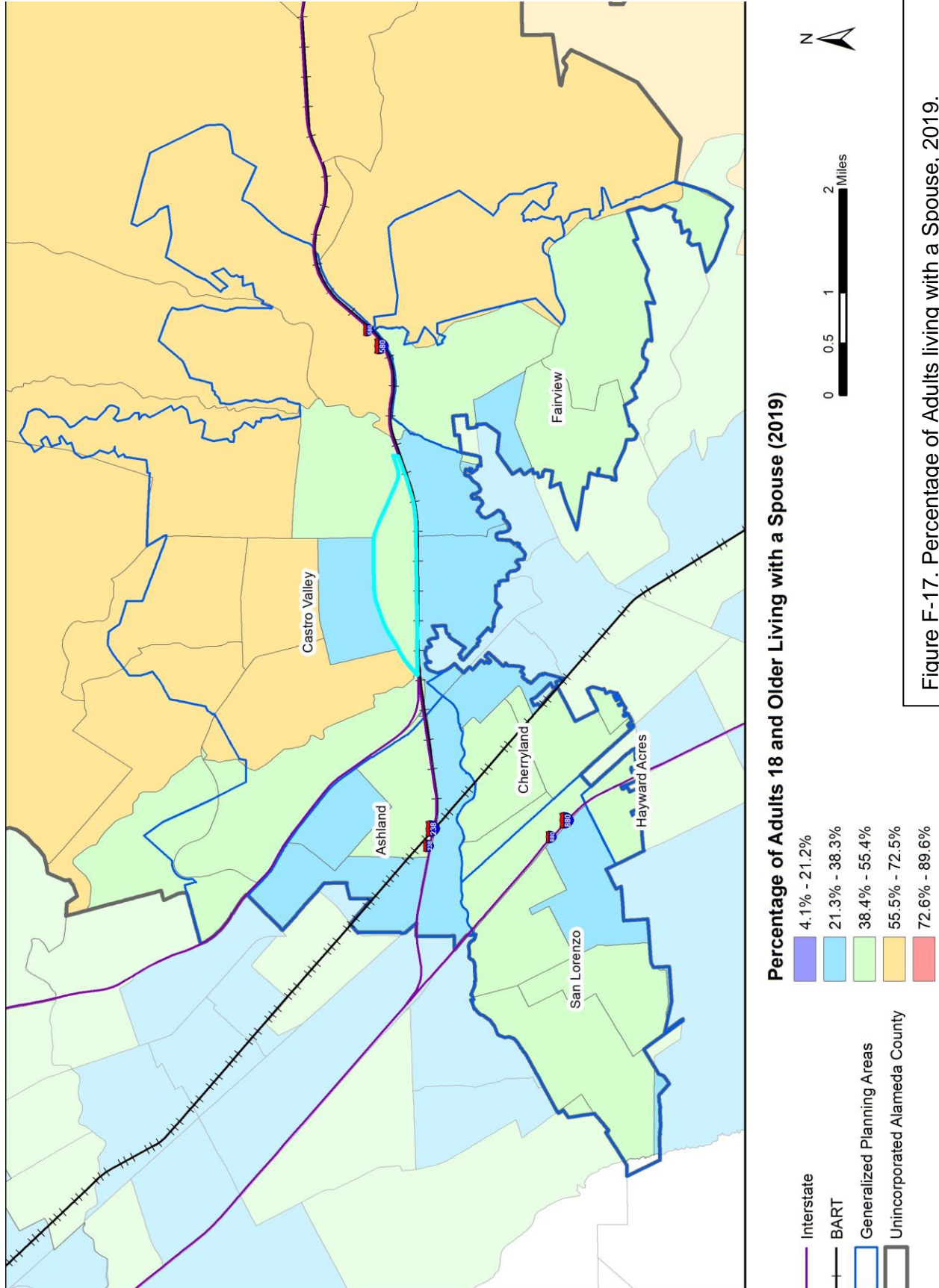
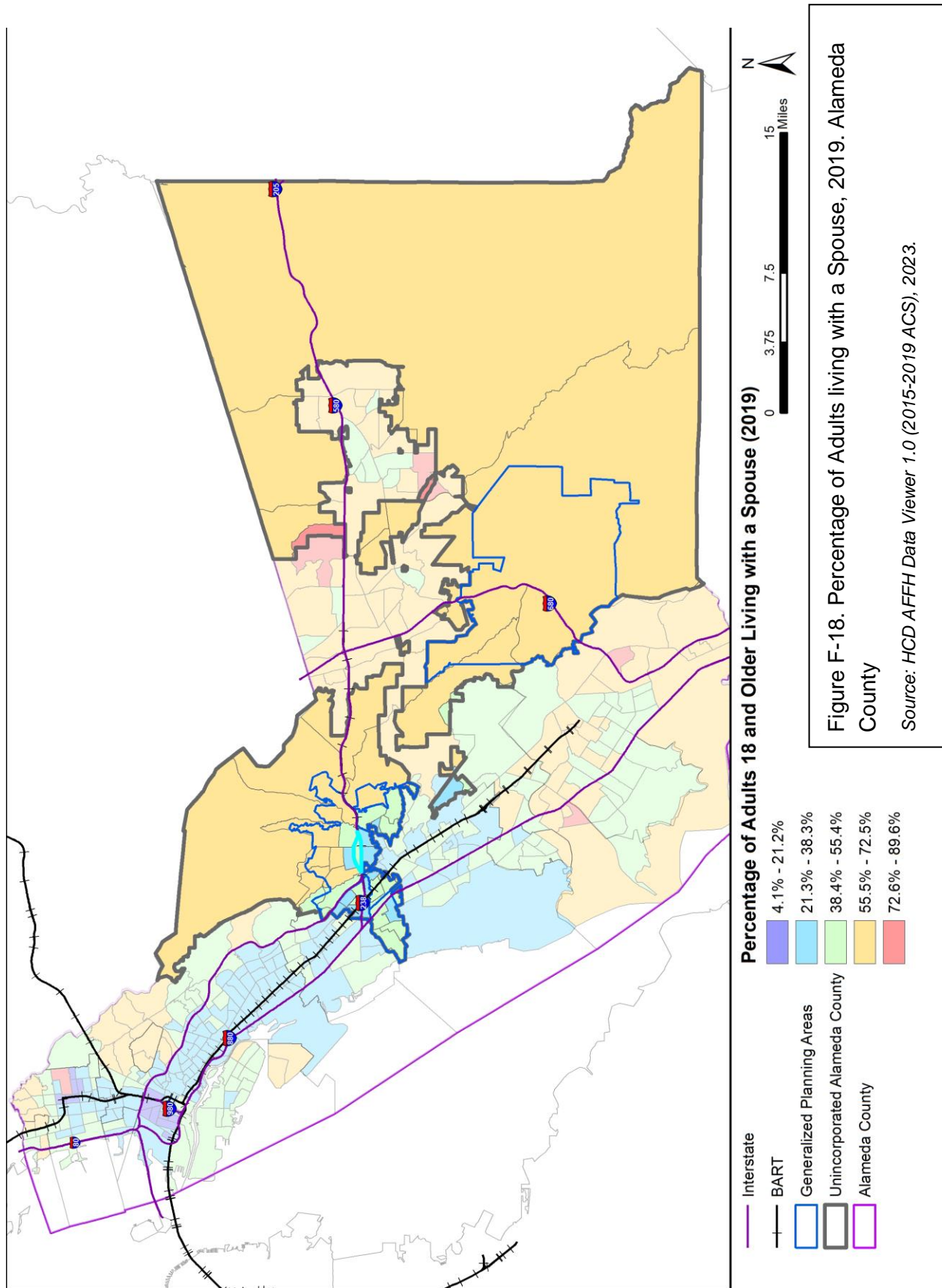
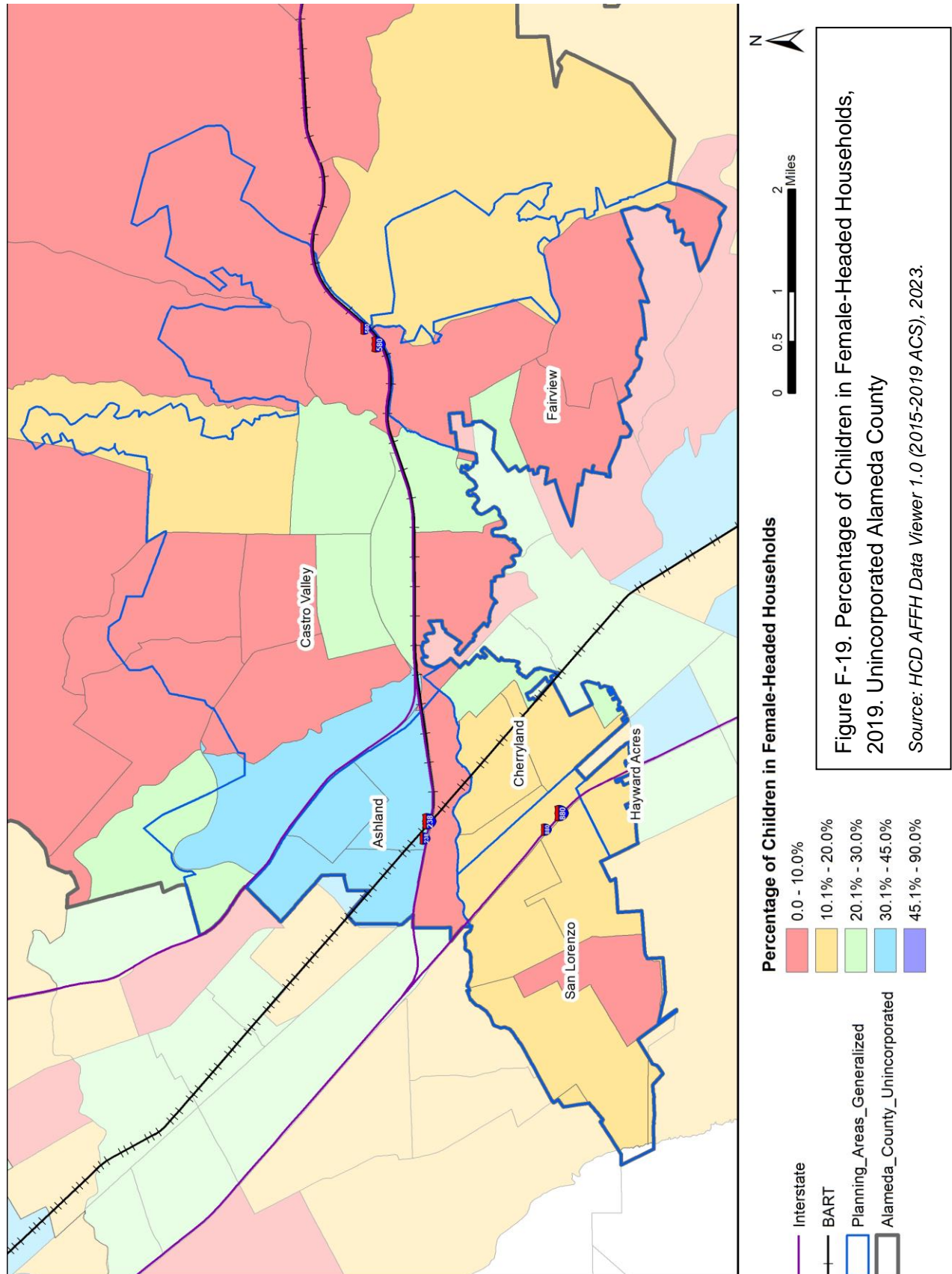


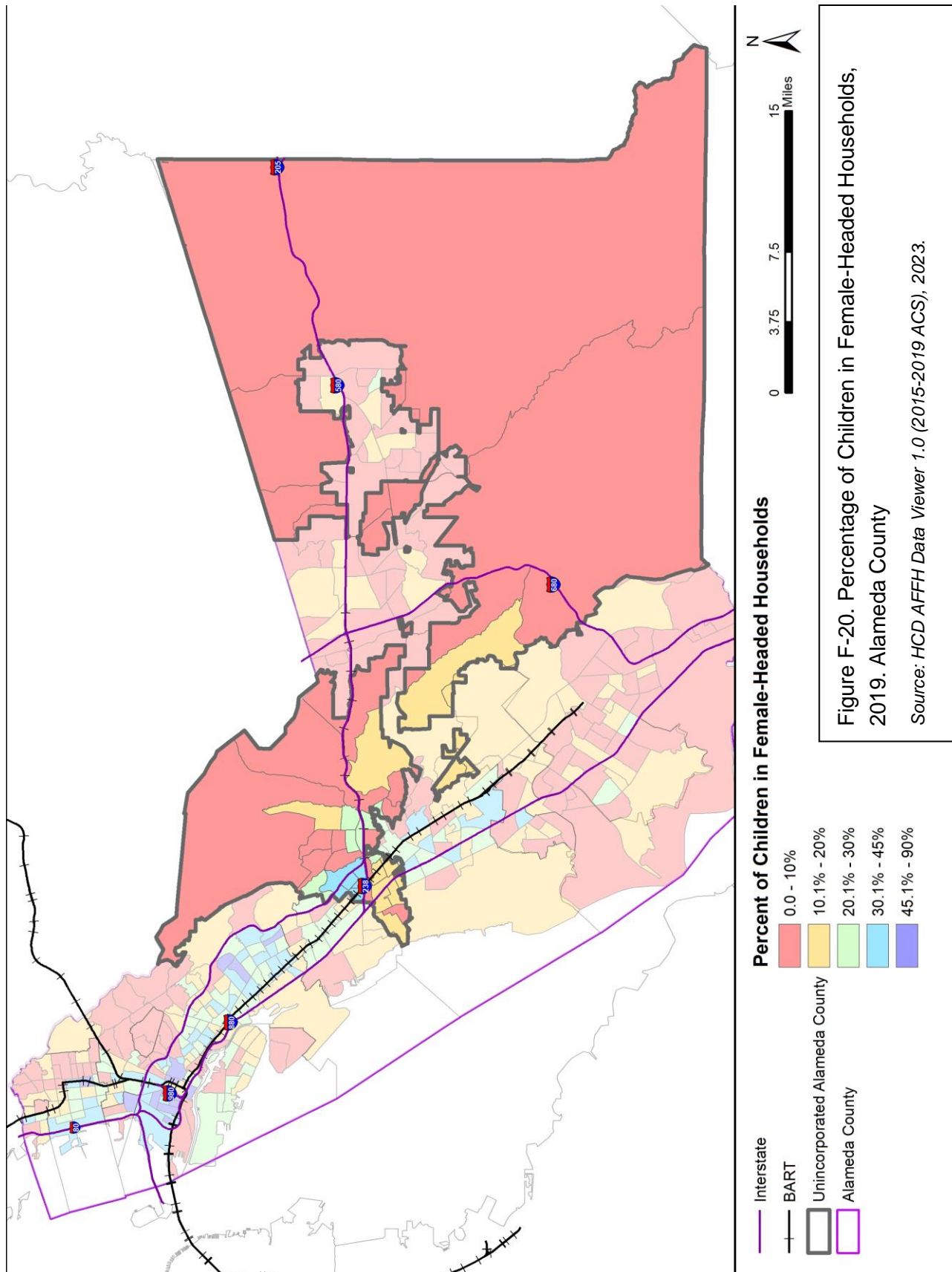
Figure F-17. Percentage of Adults living with a Spouse, 2019.  
Unincorporated Alameda County

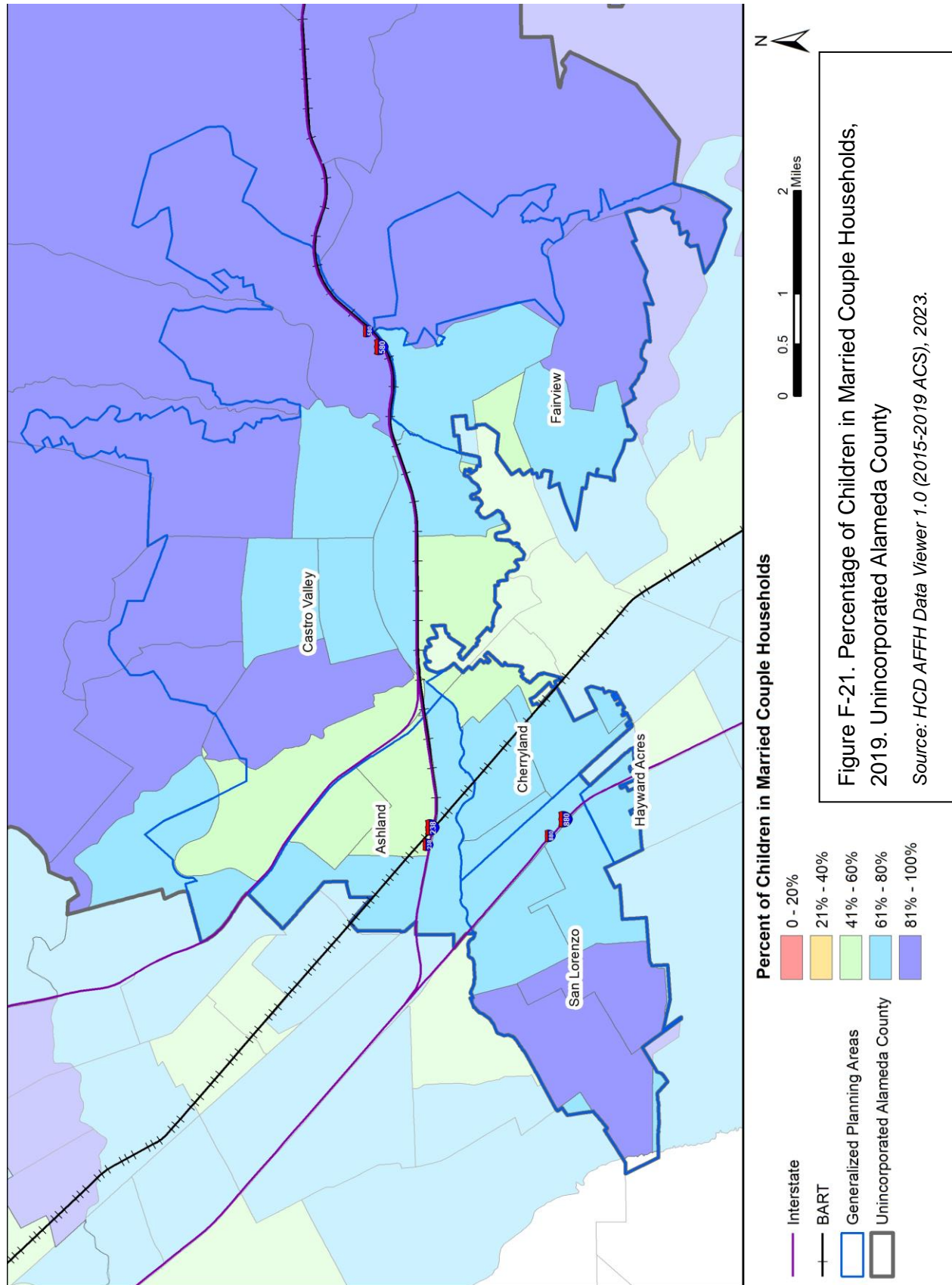
Source: HCD AFFH Data Viewer 1.0 (2015-2019 ACS), 2023.



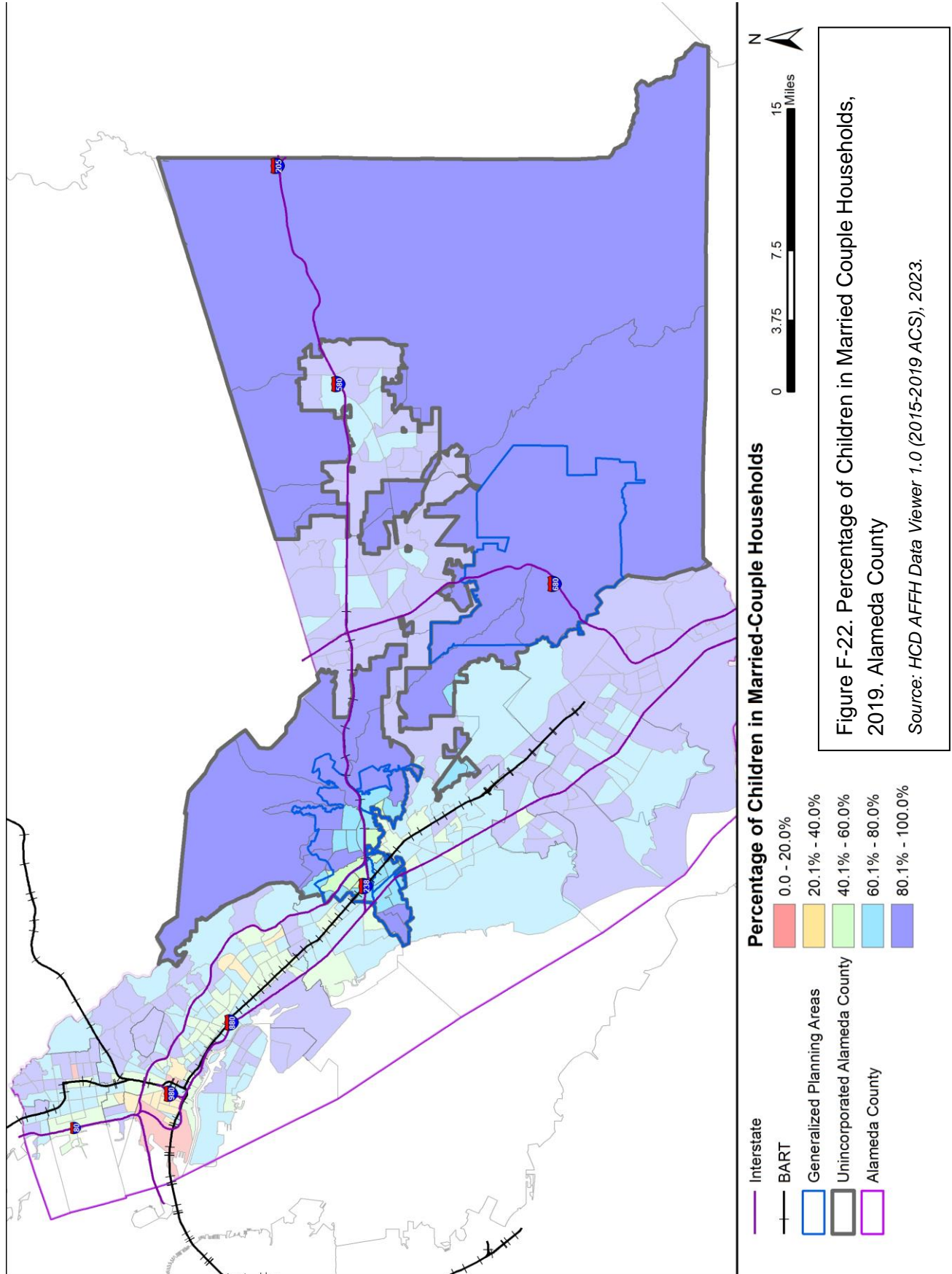












## Income

HUD's definition of a "very low-income family" is a family whose income does not exceed 50% of the median family income for the area; a "low-income family" is defined as a family whose income does not exceed 80% of the median family income for the area."<sup>4</sup>

The median income of the unincorporated urban area of Alameda County is quite diverse. As shown in Figure F-23, median household incomes in unincorporated areas range from \$50,000 to more than \$100,000.

The Castro Valley hills and San Lorenzo have the greatest median incomes, shown in the darkest red. The unincorporated area with the lowest household income is Ashland, specifically tract 4340; this area also has a higher percentage of households living under the poverty line, as discussed in the Neighborhood summary section. The rest of unincorporated Alameda County is mostly in the middle two tiers of income.

Figures F-25 and F-26 show the lower and moderate income areas in the unincorporated areas of Alameda County and Alameda County overall. HUD defines "a Lower and Moderate Income (LMI) area as a census tract or block group where over 51 percent of the population makes an income that is considered lower or moderate relative to the incomes made around it."<sup>5</sup> This is true in the Ashland and Cherryland Areas, where Castro Valley and San Lorenzo score better, see the map below.<sup>6</sup>

As compared to the rest of Alameda County, the Unincorporated Area has a similar mix of incomes. If one looks at the map below of the whole county one will see that throughout Alameda County there are areas of poverty and areas of wealth. Oakland for example has many areas of low median income but has high-income areas as well. The lower-income areas are where poverty is concentrated, which tend to be the areas that have fewer job opportunities (see Figure F-40).

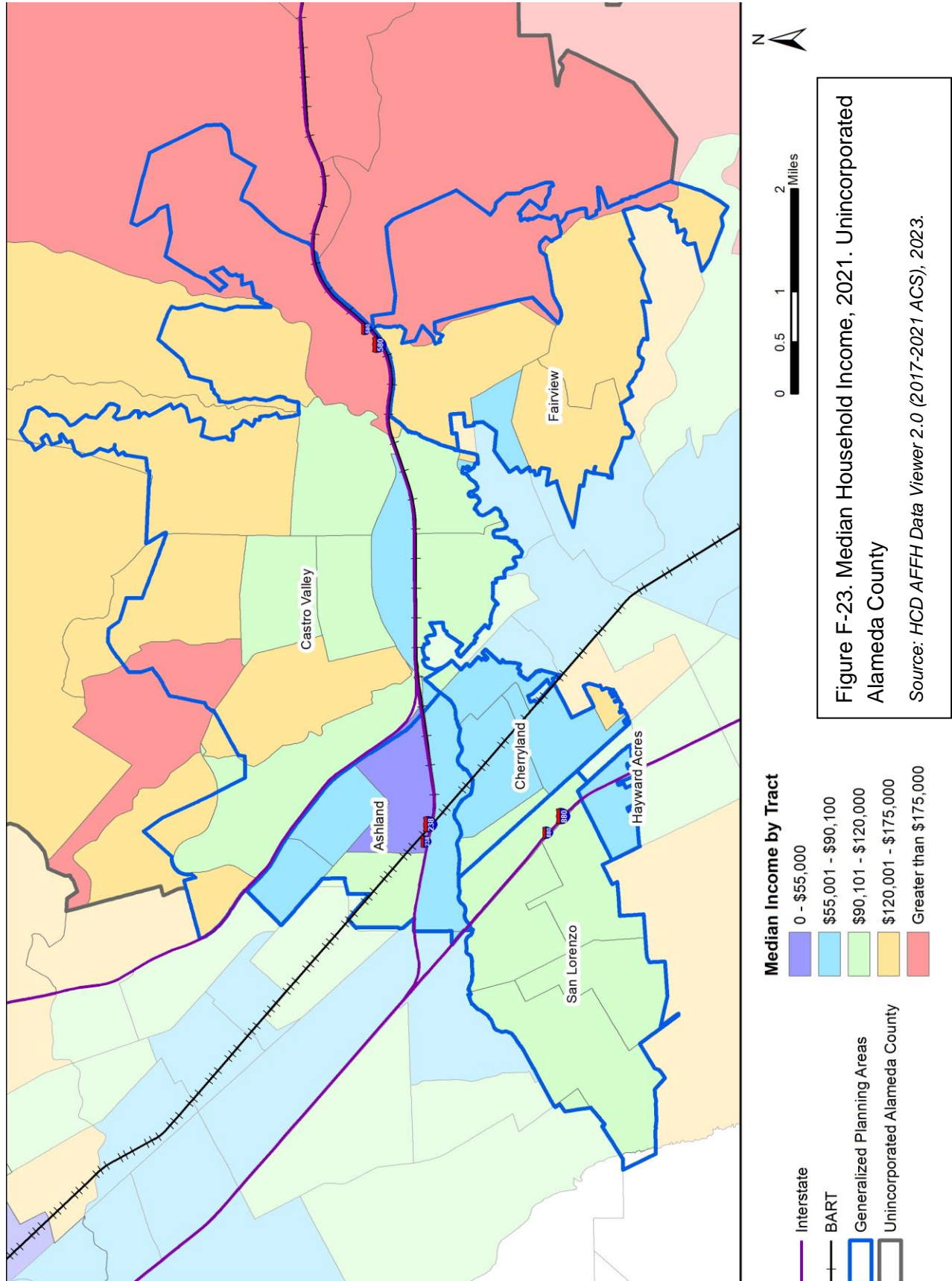
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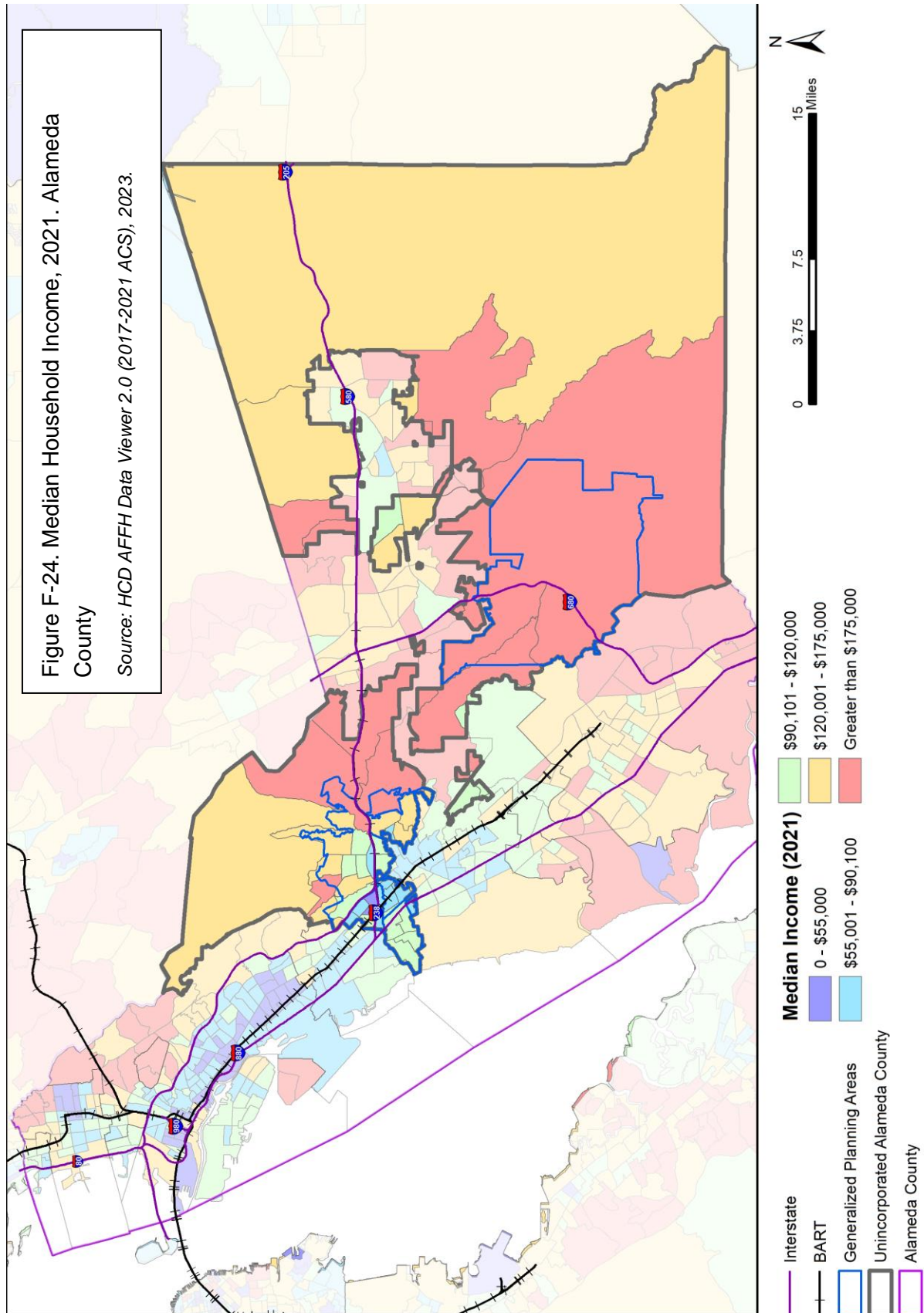
<sup>4</sup> "Definition of Poverty". HUD, 2023, [hud.gov](https://www.hud.gov)

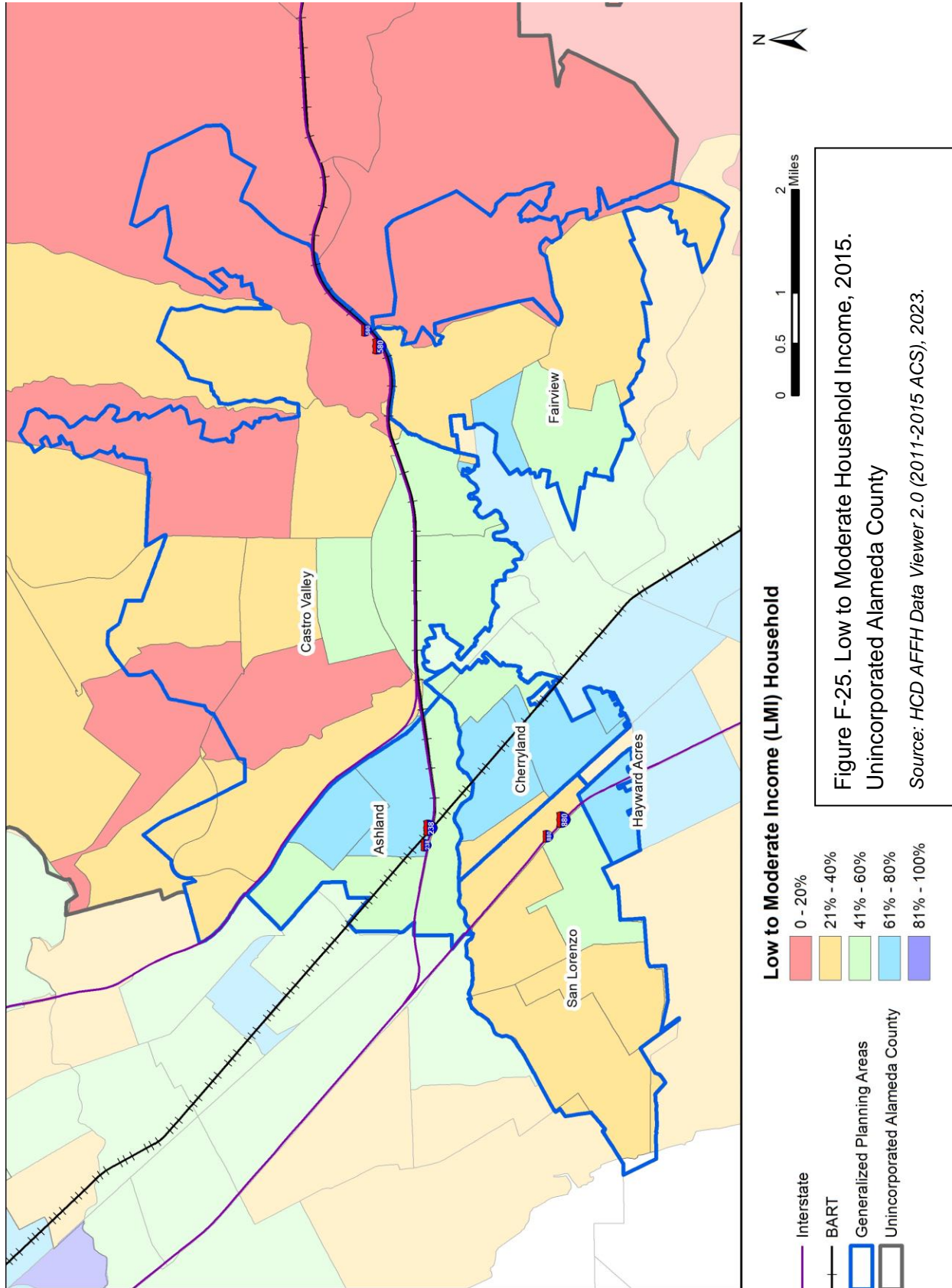
<sup>5</sup> "Definition of Lower and Moderate Income". HUD, 2023, [hud.gov](https://www.hud.gov)

<sup>6</sup> "Low to Moderate Income". AFFH Data and Mapping Home, Esri 2022, <https://www.arcgis.com/apps/webappviewer/index.html?id=4d43b384957d4366b09aeeae3c5a1f60>

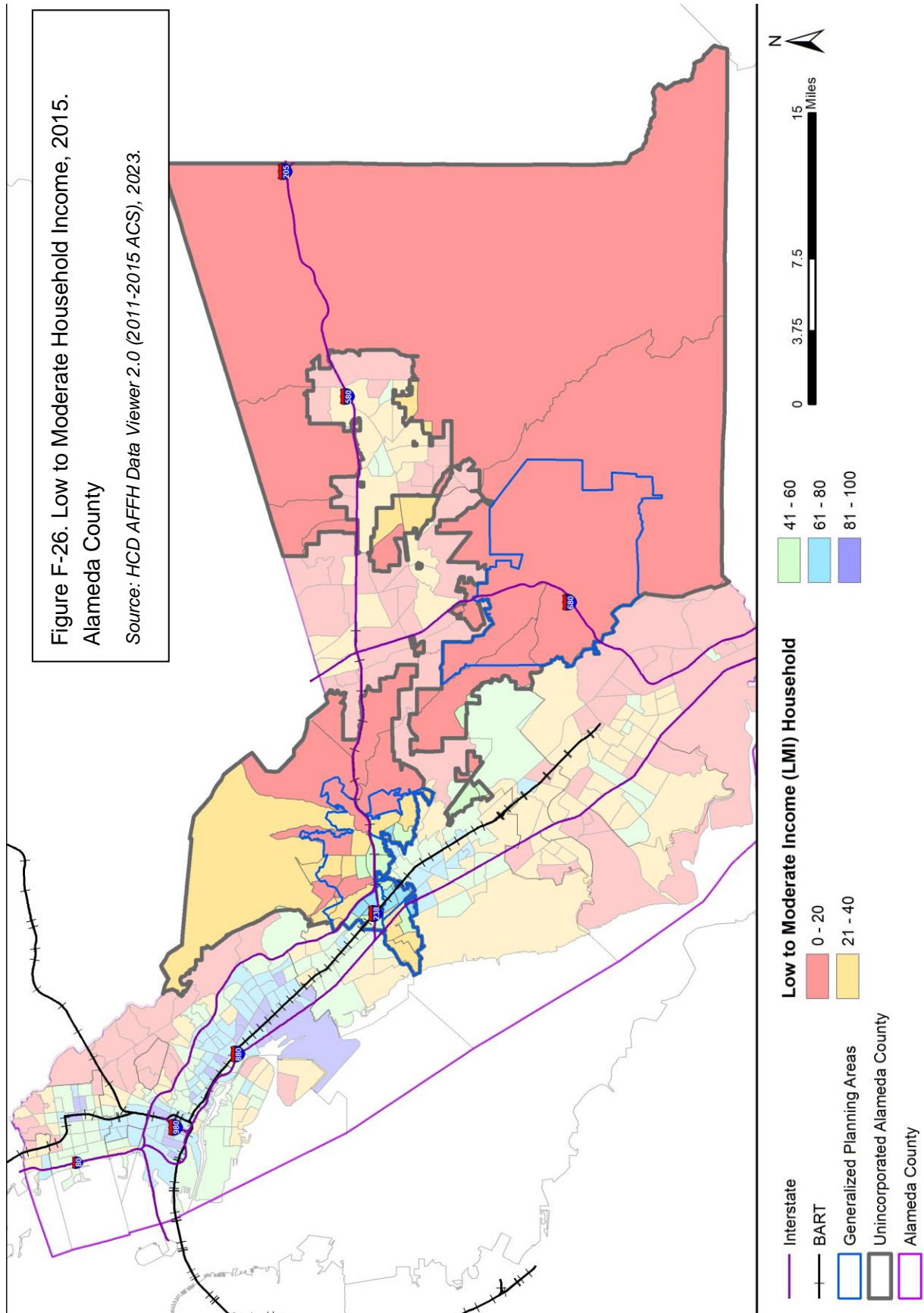












## The Housing Choice Voucher Program

The housing choice voucher program is the primary way the federal government assists very low-income families, the elderly, and those with disabilities to afford decent, safe, and sanitary housing in the private market. Voucher recipients choose their housing

Eligibility for a voucher is determined by the Housing Authority of Alameda County (HACA) based on the total annual gross income and family size. Generally, a household's income cannot be more than 50% of the median income for Alameda County, and by law HACA must provide 75% of its voucher to households with incomes below 30% AMI.

As of 2024, HACA manages over 7,000 vouchers and serves the following cities in addition to Unincorporated Alameda County: Albany, Dublin, Emeryville, Fremont, Hayward, Newark, Pleasanton, San Leandro, and Union City. As shown in Table F-15, 1,335 vouchers (19.1%) are currently in use in the census tracts included in the unincorporated areas. The numbers presented below also include vouchers in use in these census tracts but located outside of the unincorporated areas. As such, it is difficult to analyze concentrations in different communities.

However, of the jurisdictions served by HACA, Unincorporated Alameda County is 16.2% of the population served by HACA (ACS 5 year, 2022). Given that some number of the 1,335 vouchers referenced in Table F-15 are likely in the cities of Hayward, San Leandro, Pleasanton, or Dublin, it is likely that less than 19.1% of HACA's vouchers are in the unincorporated areas. Unincorporated Alameda County has a similar number of vouchers per capita as the other jurisdictions served by HACA, suggesting that there is not a concentration of vouchers in the unincorporated areas.

**Table F-15. Housing Choice Vouchers Utilized in Unincorporated Alameda County as of 7/31/2024**

US Postal Service City	Total
Castro Valley	235
Dublin	12
Hayward (includes Hayward Acres, Fairview, Cherryland, and western Ashland)	466
Pleasanton	97
San Leandro (includes western Castro Valley and Ashland)	413
San Lorenzo (includes southern Ashland)	112
<i>Total</i>	1,335
<i>Source: Housing Authority of Alameda County, August 1, 2024.</i>	

### **F.4.3 Racially or Ethnically Concentrated Areas of Poverty and Racially Concentrated Areas of Affluence**

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#### **Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs)**

Racially/Ethnically Concentrated Areas of Poverty (R/ECAPs) are defined as neighborhoods where residents are largely people of color and have lower incomes. Examples of contributing factors for R/ECAPs include lack of public and private investment in historically disenfranchised communities and a lack of representation for historically marginalized populations and neighborhoods in the planning processes. The U.S. Department of Housing and Urban Development (HUD) developed a census tract-based definition of R/ECAPs which includes a racial/ethnic concentration threshold and a poverty test. The threshold for racial/ethnic concentration is a non-white population of 50 percent or more. The poverty threshold is a poverty rate that exceeds 40 percent or is three or more times the average tract poverty rate for the metropolitan/micropolitan area, whichever is lower.

Based on HUD's definition, as of 2013 one R/ECAP has been identified within Unincorporated Alameda County: Census Tract 4356.01, located in Cherryland as shown in Figure F-27. As shown in Figure F-28, there is only one additional R/ECAP in central Alameda County, within the City of Hayward. Other R/ECAPs within the County are located in the City of Oakland, clustered primarily along International Boulevard and San Pablo Avenue, and in the City of Berkeley, south and west of the University of California campus. There are no R/ECAPs in the eastern portion of Alameda County either within the cities or in the unincorporated area. Bay Area-wide, the greatest concentrations of R/ECAPs include a cluster near downtown San Jose and in San Francisco's Bayview Hunters Point, McLaren Park, and Tenderloin neighborhoods. The few R/ECAPs scattered throughout the remainder of the Bay Area include Marin City in Marin County, a single census tract within the City of Concord in Contra Costa County, and a single census tract each in the Cities of Vallejo and Fairfield in Solano County.

Like census tracts throughout Ashland, Cherryland, Hayward Acres, San Lorenzo and a portion of Fairview, Tract 4356.01 is categorized as low resource by the California Tax Credit Allocation Committee (TCAC) opportunity scoring method described in Section F.4.4 of this appendix. Subsequent sections of this appendix provide a detailed analysis of demographic and economic data that allow for comparison of the R/ECAP to other census tracts in the Unincorporated Area. However, no census tract in the unincorporated areas is considered an area of high segregation and poverty.

According to the 2021 HCD AFFH Viewer, 85.6 percent of the population of Tract 4356.01 is non-white and 49.7 percent is Latine. Only one other census tract in Cherryland, all five census tracts in Ashland, and the Hayward Acres census tract have a higher percentage of non-white population. Two other census tracts in Cherryland, three census tracts in Ashland, and the Hayward Acres census tract have a higher percentage of Latine population. All census tracts in San Lorenzo, Castro Valley, and the Unincorporated East County have lower percentages of non-white and Latine population.

The R/ECAP's median income of \$71,103 is the lowest among all Cherryland census tracts. Only two census tracts in Ashland and the Hayward Acres census tract have lower median incomes.

All census tracts in San Lorenzo, Castro Valley, and the Unincorporated East County have higher median incomes. Like one other census tract in Cherryland, three of the five census tracts in Ashland, and the Hayward Acres tract, the R/ECAP has a displacement risk of “Low-income Susceptible to Displacement” according to Urban Displacement Project data.

As described in Section F.6. of this appendix, the entire Cherryland community, including the R/ECAP, was once part of the William Meek estate, which was gradually subdivided and sold beginning in the early twentieth century. Initially, small agricultural uses were continued on the properties, but from the 1920s through the 1940s, the number of farms and orchards declined as the population of the area grew. The County’s first general plan, adopted in 1957, designated the R/ECAP “Suburban” which allowed three residential units per acre. Through the 1960’s, the conversion of agricultural land to housing accelerated dramatically. By the early 1980’s the northern portion of the R/ECAP was designated “Medium Density Residential” (10-22 units per acre) and the southern portion was designated “High and Medium Density Residential” (14-43 units per acre). Both designations allowed a higher density than what was allowed in the remainder of Cherryland. As one of the few areas in the Unincorporated County where higher density multi-family housing was allowed, the R/ECAP became one of the few options for rental housing for those who could not afford to purchase property, resulting in a concentration of low-income households of color in the area. In Appendix B, the sites inventory methodology discusses how proposed rezonings and the Housing Element Overlay Combining District will enable higher densities of housing in areas outside of the R/ECAP and Cherryland generally. In addition to providing more housing, higher densities will enable people of different socioeconomic classes to live in more neighborhoods.

### **County Initiatives & Capital Improvement Projects to Increase Equity in the R/ECAP and Surrounding Communities**

Over the past 20 years, the County has implemented several initiatives and projects intended to increase equity and improve residents’ quality of life not only in the R/ECAP, but also in the remainder of Cherryland and the neighboring community of Ashland which, as noted above, have demographics that are similar to the R/ECAP’s.

The County Community Development Agency’s Economic and Civic Development Department implements several programs focused on providing residents of Ashland and Cherryland with access to economic opportunity. These programs include a Food Entrepreneurship Training Academy, various workshops on starting a small business, and one-on-one advising for small business start-ups.

Active in two phases from 2004 through 2019 and spearheaded by Alameda County Supervisor Nate Miley, the Eden Area Livability Initiative (EALI) facilitated partnerships between the community, the County, and the broader public sector organizations to identify and carry out projects to improve the community.

The Ashland and Cherryland Community Health and Wellness Element was adopted in 2015 as an optional element of the Alameda County General Plan to address gaps in the county’s existing public health policies with special consideration for the needs of residents in Ashland and Cherryland.



In compliance with SB 1000 (2016), the Environmental Justice Element, expected to be adopted by the Board of Supervisors in June of 2024, builds upon goals, policies, and actions outlined in the existing Community Health and Wellness Element along with additional topics identified through community engagement processes. The R/ECAP is one of the 16 census tracts included in the Priority Communities that are the focus of the Environmental Justice Element.

Established in 2005, the Ashland Cherryland Healthy Communities Collaborative (ACHCC) includes over 30 local agencies and community-based organizations that provide services in Ashland, Cherryland, and neighboring urban unincorporated communities to improve community health and wellness through interdepartmental and interdisciplinary efforts. Outreach to the ACHCC was included in the community engagement process for the Environmental Justice Element and the Housing Element update.

My Eden Voice! (MEV) was established in 2018 by County Supervisor Nate Miley's office and is now an independent organization that advocates for policies that benefit the historically disadvantaged communities in the unincorporated areas of Alameda County. MEV was included in the community engagement process for the Environmental Justice Element and the Housing Element update.

REACH Youth Center, located on East 14<sup>th</sup> Street, opened in 2013 to local youth as a center for learning, empowerment, and healthy living. The facility includes a community clinic, library, day care, fitness center, and café.

The Cherryland Fire Station #23, completed in 2017, is a state-of-the-art facility serving the entire Cherryland community, including the R/ECAP.

Constructed by Alameda County and operated by the Hayward Area Recreation and Parks District, the Cherryland Community Center, which opened in 2020, contains multi-use and community rooms, a Pre-K activity room, an Alameda County Library Annex, a catering kitchen, and a reception room.

Hayward Unified School District completed construction of a new campus for Cherryland Elementary School in 2019. While the school is within the City of Hayward, it is located at the edge of the R/ECAP and serves approximately 900 kindergarten through 6<sup>th</sup> grade students living both within the city and in the adjacent Unincorporated Area, including the R/ECAP.

Various Capital Improvement Projects (CIPs) have been completed or are underway in R/ECAPs. The Alameda County Public Works Agency completed the East 14<sup>th</sup> Corridor Improvement project in 2022 to improve safety and access for all users, strengthen community identity and revitalize the corridor. The Project extends from 162nd Avenue to Interstate 238 in the Ashland community of Unincorporated Alameda County. As part of the project, the streetscape along E 14<sup>th</sup> Street was improved to include features such as new sidewalks, bike lanes, intersection bulb-outs, raised curb medians, pavement resurfacing, pedestrian scale streetlights, street trees, stormwater treatment system, utility undergrounding, bus boarding island, decorative street furnishings, bike racks and public art by local artists.

In Cherryland, the Mission Boulevard Corridor Improvement Project located from 1-238 to the Hayward City limit at Rose Street with an emphasis on beautifying and revitalizing the corridor is under construction. When the project is completed, residents, community members and

businesses will enjoy safety features and enhanced opportunities for walking, biking, and riding public transit, as well as an improved driving experience. The project includes various features such as new sidewalks, enhanced crosswalks, new bikeways, intersection bulb-outs, pavement resurfacing, pedestrian scape lighting, street trees, utility undergrounding, fiber optic conduit bus boarding islands, decorative street furnishings and public art elements.

The Meekland Avenue Corridor Project extends from E. Lewelling Blvd to Blossom Way the Cherryland community. It is currently in the design phase and began in 2023 and anticipated to be completed in the Fall of 2024. It includes the construction of sidewalk and bike lanes along Meekland Avenue along with high visibility crosswalks and bulb-outs. The project will also replace the existing bridge over San Lorenzo Creek in order to accommodate the above pedestrian and bike facilities. When completed, students from Colonial Acres Elementary School and residents within the Cherryland community will enjoy a safe and accessible roadway.

### **Racially Concentrated Areas of Affluence (RCAAs)**

In contrast to R/ECAPs, Racially Concentrated Areas of Affluence (RCAAs) are neighborhoods where the population is disproportionately white and affluent. To identify RCAAs, State HCD developed a metric that calculated a Location Quotient (LQ) by comparing the percentage of total white population (White Alone, Not Hispanic or Latino) for each census tract to the average percentage of total white population for all census tracts in a given Council of Governments (COG) region. Census tracts with a LQ of more than 1.25 and a median income 1.5 times higher than the COG Area Median Income (AMI) are considered RCAAs.

Shown in Figure F-28, all RCAAs located in the unincorporated areas of Alameda County are in the hills north of Castro Valley and in the East County. Much of the RCAA north of the Castro Valley urban area is parkland owned by East Bay Regional Park District (EBRPD) or watershed land owned by East Bay Municipal Utilities District (EBMUD). The upper portions of Cull and Crow Canyons are agricultural land used primarily for cattle grazing. The majority of the privately owned agricultural land in this area is under a Williamson Act contract which requires that the land stay in agricultural use for at least the next ten years. Zoning in the area requires a minimum parcel size of one hundred acres.

There are a few single-family neighborhoods identified as RCAAs located between the denser Castro Valley urban area and the agricultural and open space land to the north. The predominate general plan designation in these neighborhoods is "Hillside Residential" which limits development to four to eight residential units per acre due to the steep slopes in the area that make denser development more difficult due to the risk of landslides and flooding. In addition, the northern portions of these single-family neighborhoods, as well as the agricultural and open space land to the north, are in the state designated "Very High" or "High" Fire Hazard Severity Zones.

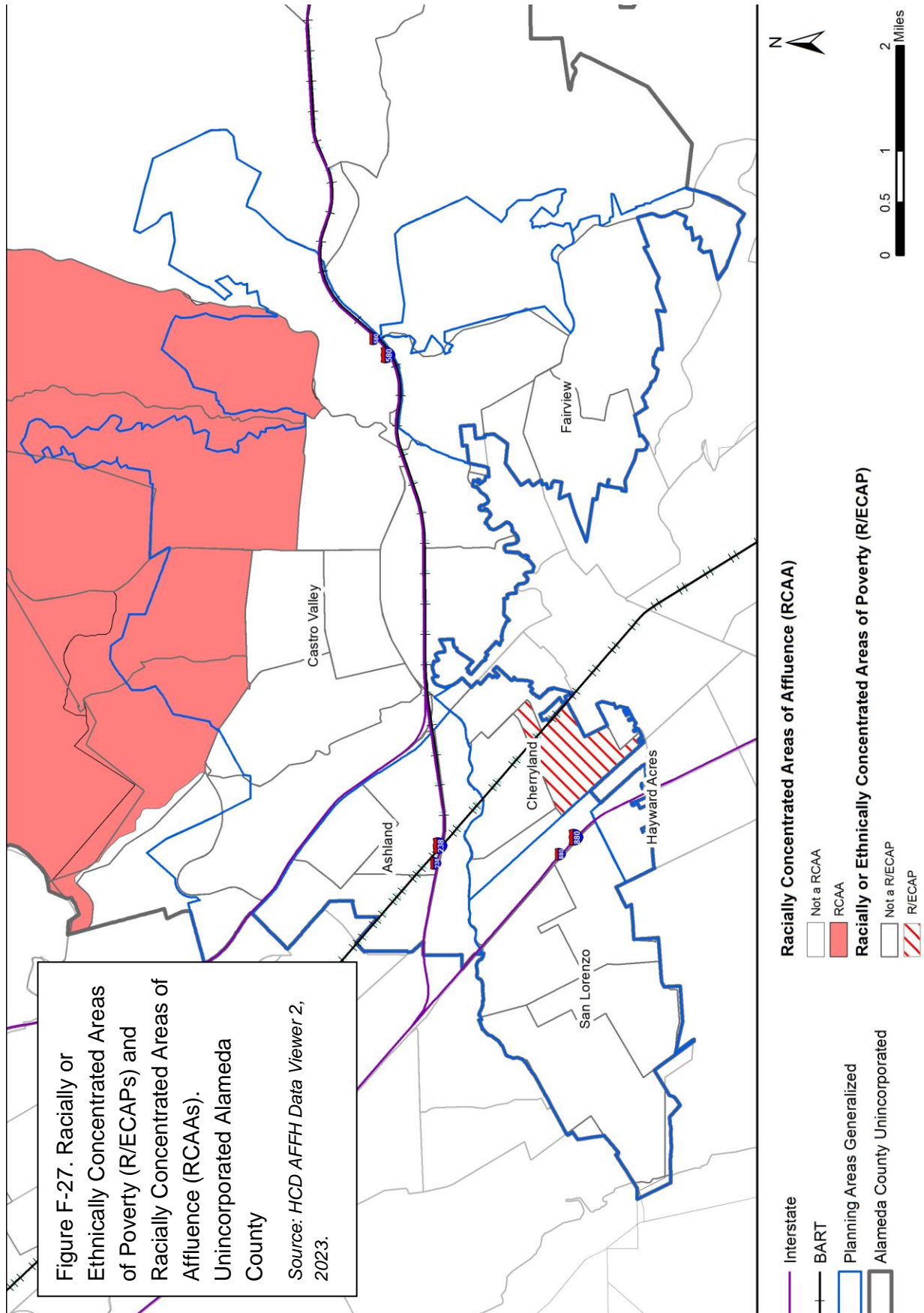
In the East County, unincorporated areas to the north, east, and south of the City of Livermore, and to the south of the City of Pleasanton are identified as a RCAA. As in the Castro Valley area, the East County RCAA is a mix of publicly owned open space and privately owned agricultural land. The privately owned land is predominately owner-occupied and some of the land has been handed down through many generations. Cattle ranching is the primary agricultural use in most

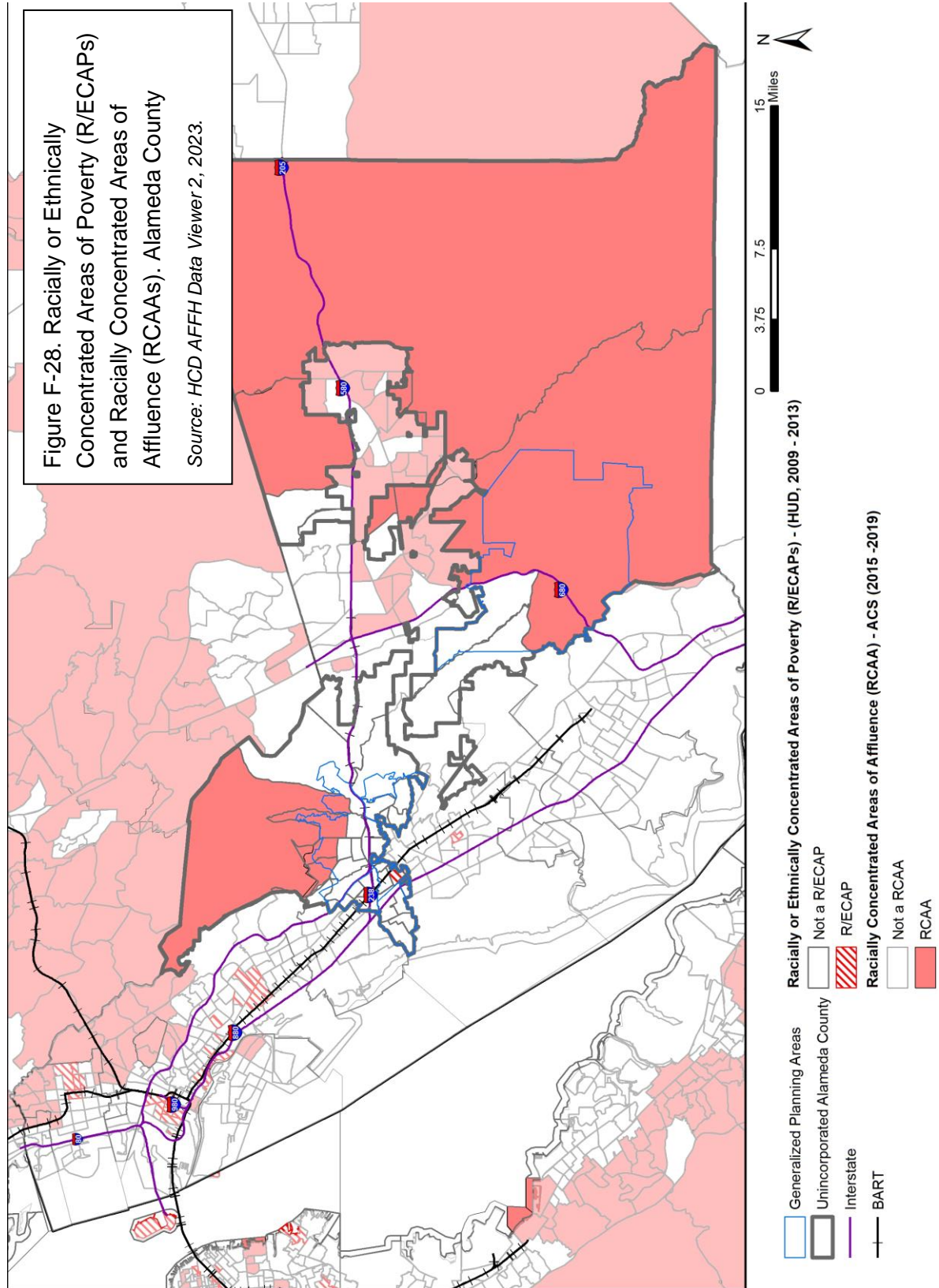
of the area. Wineries and vineyards are the dominant land use in the South Livermore Valley. The agricultural zoning designations that apply to much of this area allow a minimum parcel size of 100, 160, or 320 acres, depending on the remoteness of the property. Twenty-acre parcels are allowed in South Livermore if the land is planted in vineyards. Like the northern portion of the Castro Valley RCAA, the majority of the privately-owned agricultural land in the East County is under a Williamson Act contract. The area shown as a RCAA between Livermore and Pleasanton is quarry land.

While the opportunity for land ownership has contributed to the relative affluence of the RCAAs in the unincorporated East County, these agricultural areas are served primarily by narrow rural roads and lack access to services and utilities such as municipal sewer and water. Many environmental constraints complicate development in the area. Steep topography makes much of the area prone to landslides. While most of the area near the cities and in the northeast corner of the County is in the “Moderate” Fire Hazard Severity Zone, most of the southeastern corner of the County is in the “High” Fire Hazard Severity Zone.

Incorporated areas of Alameda County identified as RCAAs include a small area of the City of Alameda, the entire City of Piedmont, and the Albany, Oakland, and Berkeley Hills. In the East County, the majority of the Cities of Pleasanton and Livermore are also shown as RCAAs. These areas are similarly described as higher resource TCAC areas in Section F.4.4.

Areas identified as RCAAs throughout the Bay Area are, for the most part, areas of predominately single-family or rural development bordering on more densely urbanized areas, such as in San Mateo and Santa Clara Counties. Like Alameda County, much of Contra Costa County’s rural land is identified as a RCAA, as are the Cities of Walnut Creek, Lafayette, and Moraga. Most of the cities in Marin County are also shown as RCAAs.





#### F.4.4 Access to Opportunity

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##### TCAC Opportunity Areas

The California Tax Credit Allocation Committee (TCAC) defines opportunity areas via economic, environmental, and educational information.<sup>7</sup> Economic, environmental, and educational geographic trends are relatively consistent between the unincorporated areas and Alameda County overall, with the hills and East County areas generally having more opportunities than the communities in the flats nearer the Bay.

Most of the urbanized western unincorporated Alameda County areas, shown in blue outline in Figure F-30, are considered Low Resource and Moderate Resource opportunity areas. This includes Ashland, Cherryland, Hayward Acres, Fairview, and San Lorenzo. Castro Valley, which has a different school district than other areas of urban unincorporated, has Moderate, High, and Highest resource areas, in descending order of prevalence. Tracts further south in Castro Valley, specifically those described as EJ priority areas in section F.3.3, are considered Moderate resourced. Indices in the Ashland, Cherryland, and Hayward-San Lorenzo border area demonstrate the lowest level of economic, educational, and environmental resources. These tracts are highlighted pink in Table F-16.

North Castro Valley (tract 4301.02) has the Highest Resource designation, with an Economic Score of 62, Education Score of 88, and an Environment Score of 94. However, this area is mostly agriculture and open space, with a few suburban neighborhoods in the southeastern part of the tract 4301.02 and to the south of tract 4303, which has an Economic Score of 59, an Education Score of 84, and an Environment Score of 92.

The land uses in these areas are primarily agriculture, ranching, and single-family detached residences on large suburban parcels. These low-density uses mean that the highest resource designations are based on relatively few homes and businesses. These parcels are outliers when compared to the rest of urbanized unincorporated areas of Alameda County as well as many other cities in Alameda County. Additionally, this area is much farther from the highways that characterize much of the East Bay and influence CalEnviroScreen scores (see Figures F-38 and F-39) and, therefore, the Environment index used to calculate TCAC opportunity scores.

In general, following historical trends, the flatter parts of urbanized Alameda County have a lower opportunity designation (pink in Figure F-31), while the hillsides have a higher opportunity designation. This is true of Albany and Berkeley to the north and Fremont to the south. To the east, the three cities of Dublin, Pleasanton, and Livermore have less variation in their resource levels, indication that there is more homogeneity in opportunity in these communities.

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<sup>7</sup> For more details on how TCAC calculates opportunity scores, read their methodology here: <https://www.treasurer.ca.gov/ctcac/opportunity/2023/methodology.pdf>



In general, the opportunity distribution is the same from the 2018 and 2019 TCAC / HCD Opportunity Area Maps. No substantial changes can be observed between those earlier years and the 2023 data.

Because of how TCAC opportunity scores are calculated, they correlate with median income and housing costs. Areas with lower median incomes and higher housing cost burden are similar to those with lower TCAC opportunity levels.

As described in the 2020 Alameda County Regional Analysis of Impediments to Fair Housing Choice, the following are contributing factors of disparities in access to opportunity for unincorporated Alameda County, as well as much of Alameda County:

- Lack of private investments in specific neighborhoods;
- Access to financial services;
- Location of employers;
- Location of proficient schools;
- Location and type of affordable housing; and
- Limited supply of affordable housing in areas with access to opportunity.<sup>8</sup>

**Table F-16. TCAC Category Score by Census Tracts, 2023**

Area	Census Tract	Economic	Education	Environment	2023 Opportunity Category
East Castro Valley / Canyons	4301.01	61	87	25	High Resource
North Castro Valley / Canyons	4301.02	62	88	94	Highest Resource
Castro Valley	4302	55	83	96	High Resource
Castro Valley	4303	59	84	92	Highest Resource
Castro Valley	4304	53	82	94	High Resource
Castro Valley	4305	19	48	44	Moderate Resource
Castro Valley	4306	42	73	80	High Resource
Castro Valley	4307	38	70	91	High Resource
Castro Valley	4308	40	70	60	High Resource
Castro Valley	4309	24	69	70	Moderate Resource
Castro Valley	4310	42	64	26	Moderate Resource
Castro Valley	4311	39	40	48	Moderate Resource
Castro Valley	4312	46	34	43	Moderate Resource
Castro Valley	4328	49	31	59	Moderate Resource
5 Canyons and Palomares	4351.03	67	15	96	Moderate Resource

<sup>8</sup> This information and more can be found in the 2020 Alameda County Analysis of Impediments, which can be read here: [https://www.acgov.org/cda/hcd/documents/FinalAI\\_Combined\\_1-10-19.pdf](https://www.acgov.org/cda/hcd/documents/FinalAI_Combined_1-10-19.pdf)



**Table F-16. TCAC Category Score by Census Tracts, 2023**

Area	Census Tract	Economic	Education	Environment	2023 Opportunity Category
Castro Valley / Fairview	4352	39	51	62	Moderate Resource
Castro Valley / Fairview	4353	28	30	76	Moderate Resource
Fairview	4364.02	57	15	97	Moderate Resource
Hayward / Fairview	4364.01	40	12	67	Low Resource
Ashland	4338	22	9	48	Low Resource
Ashland	4339	6	7	48	Low Resource
Ashland	4340	6	9	28	Low Resource
South Ashland	4337	38	13	31	Low Resource
Hayward / Cherryland	4355	12	16	41	Low Resource
Cherryland	435602	9	14	63	Low Resource
Cherryland	4356.01	10	18	50	Low Resource
Hayward / Cherryland	4363	33	7	33	Low Resource
San Lorenzo / Cherryland	4357	12	16	30	Low Resource
San Leandro / San Lorenzo	4336	13	29	32	Low Resource
San Lorenzo	4358	32	23	33	Low Resource
San Lorenzo	4359	22	29	53	Low Resource
San Lorenzo	4360	27	29	58	Low Resource
San Lorenzo	4361	25	23	32	Low Resource
Hayward / San Lorenzo	4362	9	6	30	Low Resource
Dublin / Castro Valley	4505.02	66	85	32	High Resource

Low Resources tracts with notably low scores are highlighted pink. Source: HCD and TCAC, 2023.

Figures F-32 through F-37 depict the Economic, Education, and Environment indices in Alameda County overall and the unincorporated areas specifically.

Tracts in Ashland, Cherryland, Hayward Acres, and San Lorenzo all have economic scores lower than .4, shown in orange and red in Figure F-32. This is similar to much of east Oakland, San Leandro, and Hayward (Figure F-32).

Figures F-34 and F-35 show the environmental index, which is based on CalEnviroScreen 4.0 (discussed in the next section). Hill areas from Berkeley, through Castro Valley, to Sunol display the highest scores, shown in purple. The Eden Area has a range of scores, like much of San Leandro and Hayward.

Figures F-36 and F-37 display the education index for Alameda County and the urban unincorporated areas. The education index is based in part on year-to-year improvements at

schools. Sunol, the Castro Valley hills, and parts of Oakland have the highest scores. West and East Oakland, San Leandro, and Hayward vary in ways similar to the Eden Area and much of Fairview.

## Education Analysis

### District Performance by County for 2023

Name	English Learner Progress	Chronic Absenteeism	Suspension Rate	Graduation Rate	English Language Arts	Mathematics	College/Career (Status Only)
<a href="#">Alameda County Office of Education</a>	--	--	Blue	Red	--	--	Very Low
<a href="#">Alameda Unified</a>	Yellow	Yellow	Yellow	Blue	Green	Green	High
<a href="#">Albany City Unified</a>	Yellow	Orange	Green	Green	Blue	Blue	High
<a href="#">Berkeley Unified</a>	Orange	Orange	Green	Green	Green	Blue	High
<a href="#">Castro Valley Unified</a>	Yellow	Yellow	Orange	Blue	Green	Green	High
<a href="#">Dublin Unified</a>	Green	Yellow	Green	Blue	Blue	Blue	Very High
<a href="#">Emery Unified</a>	Orange	Yellow	Orange	Blue	Yellow	Yellow	Low
<a href="#">Fremont Unified</a>	Orange	Orange	Yellow	Yellow	Green	Blue	Very High
<a href="#">Hayward Unified</a>	Orange	Yellow	Orange	Red	Orange	Orange	Medium
<a href="#">Livermore Valley Joint Unified</a>	Orange	Yellow	Orange	Blue	Green	Green	Medium
<a href="#">Mountain House Elementary</a>	--	--	--	N/A	--	--	N/A
<a href="#">New Haven Unified</a>	Orange	Yellow	Yellow	Orange	Orange	Orange	Medium
<a href="#">Newark Unified</a>	Red	Orange	Orange	Orange	Orange	Orange	Medium
<a href="#">Oakland Unified</a>	Orange	Red	Yellow	Orange	Orange	Orange	Medium
<a href="#">Piedmont City Unified</a>	--	Orange	Green	Yellow	Blue	Blue	Very High
<a href="#">Pleasanton Unified</a>	Green	Orange	Green	Blue	Blue	Blue	Very High
<a href="#">San Leandro Unified</a>	Orange	Yellow	Yellow	Yellow	Yellow	Yellow	Low
<a href="#">San Lorenzo Unified</a>	Yellow	Yellow	Yellow	Orange	Orange	Yellow	Low
<a href="#">Sunol Glen Unified</a>	--	Orange	Blue	N/A	Blue	Blue	N/A

Figure F-29. 2023 Alameda County District Performance. California Department of Education.

<https://www6.cde.ca.gov/californiamodel/countydistricts?year=2023&cdcode=0161192&scode=&studentgroup=All>

Figure F-29 shows all school districts in Alameda County and summary of their performance regarding English Learner Progress, absenteeism, the rate of student suspension, the graduation rate, English language arts performance, mathematics performance, and rate of continuation into college or a career. The unincorporated communities of Alameda County are served by a number of these school districts.<sup>9</sup>

<sup>9</sup> A map of Alameda County school districts can be accessed here: <https://www.acoe.org/Page/404>

- Hayward Unified School district serves southern Castro Valley, most of Fairview, and portions of Cherryland in addition to the city of Hayward.
- Castro Valley Unified School District serves Castro Valley residents north of the 580 Highway as well as parts of Sunol.
- The San Lorenzo Unified School District serves residents of San Lorenzo, Ashland, Hayward Acres, and parts of Cherryland and Castro Valley.
- The San Leandro Unified School District serves a small portion of Castro Valley known as the Hillcrest Knolls neighborhood.

Residents in the unincorporated communities of East County are served by a number of school districts depending on their location. From west to east, they include the Sunol Glen Unified School District, the Pleasanton Unified School District, the Livermore Valley Joint Unified School District, and Mountain House Elementary.

There are also 47 active private schools throughout the districts serving the unincorporated communities, half of which are associated with Christian congregations. Livermore Unified has the largest number of private schools (14), followed by Hayward Unified (12). There are no private schools in the Sunol Glen area.

The table (Figure F-29) above summarizes district performance by county from the state Department of Education. For all data presented, the status level and direction of progress are considered so that scores value improvement year over year. Most jurisdictions serving unincorporated Alameda County have similarly rated progress for English Learners and similarly rated levels of absenteeism. The San Lorenzo, San Leandro, and Hayward Unified School Districts have significantly lower graduation performance levels, especially compared to Castro Valley Unified and school districts in East County. San Lorenzo, San Leandro, and Hayward Unified School Districts also have lower performance levels when compared to compared to Castro Valley Unified and school districts in East County.

Due to the low variation of residents living with disabilities in the unincorporated areas, there is no particular concentration of residents with disabilities in any given area. The Castro Valley Unified School District and those in East County serve less female-headed households with children than neighboring school districts do in the Eden Area. School districts in East County serve less residents of color in unincorporated communities than school districts serving the urban unincorporated areas.

Segregation is reflected in which school districts serve which parts of the unincorporated communities. Racially Concentrated Areas of Affluence are located in the Castro Valley Unified School District and those in East County, the more proficiently ranked school districts serving the unincorporated communities. These areas, as discussed elsewhere, have more majority-white census tracts and higher median incomes than the unincorporated communities served by the San Lorenzo, San Leandro, and Hayward Unified School Districts.

County staff do not have a role in school district boundaries or district policies, particularly those that reflect which neighborhoods attend which schools within a given district. However, Planning

staff can enable greater access to better performing school districts overall by supporting greater densities of housing in those districts. Unincorporated East County is inside the Urban Growth Boundary; it would require a county-wide ballot initiative to change allowed densities in these parts of the county. There is also limited infrastructure to support additional households in much of unincorporated East County (ie, sewage). The urban areas of Castro Valley, however, are located within the more proficient Castro Valley Unified School District. As discussed in subsequent sections of this appendix as well as Appendix B, staff are proposing higher densities (up to 17 units per acre) in vacant lots in northern Castro Valley.

Castro Valley Unified School District Facilities staff have expressed that, in order to serve additional students in the coming years, they will likely require new and modernized school facilities. Since 2021, enrollment has increased at all but 3 schools in CVUSD (Creekside Middle School, Roy A Johnson High School, and the CVUSD Virtual Academy), and their staff anticipate this trend to continue regardless of Housing Element-associated development. These enrollment trends differ from other districts serving Unincorporated Alameda County, particularly the San Lorenzo Unified School District and Hayward Unified School District which recently closed a school in southern Castro Valley due to low enrollment numbers.

#### *Tutoring and Support Services*

REACH Ashland Youth Center, a youth-centered community space that provides health and recreation services, offers a variety of educational programs. In addition to working with youth ages 16-24 to help obtain their diplomas, REACH programs include tutoring and learning to code.

### **Higher Education**

There are no universities or colleges located in the unincorporated communities. However, the Cal State East Bay campus neighbors Fairview in Hayward, and the Las Positas Community College in Livermore border the unincorporated areas north of Livermore. The Las Positas Community College District also has locations in Hayward and Dublin, and many other universities and colleges located in Berkeley, San Francisco, Oakland, and San Jose, are a short transit trip away from the unincorporated communities.

The Eden Area ROP (Regional Occupational Program) is a longstanding post-secondary preparedness program in central Alameda County. It focuses on technical education for high school students and adults. Programs available to high school juniors and seniors in the Castro Valley, Hayward, San Leandro, and San Lorenzo Unified School Districts range from welding technology to dental assisting to automotive refinishing. Adults can pursue training in the following topics at Eden Area ROP's Hayward location: Dental, Direct Support Professional Training, Electrical Training, Medical Program, and Welding Technology .

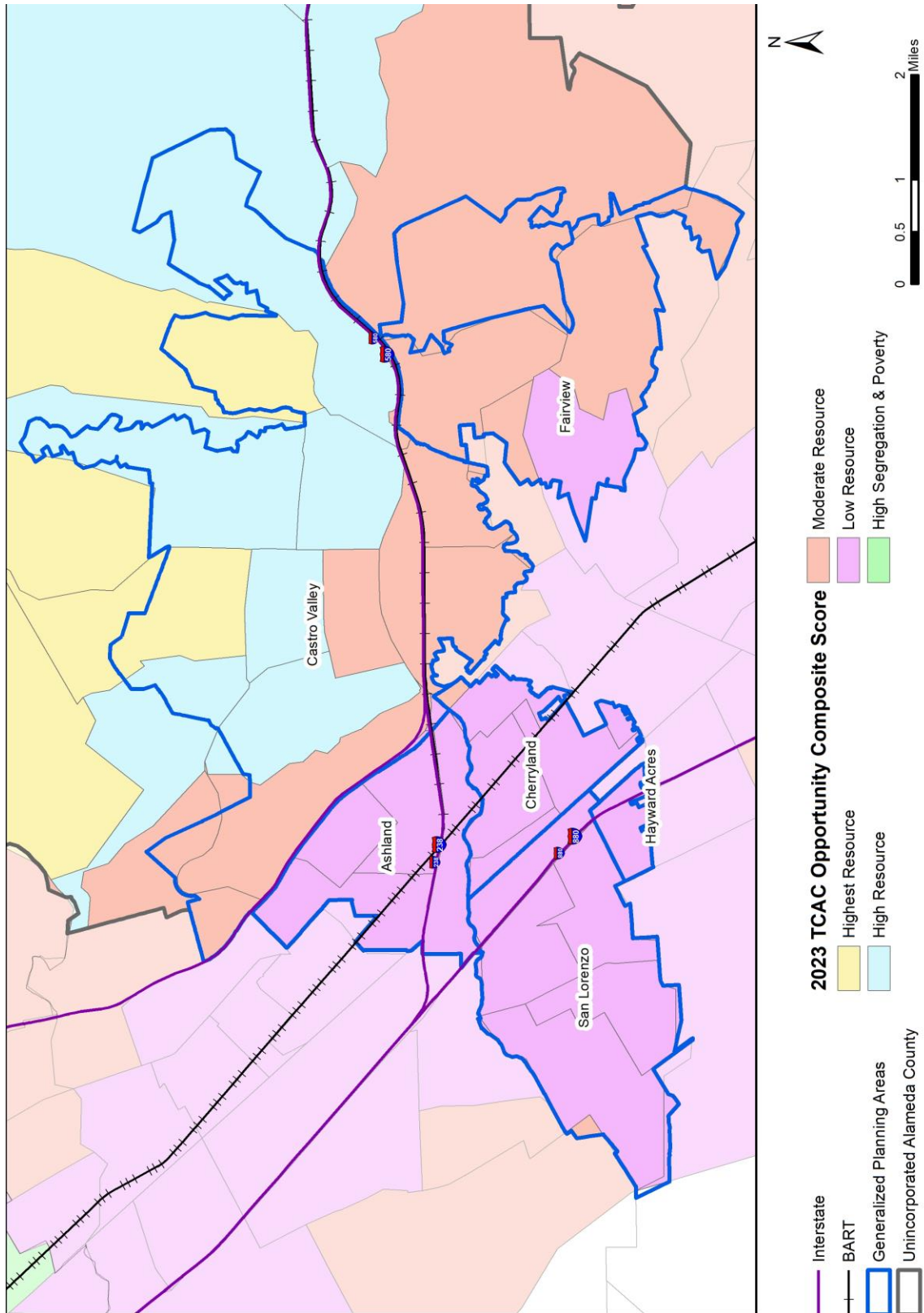
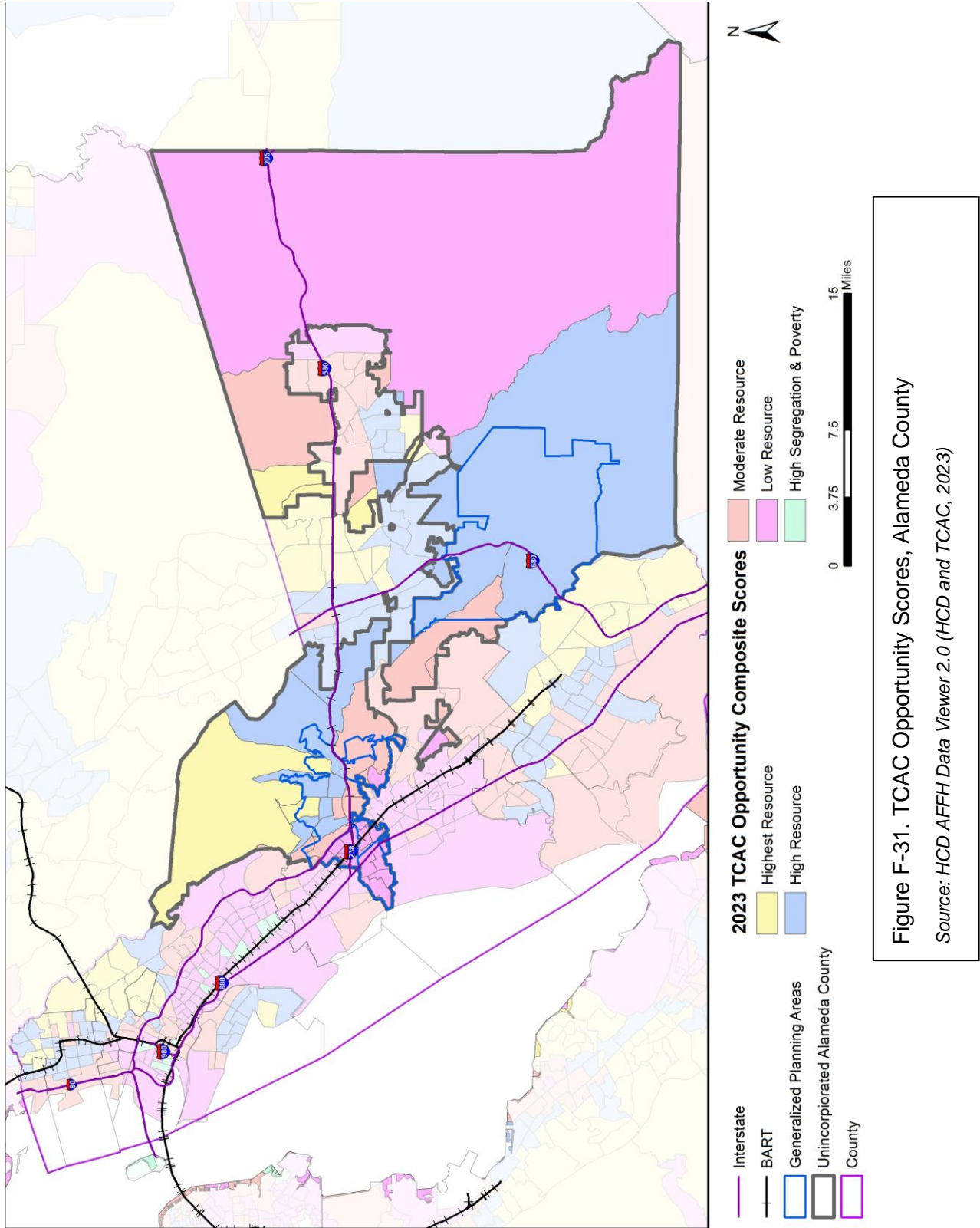
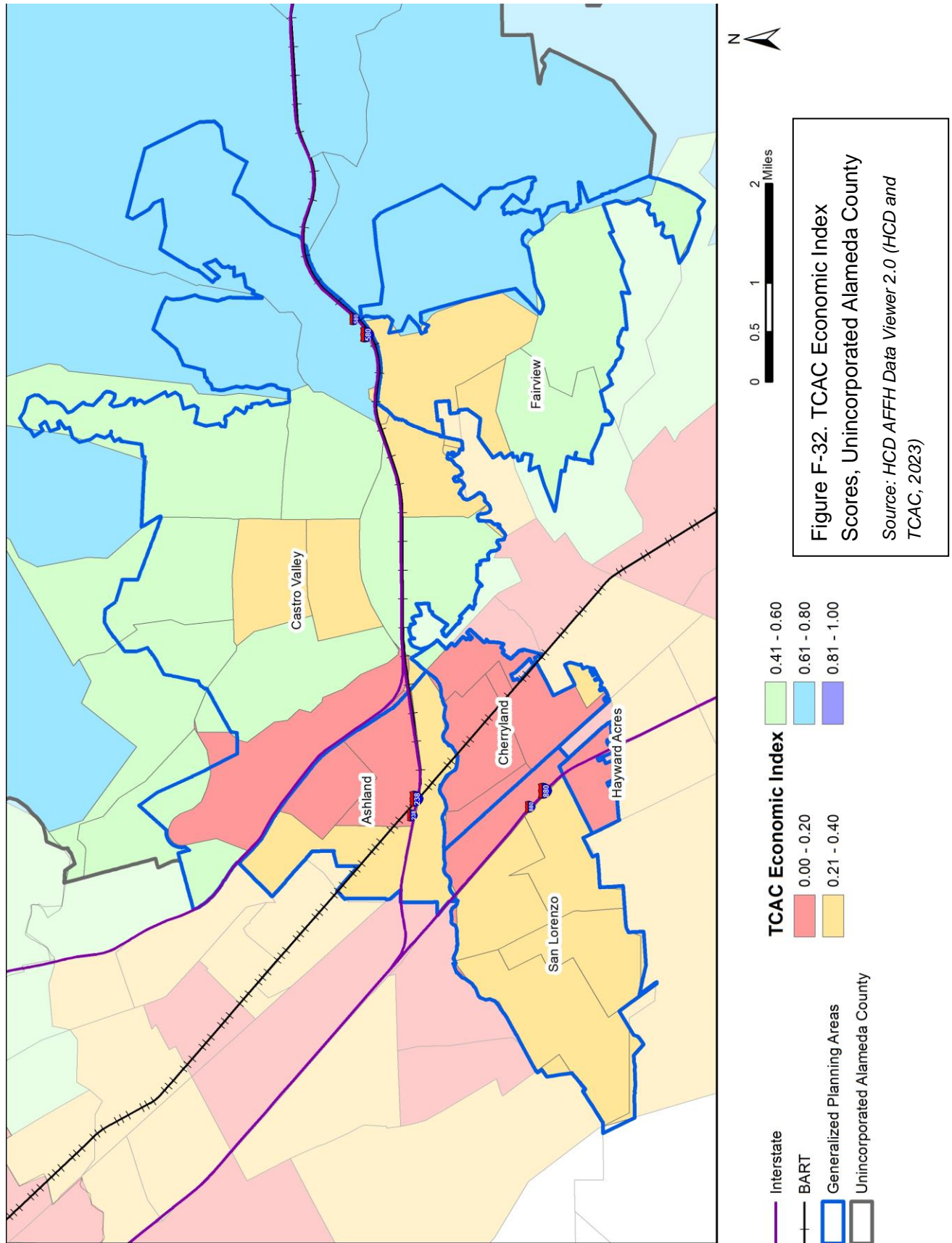


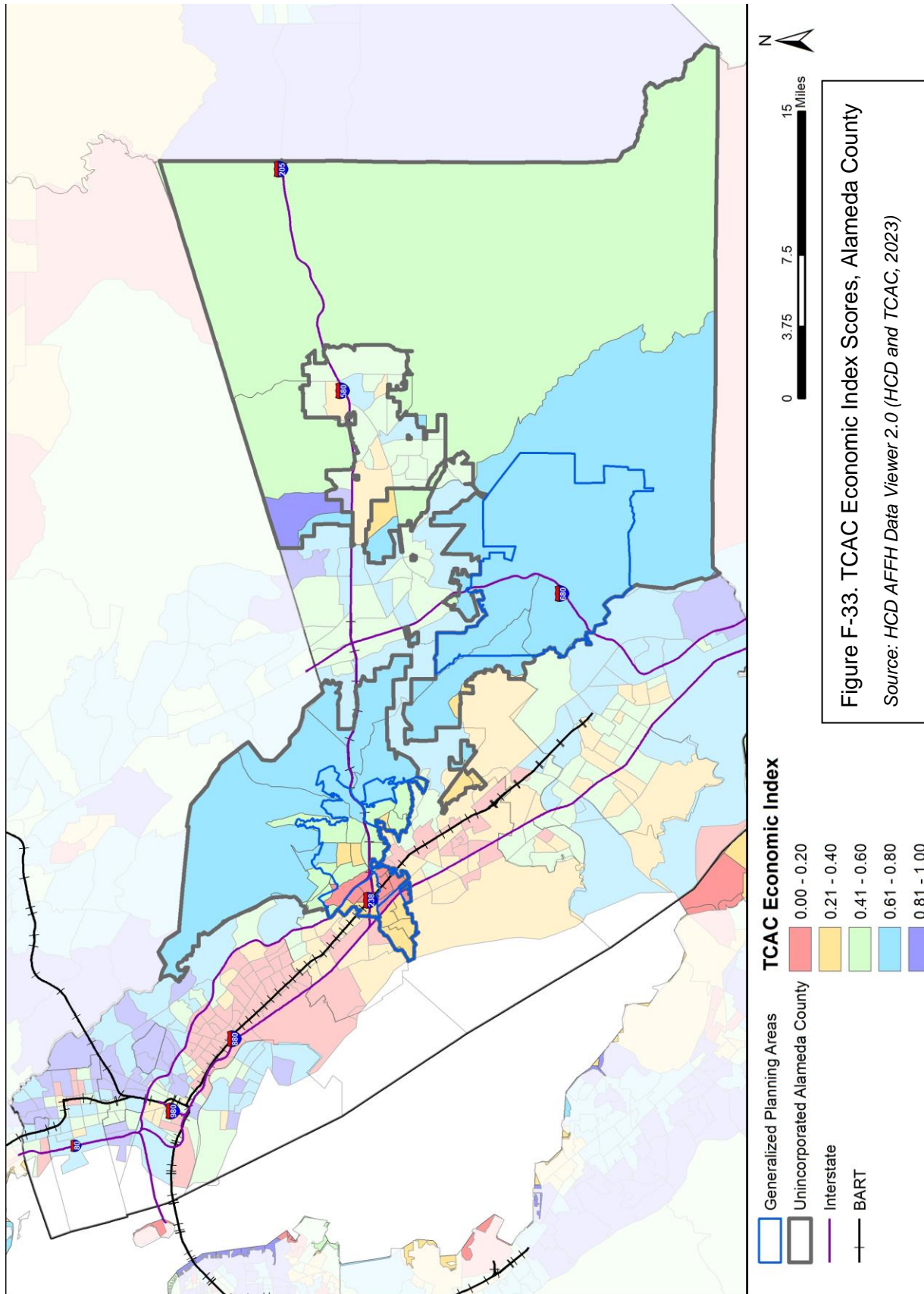
Figure F-30. TCAC Opportunity Scores, Unincorporated Alameda County

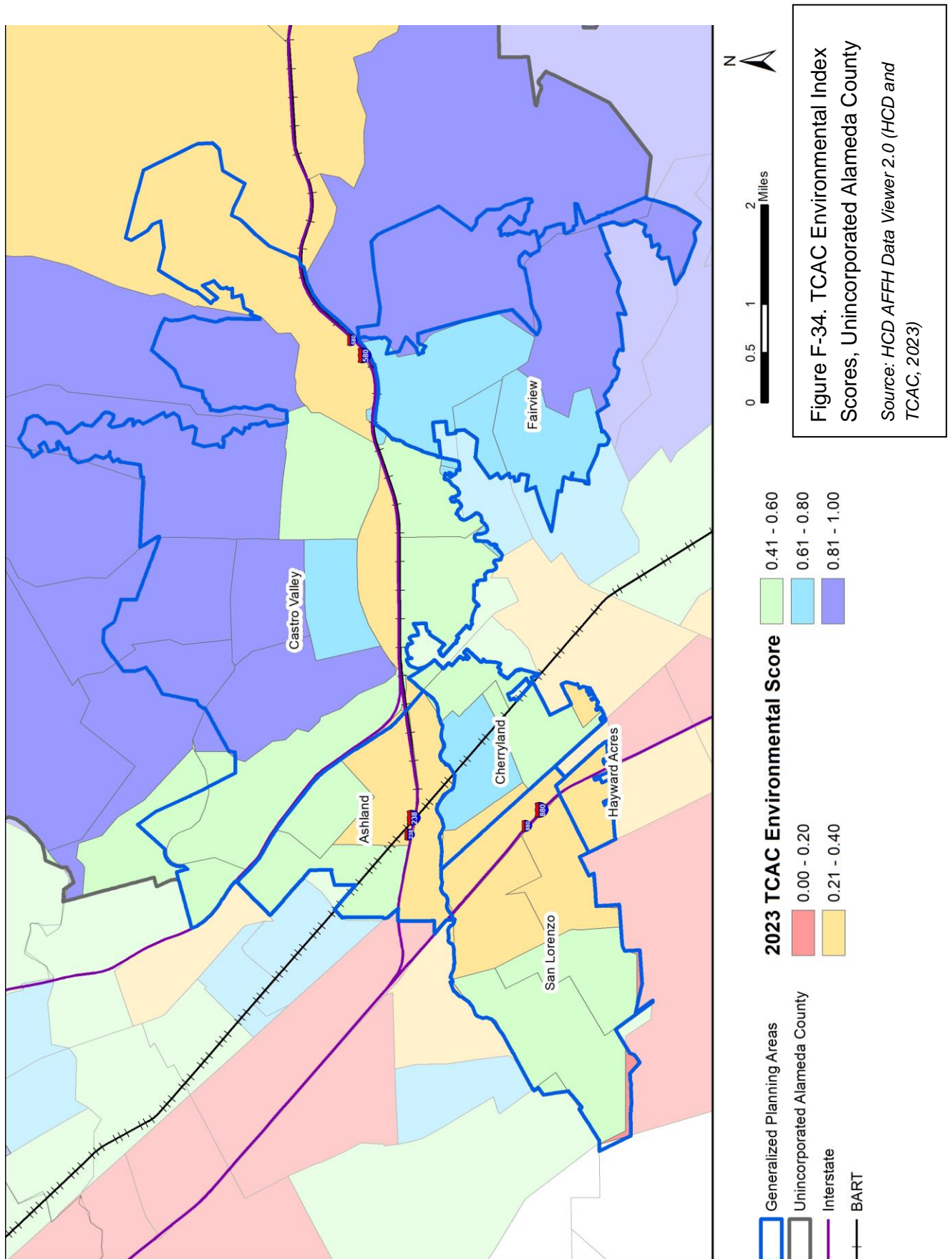
Source: HCD AFFH Data Viewer 2.0 (HCD and TCAC, 2023)













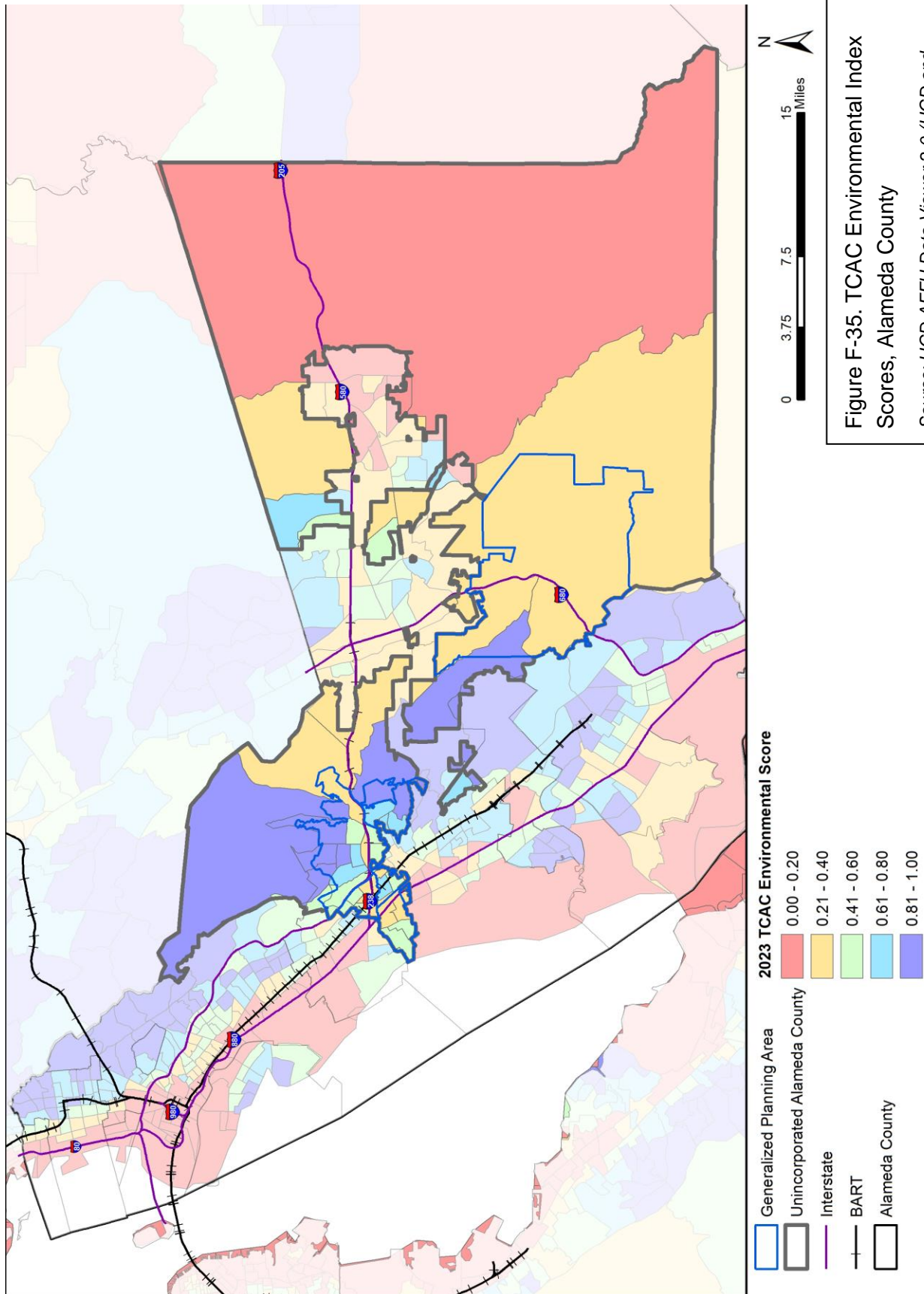
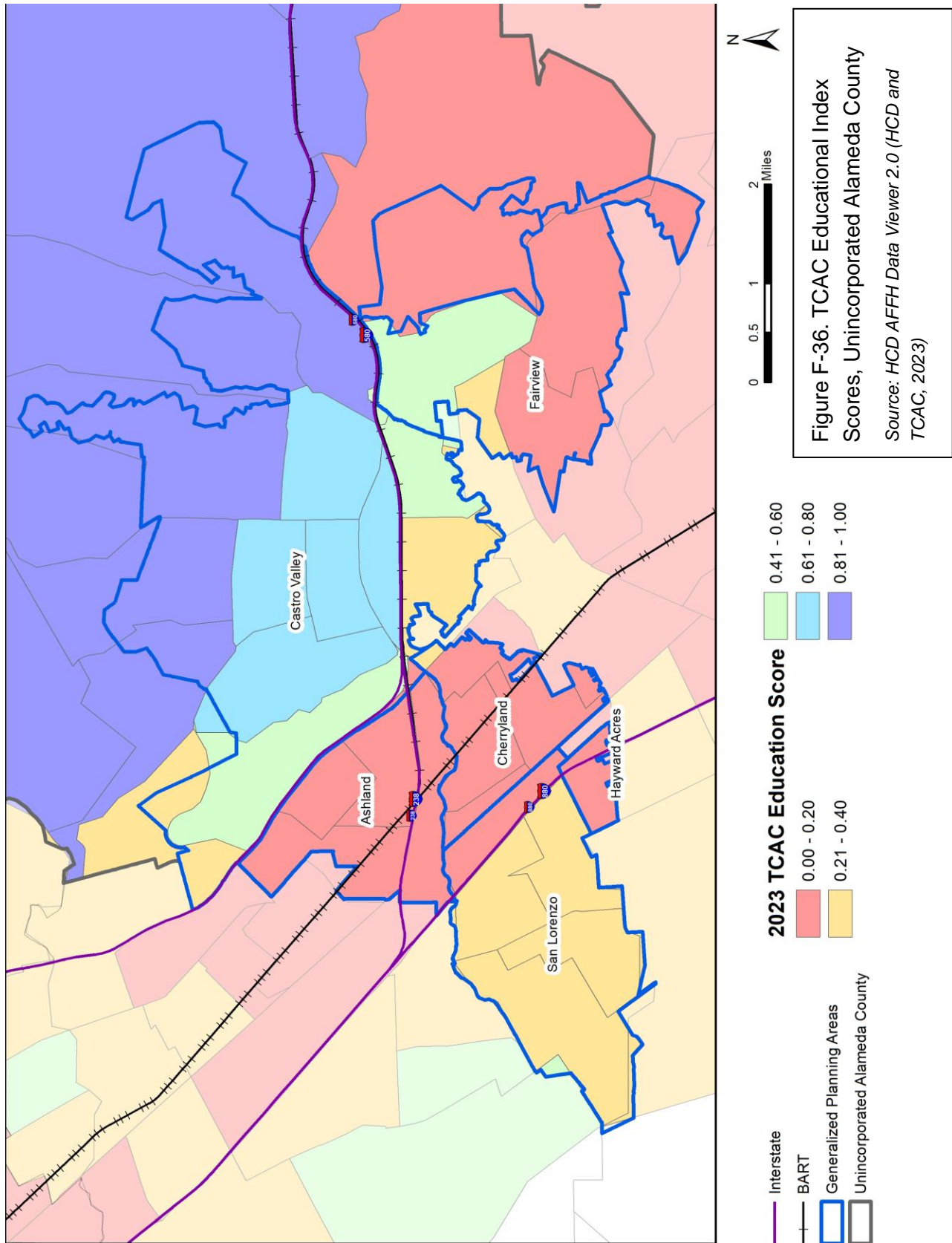
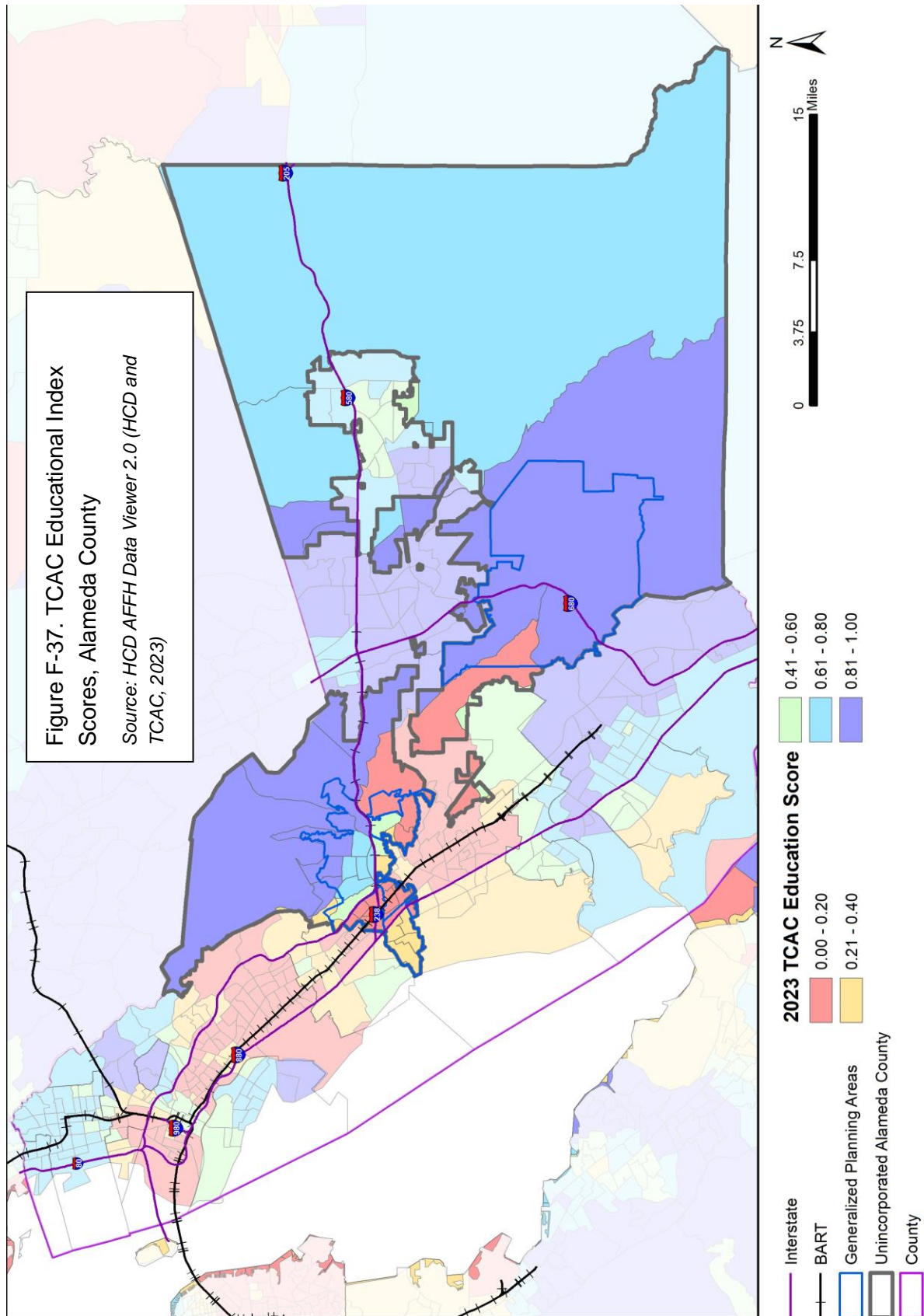


Figure F-35. TCAC Environmental Index Scores, Alameda County

Source: HCD AFFH Data Viewer 2.0 (HCD and TCAC, 2023)







## CalEnviroScreen 4.0

Figures F-38 and F-39 show the overall CalEnviroScreen scores for Unincorporated Alameda County and Alameda County overall. The composite scores, ranging from 0 to 100, summarize other indicators to determine the cumulative impacts on any census tract in the state.<sup>10</sup>

### Regional

Communities with higher composite score percentiles in Bay Area, shown in darker orange and red in Figure F-38, are generally located near industrial and or heavy commercial areas like the Port of Oakland and major highway junctions, while rural areas have a lower percentile, as shown in Figure F-38. Compared to the previous version, CalEnviroScreen 3.0, there is little to no decrease of pollution burden in areas with the highest scores. Areas in western Oakland and San Leandro have the highest score, and highest environmental burden. Areas in west San Francisco, in East Alameda County, and those located in the hills further from the highways have lower scores, meaning they experience less environmental burden.

### Local

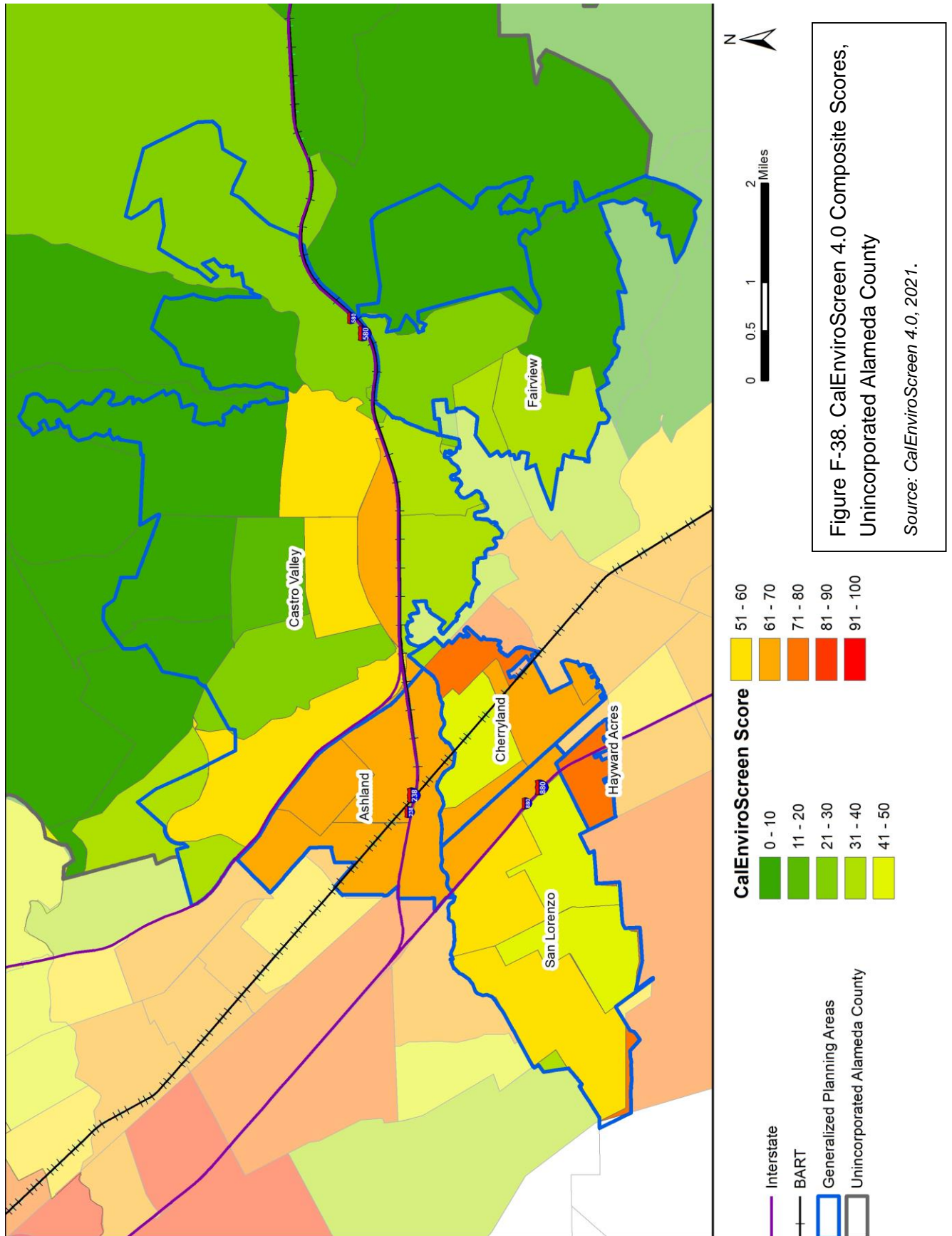
Pollution burden varies between western and eastern Unincorporated Alameda County. Looking at Figure F-38, the Ashland, Cherryland, Hayward Acres communities have the highest scores, with areas around Mission Boulevard having the worst score between 70-80. Areas with the highest scores directly correspond with those with less positive economic outcomes (Figures F-32 and F-33), low resource areas (Figure F-30), and high housing-burdened areas (Figures F-41 and F-43). As described in the Neighborhood Analysis section, these same areas have significant Hispanic or Latine populations and larger portions of the population living below the poverty level. The hillside areas of Castro Valley have markedly lower environmental scores, like many hill areas in Alameda County. Closer to the Castro Valley Downtown Business District (tract 4310) scores increase to 50-60 and 60-70, reflecting proximity to highways. Overall, western Unincorporated Alameda County has worse scores compared to eastern Unincorporated Alameda County (Figure F-39). There are no census tracts within Unincorporated Alameda County that has the highest, most environmentally burdened scores, 90 – 100. Part of Cherryland near Mission Boulevard (tract 4355) and Hayward Acres (tract 4362) have the highest composite scores in the jurisdiction.

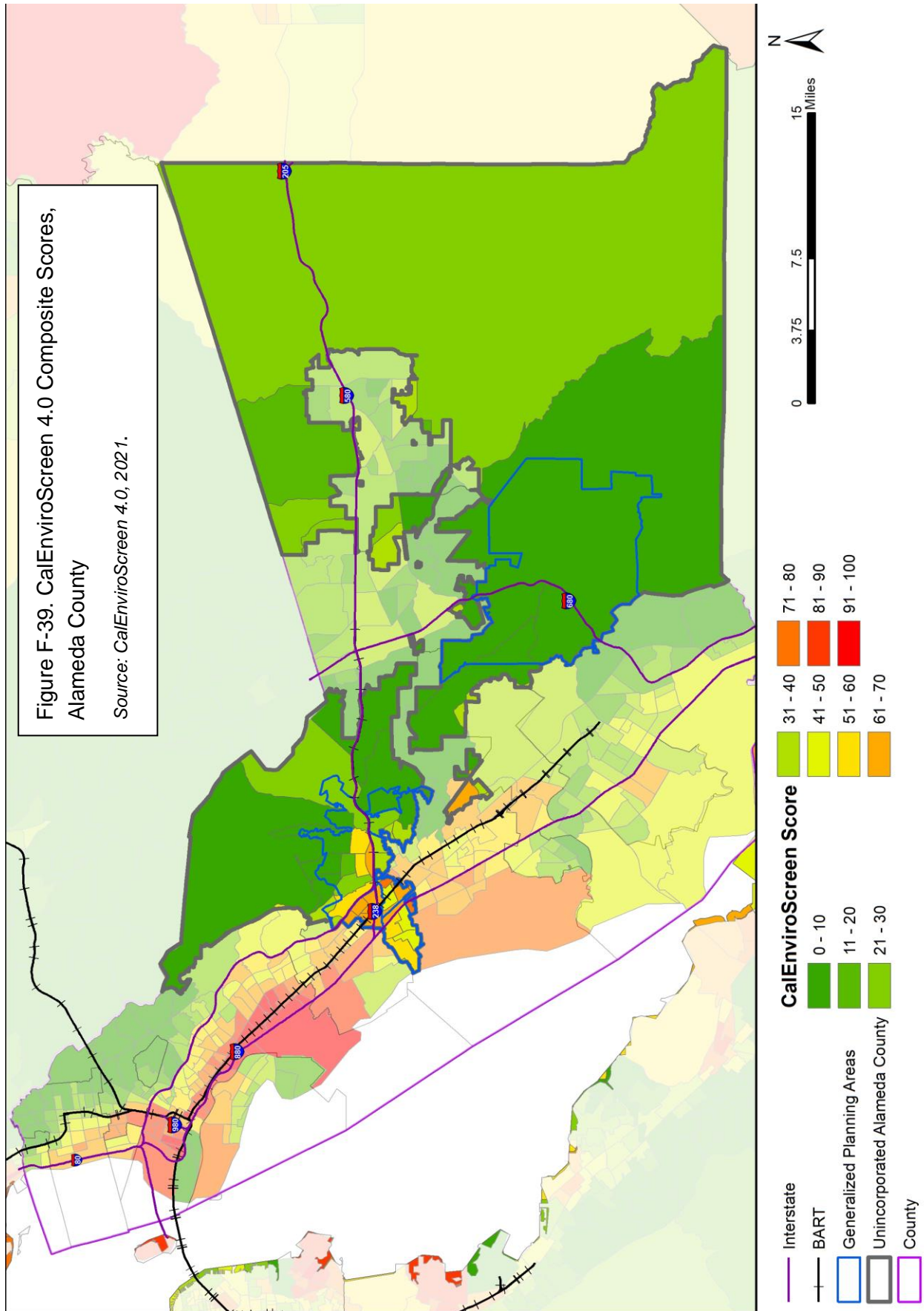
The areas most burdened by negative environmental indicators in the unincorporated areas are part of the Environmental Justice Priority communities, discussed elsewhere in this appendix, in the draft Environmental Justice Element. Staff anticipate bringing the element to the Board of Supervisors for adoption in August 2024. This element, should it be adopted, will create significant social infrastructure to make major investments in the quality of life of residents in the unincorporated areas, especially those most burdened. To see the complete list of all policies,

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<sup>10</sup> The CalEnviroScreen 4.0 tool and information about the CalEnviroScreen composite score methodology can be found here: <https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-40>

action items, and catalyzing actions proposed by the Environmental Justice Element, see here:  
<https://www.acgov.org/cda/planning/generalplans/publicdraft.htm>





## Jobs Proximity Index

The jobs proximity index quantifies the accessibility of a given residential neighborhood as a function of its distance to all job locations within an area.<sup>11</sup> In the Bay Area, many of the jobs are in San Francisco, Oakland, and the South and West Bay regions of San Jose and Santa Clara. In Figure F-40, this is reflected with higher job proximity index scores in urban cores and along the coastal areas, demonstrating a higher level of job accessibility. Unfortunately for those living in the unincorporated area, most jobs are a long drive from home: much of urban unincorporated Alameda County is in the lowest index category, like neighboring Hayward, meaning they have low job accessibility. This is true throughout the urbanized unincorporated communities. Interestingly, East Alameda County has generally higher job proximity scores than west Alameda County, reflecting proximity to more centers of employment. Additional information is included in the Economic Trends section below and in Appendix A.

Job proximity in the urban unincorporated areas is uniform. The slightly ‘closer’ areas of San Lorenzo, marked in orange, are an industrial area. Much of the green areas in Castro Valley, denoting even higher proximity, are rural areas that include parkland. The areas with the highest level of job proximity in the unincorporated areas are in East County, nearest east Contra Costa County and San Joaquin County. While these areas are closer to job centers located in adjacent jurisdictions as well as cities in East County, they are located within the Urban Growth Boundary and generally require septic service.

Unlike much of the data discussed in this appendix, low job proximity does not follow along income levels or education access.

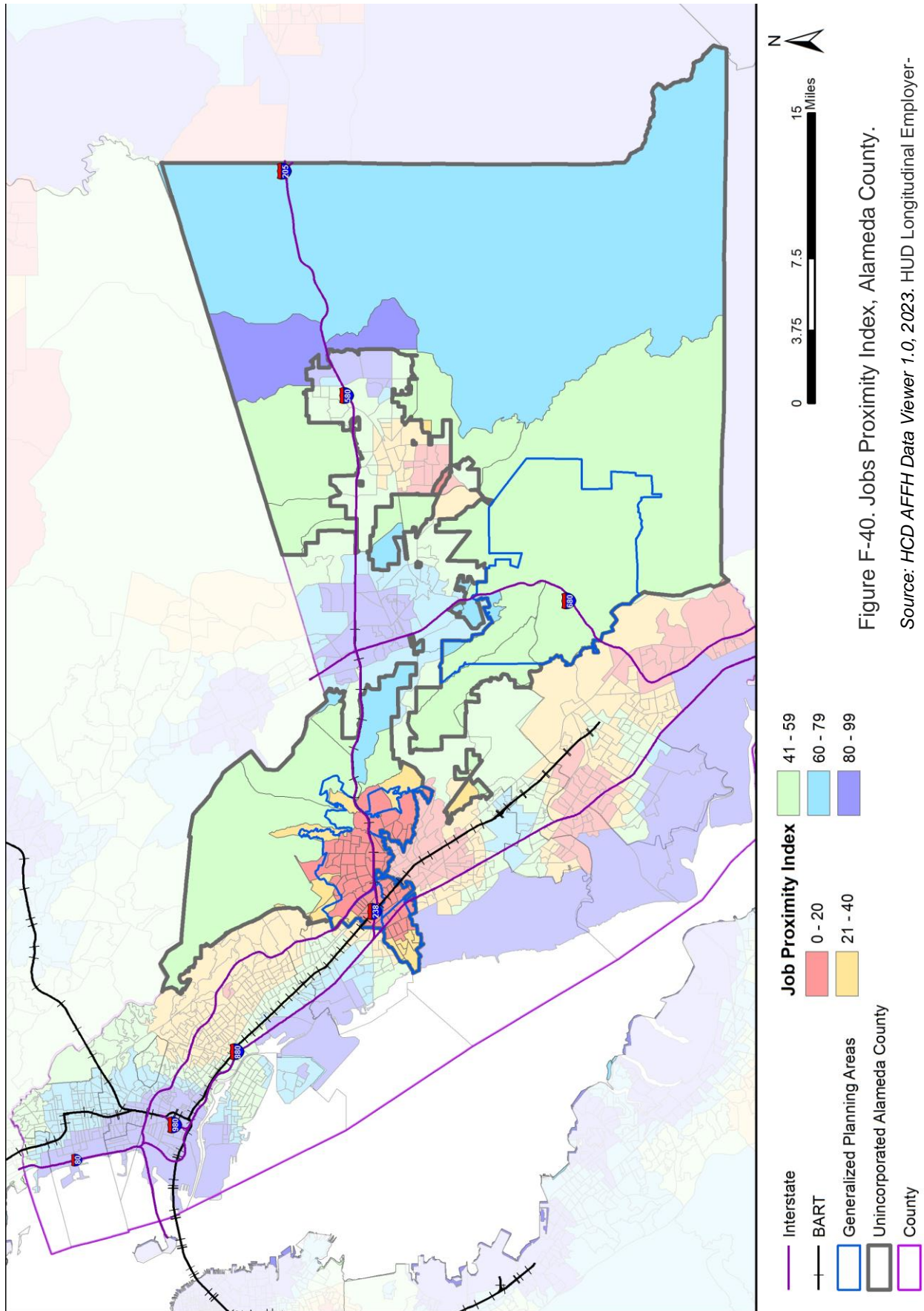
It should be noted that, while Job Proximity was included in the 2023 and previous TCAC opportunity score methodology, it has since been removed because relevant literature suggests that there are more significant factors impact employment, such as what transportation options are available to access employment and travel time to employment.<sup>12</sup> With this information in mind, the low levels of job proximity in much of the urban unincorporated areas does not necessarily reflect actual access to employment. As discussed later in this appendix, there is relatively little public transportation coverage throughout the urban unincorporated areas, though there are 2 important BART stations. However, residents with access to cars have high connectivity through the existing network of surface roads and highways that cross the East Bay. Due to the low density of public transportation available to many residents in the unincorporated areas -- particularly those in rural East County or greater than a half mile from Bay Fair BART, Castro Valley BART, or the East 14<sup>th</sup> Street/Mission Boulevard corridor – residents seeking employment who cannot drive have the lowest access to employment in the unincorporated areas. This includes residents with certain disabilities and medical conditions, residents who cannot afford to own and maintain a car, and residents who do not have driving licenses.

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<sup>11</sup> “Job Proximity Index”. HUD, 2023, [hud.gov](https://www.hud.gov)

<sup>12</sup> You can read about the 2024 TCAC Methodology here: <https://www.treasurer.ca.gov/ctcac/opportunity/2024/draft-2024-opportunity-mapping-methodology.pdf>







### F.4.5 Disproportionate Housing Needs

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#### Overpayment by Renters and Homeowners with Mortgages

One can measure housing affordability by comparing how much residents can afford to pay for market-rate housing based on their income level. A household is considered “cost-burdened” if it spends more than 30% of its monthly income on rent, while those who spend more than 50% of their income on rent or housing costs are considered “severely cost-burdened.”<sup>13</sup> Low-income residents are the most impacted by high housing costs and experience the highest rates of cost burden. Spending such large portions of their income on housing puts low-income households at higher risk of losing that housing, eviction, or homelessness. In the event of unexpected costs or loss of employment, lower-income households with burdensome housing costs are more likely to become homeless.

Unincorporated Alameda County has a similar number of cost-burdened households compared to the County and the Bay Area. Of Unincorporated Alameda County’s households, approximately 21% are cost-burdened and 16% are severely cost-burdened. In the County, 20% are cost-burdened, and 17% are severely cost-burdened.<sup>14</sup>

Renters are often more cost-burdened than owners. When looking at the cost burden across tenure in Unincorporated Alameda County, 25% of household renters spend between 30% and 50% of their income on housing compared to 19% of households that own their homes. Additionally, 26% of household renters spend 50% or more of their income on housing, compared to 10% of household owners. In total, 29% of household homeowners and 52% of household renters experience some level of cost burden.<sup>15</sup> If one looks at the overpayment of rent map in Unincorporated areas one will see that overpayment occurs all over. As shown in Figure F-41, in Castro Valley there are areas where more than 68% of renters pay over 30% of their income on rent. Most of the unincorporated area is in the 41-67% range of how many people pay over 30% of their income on rent.<sup>16</sup>

Looking at the county overall in Figure F-42, areas with higher median incomes (Figure F-23) are generally less likely to have high rent-burden, like southern Alameda County, parts of the Berkeley and Oakland hills, and much of East County. Notably, the Sunol area falls in the highest

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<sup>13</sup> “Overpayment and Over Crowding”. Housing Needs Data Report: Unincorporated Alameda, ABAG 2021, p. 39, <https://mtcdrive.app.box.com/s/nei8x775oi5m47mqhu8ctpyyqrioa2v3/file/794875935734>

<sup>14</sup> “ABAG 2021 Pre-Certified Housing Needs Data”. U.S. Census Bureau, American Community Survey 5-year Data (2015-2019), Table B25070, B25091

<sup>15</sup> *ibid*

<sup>16</sup> “Over Payment by Renters by Tract”. AFFH Data and Mapping Home, Esri 2022, <https://www.arcgis.com/apps/webappviewer/index.html?id=4d43b384957d4366b09aeeae3c5a1f60>

category of rent burden. Much of neighboring San Leandro and Hayward have rates of rent burden similar to the Eden Area.

Looking at Figure F-43, one can see that the owners compared to renters are far less cost-burdened. One area, tract 4356.01, has the highest level of mortgage-burden in the unincorporated areas: 63.9% as of 2019 (Table F-2). In general, overpayment by homeowners is far less severe than the overpayment by renters. Most of the unincorporated area is in the 20-40% range of how many people pay over 30% of their income on a mortgage, shown in orange, yellow, and cyan.<sup>17</sup>

In the Unincorporated areas of Alameda County, lower-income households are more often to be housing cost-burdened than higher-income households (Figure F-23). For example, in 2017 71% (4,748 households) of Unincorporated Alameda County households making less than 30% of area median income (AMI) spend 50% or more income on housing, while 14% (948 households) spend 30%-50%. For Unincorporated Alameda County residents making more than 100% of AMI, just 2% are severely cost-burdened, and 87% of those making more than 100% of AMI spend less than 30% of their income on housing.<sup>18</sup>

Currently, people of color are more likely to experience poverty and financial troubles because of local and federal housing laws that have historically kept them from the same opportunities extended to White residents. In Unincorporated Alameda County as of 2017, Non-Hispanic Black or African American residents are the most cost-burdened with 27% spending 30% to 50% of their income on housing, and Non-Hispanic American Indian or Alaska Native residents are the most severely cost-burdened with 38% spending more than 50% of their income on housing.<sup>19</sup>

When housing cost-burdened seniors are no longer able to make house mortgages or pay rent, they may lose their housing altogether. Nearly one-third of seniors in Unincorporated Alameda County are cost-burdened. Among seniors making less than 30% of AMI, 71% (1,683 households) are cost-burdened, spending 30% or more of their income on housing, and 50% (1,181 households) are severely cost-burdened. For seniors making more than 100% of AMI, 89% are not considered cost-burdened and spend less than 30% of their income on housing.<sup>20</sup>

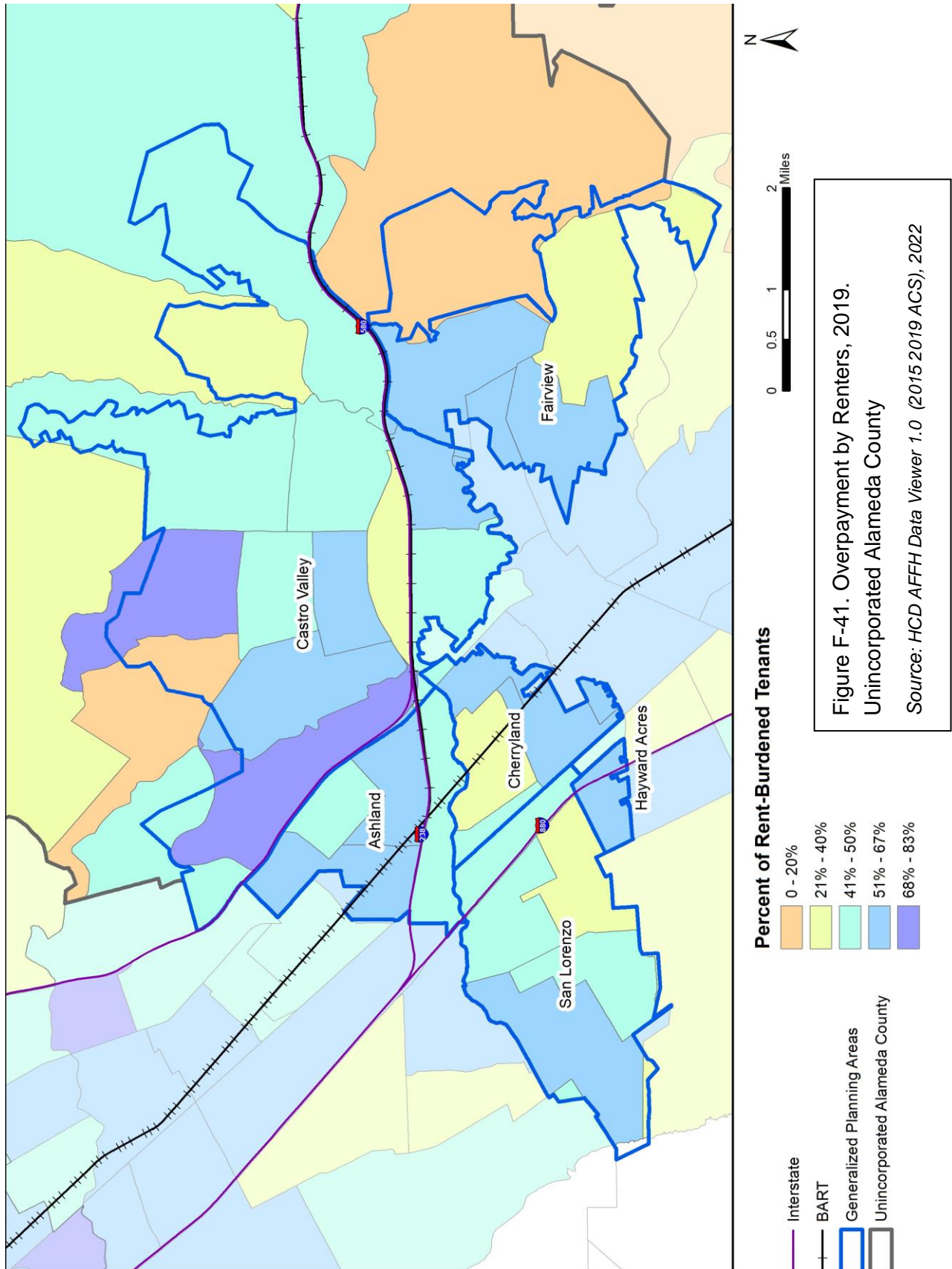
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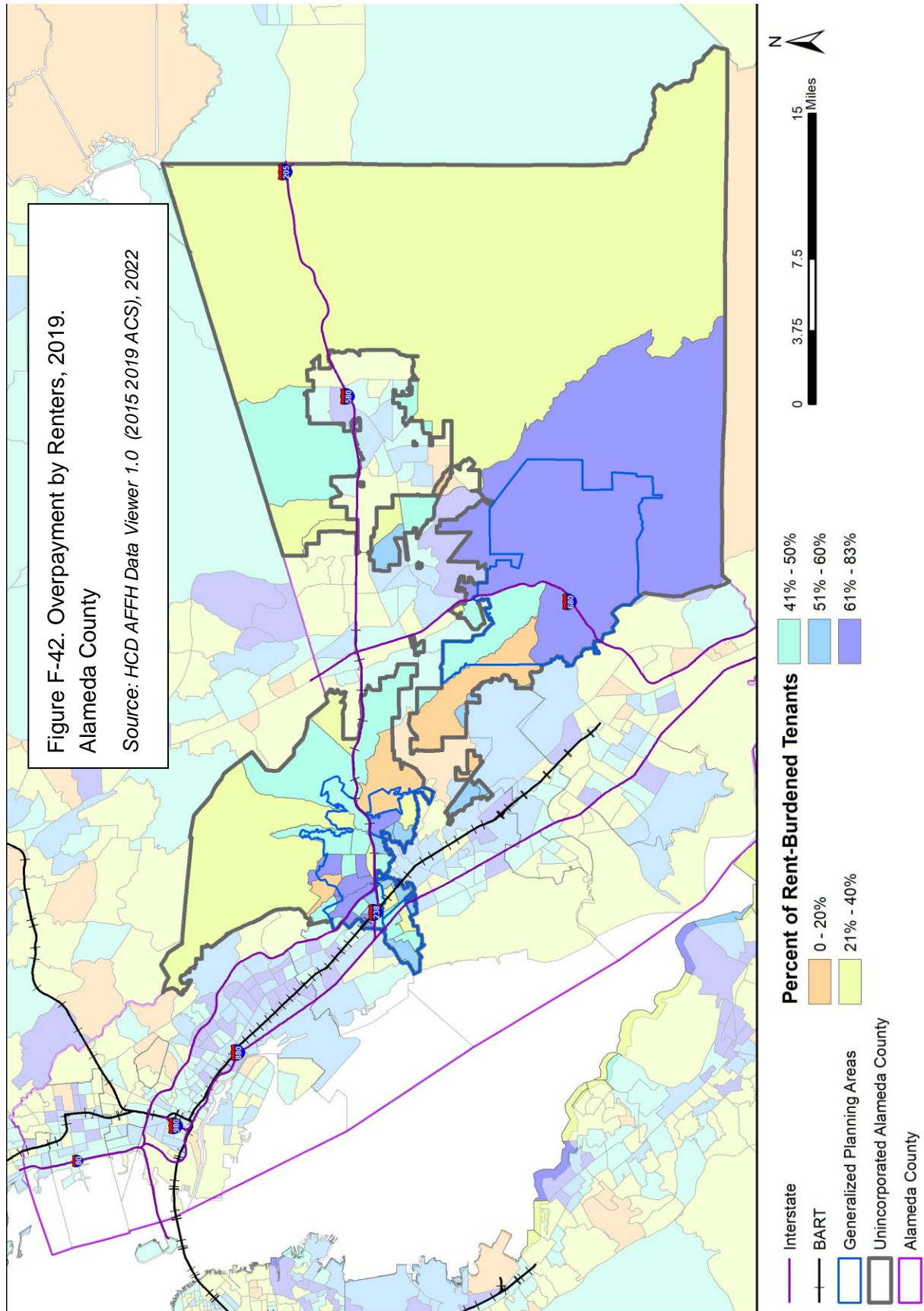
<sup>17</sup> Ibid.

<sup>18</sup> "ABAG 2021 Pre-Certified Housing Needs Data". (U.S. Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

<sup>19</sup> Ibid.

<sup>20</sup> Ibid.







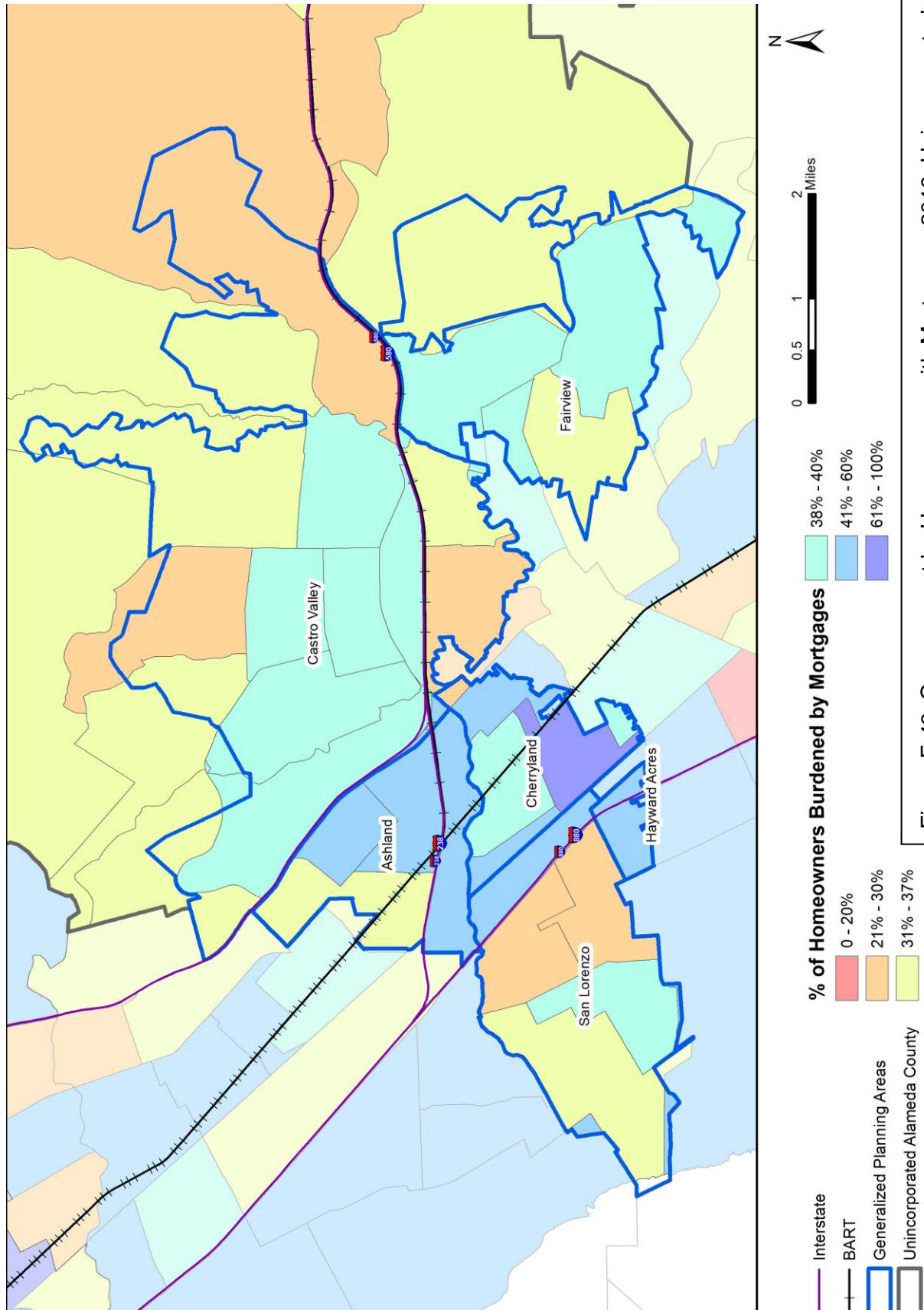
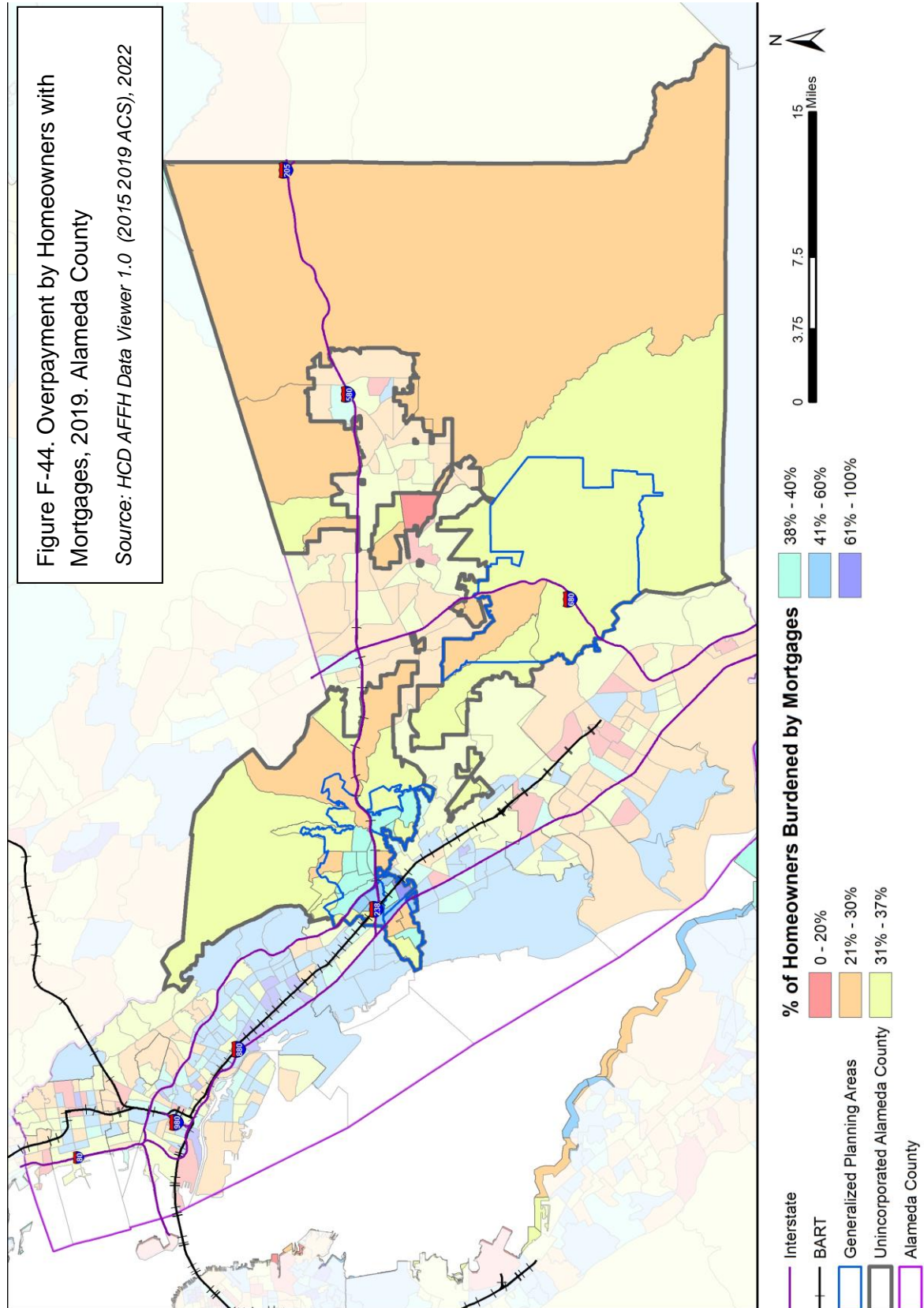


Figure F-43. Overpayment by Homeowners with Mortgages, 2019. Unincorporated Alameda County

Source: HCD AFFH Data Viewer 1.0 (2015 2019 ACS), 2022





## Overcrowding

Overcrowding is defined by HUD as more than one person per room in a housing unit.

### *County patterns of overcrowding*

Overcrowding remains low throughout the County, as shown in Figure F-46, with the exception of East Oakland which has the most severe overcrowding, and along the I-880 corridors in San Leandro, Hayward and Fremont which also have pockets of overcrowding. There is virtually no reported overcrowding in the Tri-Valley area, Albany, Berkeley, or Emeryville.

### *Overcrowding in Unincorporated County*

Just as there are stark disparities in the overall County in terms of overcrowding, the same can be said for the unincorporated as well. In the unincorporated area, shown in Figure F-45, the level of overcrowding is most prominent in a few census tracts in Ashland and Cherryland, with little to no overcrowding in Castro Valley, Fairview, and San Lorenzo. One census tract that appears to be most impacted is tract 4339 which is located in Ashland, where many older large apartment complexes are located. In that tract 81.5% of the units are rentals, and nearly 25% of the units are defined as overcrowded. This is described in Table F-17. The *Environmental Justice Element* also reiterates this and describes overcrowding in Unincorporated Alameda County as it relates to Priority Communities and explains that overcrowded housing is quite common in the Priority Communities. Four of the five Priority Communities exceed the County average of 5 percent overcrowded households – Ashland (10.9%), Cherryland (11.9%), Hayward Acres (15.3%), and San Lorenzo (8.4%). Only Castro Valley Priority Community falls just below 5 percent, at 4.6%.

### ACS 2021 5-year

Table universe: Occupied Housing Units

Column	→	Census Tract 4339, Alameda, CA
Owner occupied:		18.5% ±6.6%
0.50 or less occupants per room		13.7% ±5.9%
0.51 to 1.00 occupants per room		4% ±3.1%
1.01 to 1.50 occupants per room		0.8% ±1.7%
1.51 to 2.00 occupants per room		0% ±0.8%
2.01 or more occupants per room		0% ±0.8%
Renter occupied:		81.5% ±8.6%
0.50 or less occupants per room		24% ±7.6%
0.51 to 1.00 occupants per room		34.1% ±10.1%
1.01 to 1.50 occupants per room		13.5% ±5.5%
1.51 to 2.00 occupants per room		2.8% ±4%
2.01 or more occupants per room		7.1% ±6.8%

Table F-17. 2021 5-Year ACS Occupation Data for Tract 4339.

Table F-18 below shows that overcrowding elevates in higher renter-occupied areas, with stark differences between Ashland/Cherryland and the other urban parts of the unincorporated County. For example, the percentage of owners compared to renters in the communities of Castro Valley and Cherryland are opposite of each other, where Castro Valley has 72.4% homeownership, while Cherryland is roughly 70% rental units where the latter has a five times greater percentage of overcrowded units. The relationship between higher homeownership levels and lower rates of household overcrowding speak to differences in income.

**Table F-18. Occupation and Overcrowding data for Unincorporated Communities, 2021**

Community	Ashland	Cherryland	Fairview	San Lorenzo	Castro Valley
% Overcrowded	11.4	14.7	3	6.4	3.3
% Owner Occupied	38.4	30.4	79.2	65	72.4
% Renter Occupied	61.6	69.6	20.8	35	27.6

Source: 2017-2021 ACS, Table DP04. 2023

As mentioned in the Alameda draft County Environmental Justice Element (adoption expected summer 2024), overcrowding is a significant concern among residents of the Eden Area. At community meetings, staff have heard reference to people living in storage containers in backyards, a housing situation that is certainly not in compliance with County Code Enforcement staff continue to work with owners of informal ADUs to bring them into compliance with building codes as they are reported. This suggests the need for greater amounts of cheaper housing has supported the creation of additional living spaces. Recent research on informal ADUs in San Jose found that there could be as many as 4 informal ADUs for every legal one in the city.<sup>21</sup> Though Unincorporated Alameda County was not a part of this research, it casts light on how overcrowding and the need for cheaper housing may be altering housing stock.

### Severe Overcrowding

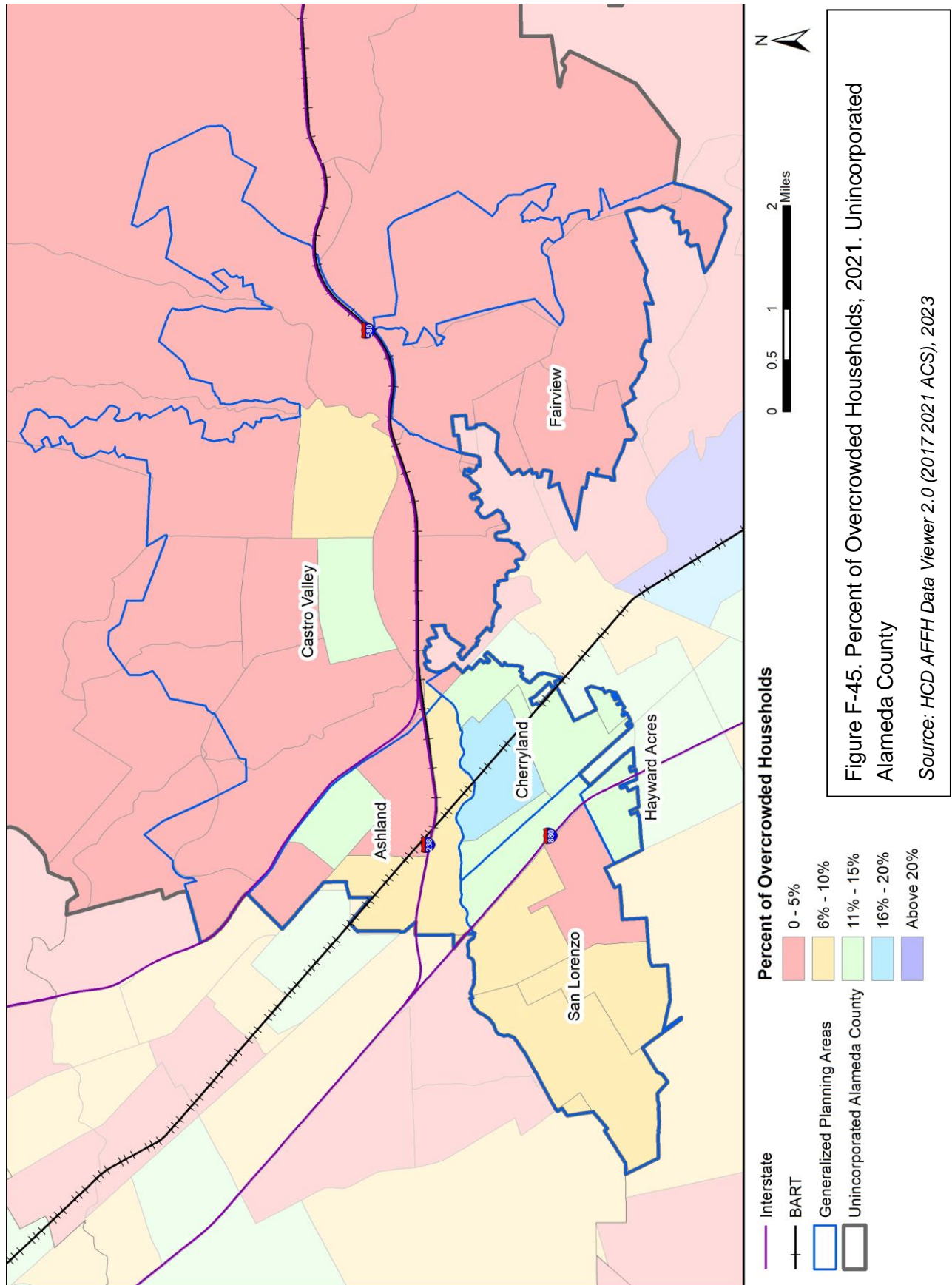
Severe overcrowding is defined as having more than 1.5 persons per room in a housing unit, not including bathrooms and kitchens. In general, there is less severe overcrowding in Alameda County than overcrowding overall. County-wide, there are pockets of high rates (<7.0%) of

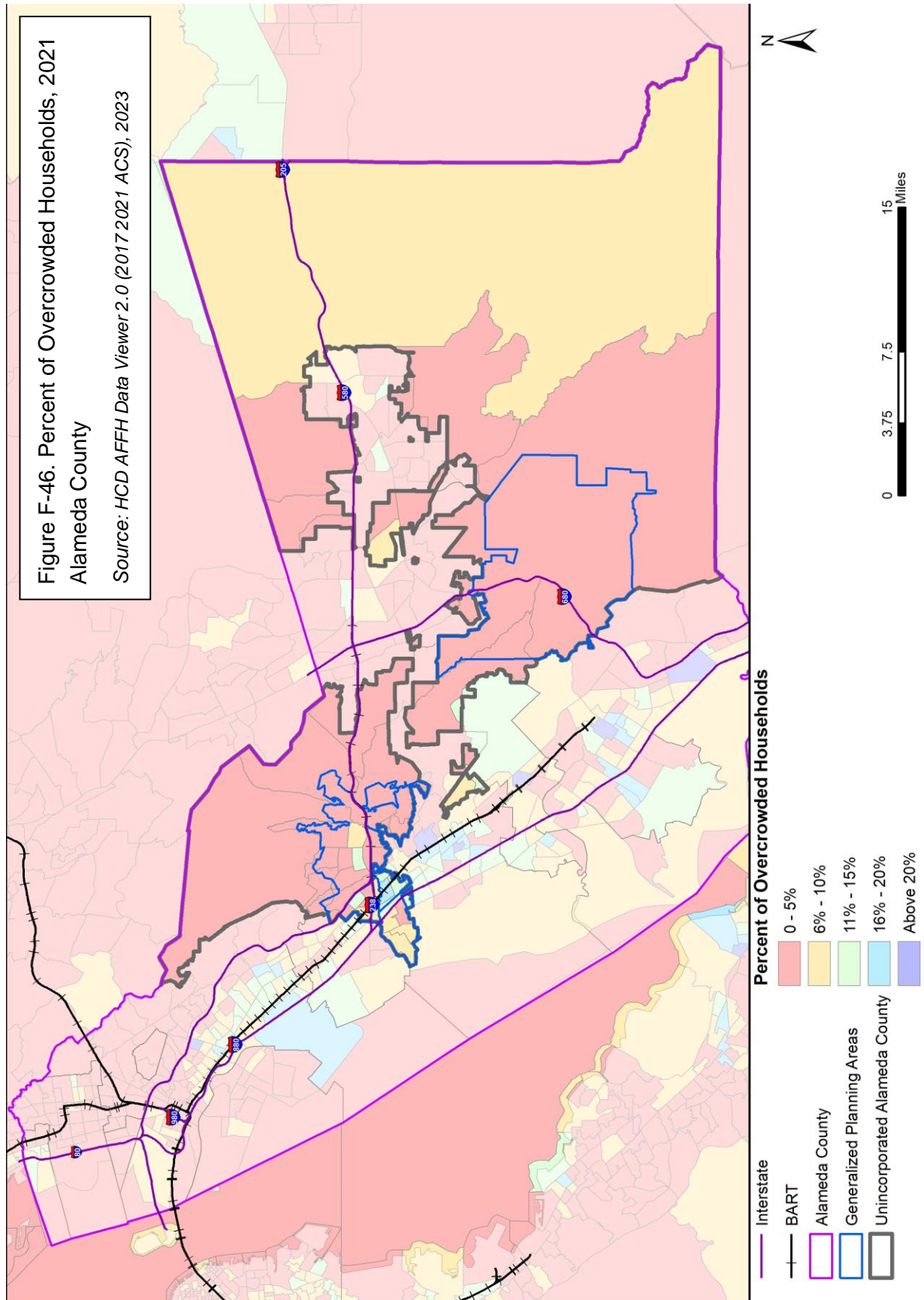
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<sup>21</sup> Jo, N., Vallebuena, A., Ouyang, D., & Ho, D. E. (2024). Not (Officially) in My Backyard: Characterizing Informal Accessory Dwelling Units and Informing Housing Policy With Remote Sensing. *Journal of the American Planning Association*, 1–16.  
<https://doi.org/10.1080/01944363.2024.2345730>

severe overcrowding in West and East Oakland and tracts throughout Hayward and southern Alameda County. This is shown in blues and purples in Figure F-48. Looking more closely at the urban unincorporated areas, higher levels of severe overcrowding are in parts of Ashland, Cherryland, and Hayward Acres, as well as one tract each in San Lorenzo and southern Castro Valley.

Severe overcrowding in Alameda County does not follow the same patterns as overcrowding in the county. However, tracts with severe overcrowding are also areas with lower resource levels according to TCAC (Figure F-30), for example.







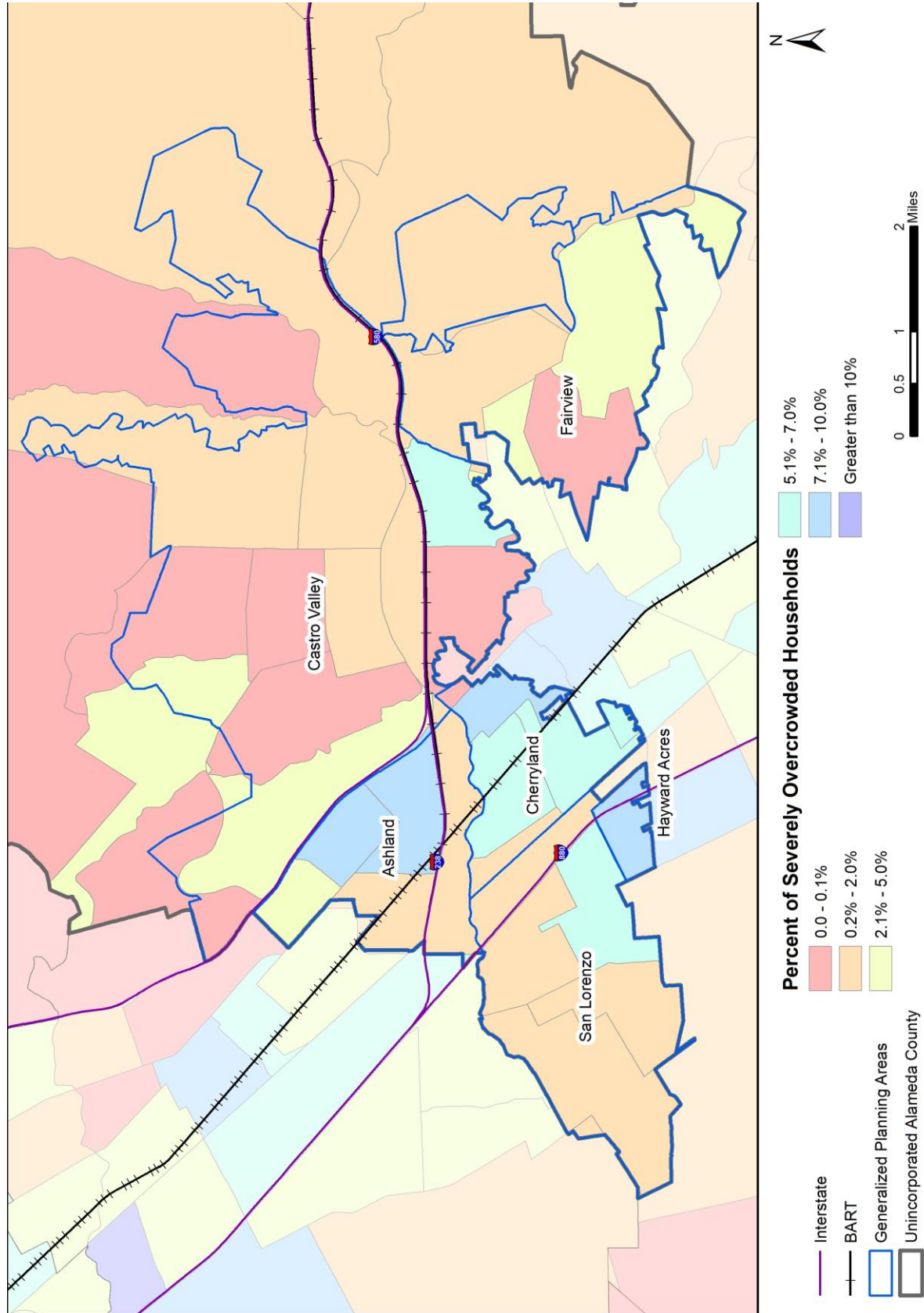
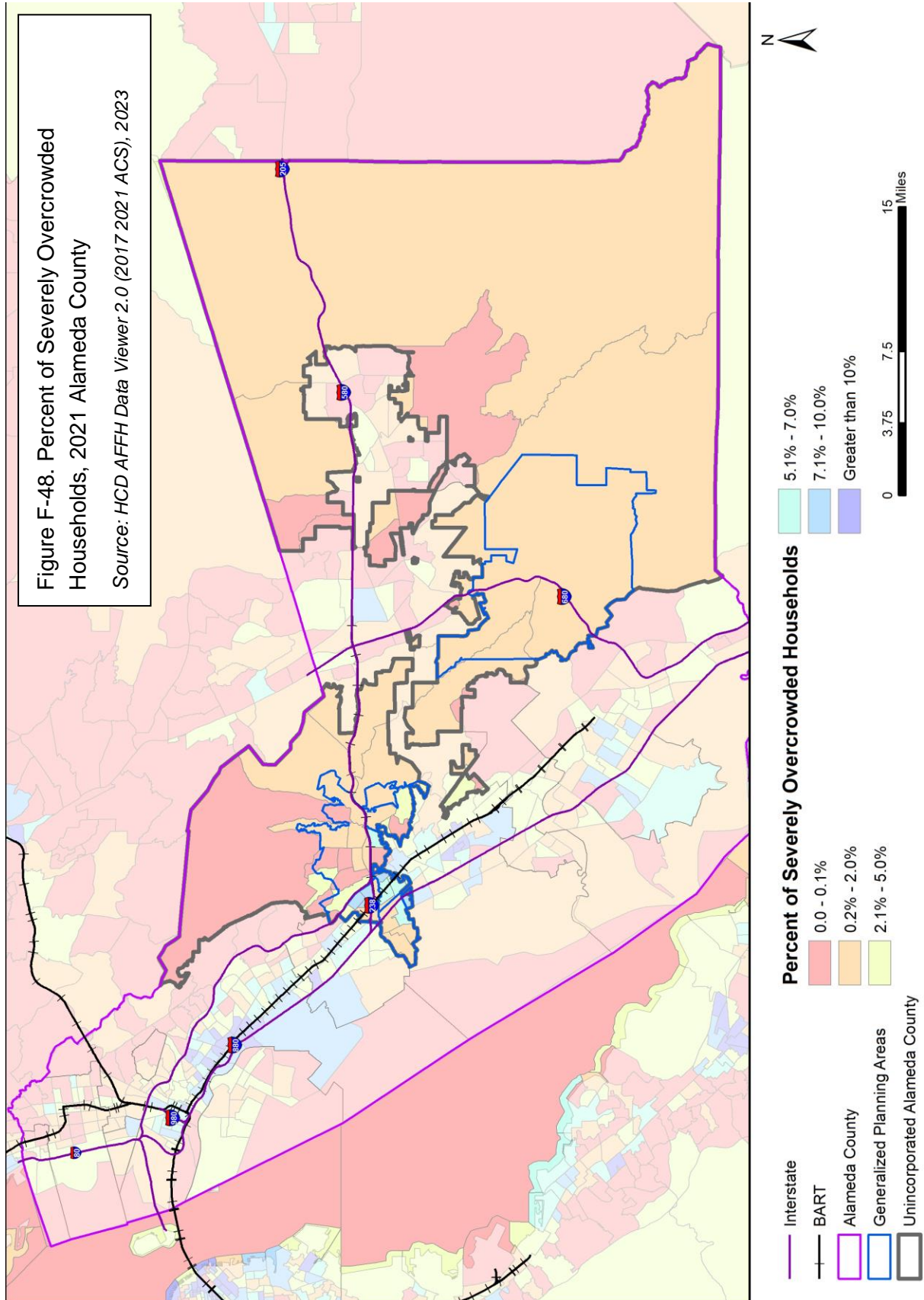


Figure F-47. Percent of Severely Overcrowded Households, 2021. Unincorporated Alameda County

Source: HCD AFFH Data Viewer 2.0 (2017 2021 ACS), 2023





## Substandard Housing

According to *In the Shadows of Eden: Rising Rents, Evictions, and Substandard Living Conditions in Alameda County*<sup>22</sup>, a report published by My Eden Voice (MEV) and East Bay Housing Organizations (EBHO) in July 2023, substandard housing is a significant issue in the unincorporated communities. 40% of renters who participated in the 2023 Unincorporated Renters Survey report living with at least one unmet housing repair for well beyond 30 days. Habitability issues reported through MEV and EBHO's surveying include mold, leaking water fixtures, garbage and rodents, lead paint exposure, and broken water heaters. These problems match the kind of problems generally reported to Code Enforcement. As discussed in the following section on residency age, a majority of tracts in the Eden Area have more than 40% of housing units built pre-1960, and older units can be more prone to habitability issues.

### Residency Age

As residencies age, they require more significant rehabilitation. Generally, structures between 30 and 50 years of age (built between the 1970s and 1990s) require minor repairs and modernization improvements. Buildings older than 50 years (built pre-1970s) often need more significant repairs and modernization to major systems. Replacing roofs or repairing the plumbing of a house are more likely to cost more than minor repairs.

### *Local*

In Unincorporated County, the tract with the largest number of pre-1960 homes is in San Lorenzo (tract 4360) with 85.94% of homes built pre-1960. Figure F-49 shows this tract in purple. This part of San Lorenzo was developed by the Bohannon Company and other developers during the post-war 1940s and into the 1950s as part of the post-war development boom. The rest of San Lorenzo (tracts 4357, 4359, 4358, and 4361) also have more pre-1960 homes than neighboring parts of Unincorporated Alameda County.

The rest of Unincorporated Alameda County has slightly newer construction. In Ashland and Cherryland, all but 2 tracts have between 40 and 60% of home structures built before 1960. Most of northern Castro Valley also skews towards having between 40 and 60% of home structures built before 1960. Southern Castro Valley, Fairview, and Hayward Acres all skew more recent, with only between 20% and 40% of houses being built before 1960.

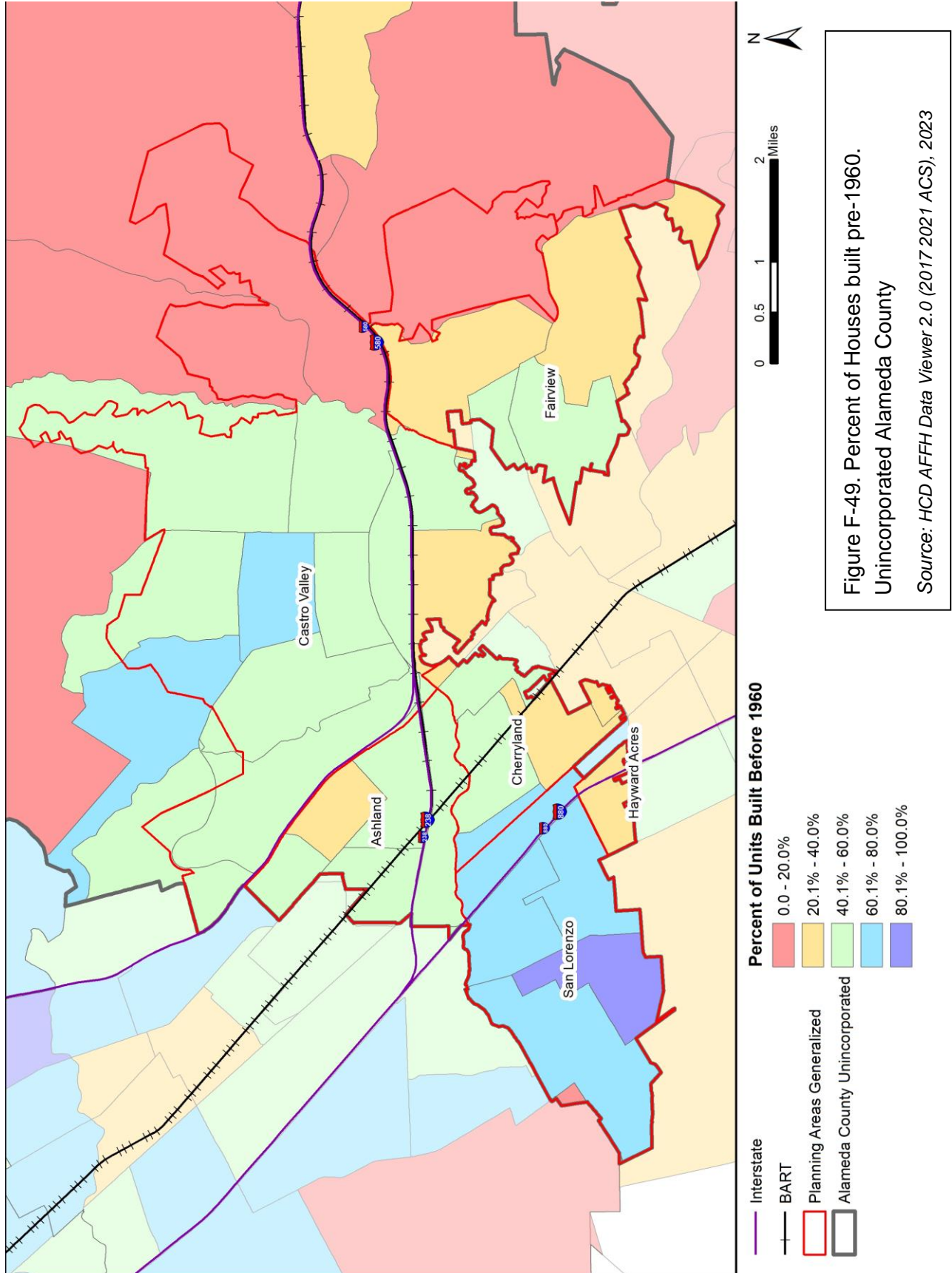
Unincorporated Alameda County is in part known for its naturally occurring affordable housing, or NOAH. NOAH is a direct result of the aging housing described in this section, the urbanized areas' distance from major job centers (described in the Jobs Proximity Index section) and disinvestment resulting from remaining unincorporated.

### *Regional*

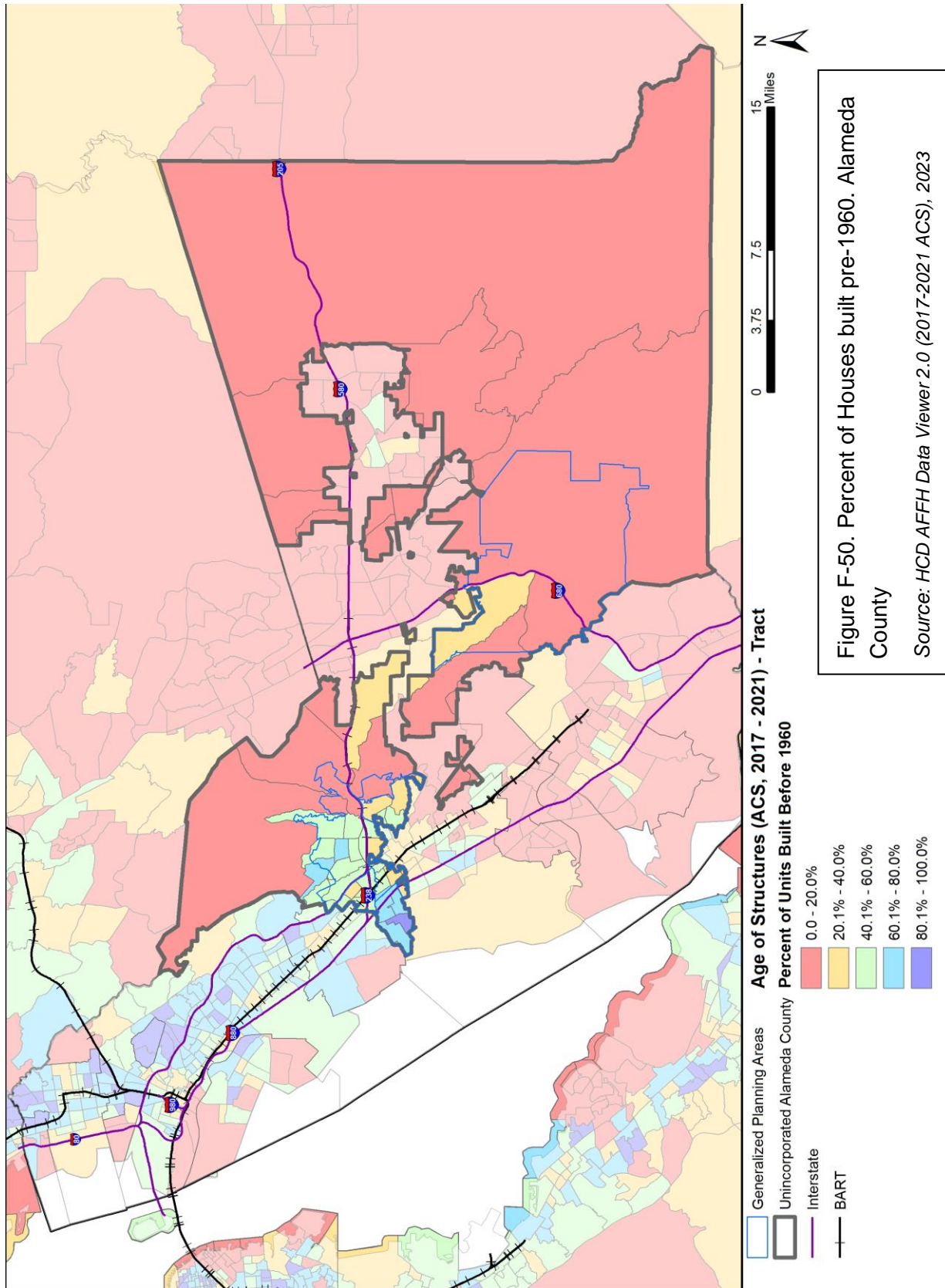
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<sup>22</sup> My Eden Voice and East Bay Housing Organizations. "In the Shadows of Eden: Rising Rents, Evictions, and Substandard Living Conditions in Alameda County," July 2023. <https://ebho.org/wp-content/uploads/2023/07/In-the-Shadows-of-Eden-Report.pdf>.

Looking at Figure F-50, there are higher concentrations of pre-1960s housing located throughout coastal Alameda County: Kensington, Piedmont, Alameda, north and east Oakland, and north San Leandro all have at least one tract with 80% or more homes being built pre-1960. East County, as well as southern Alameda County has significantly less pre-1960s buildings, with many tracts having less than 20% of homes constructed pre-1960.









### Lacking Complete facilities

#### *Local*

In Unincorporated Alameda County, less than 2% of housing units in almost every tract has an incomplete kitchen or incomplete plumbing (Figures F-51 and F-53). There are 4 tracts with between 2% and 5% of units having incomplete kitchens. These tracts include 4506.01, which includes parts of the Castro Valley Canyons, the hills above Hayward, and Sunol; 4352 in Fairview; and 4355 and 4363.01, which overlap between Cherryland and neighboring Hayward. Only one tract has between 2% and 5% of units without complete plumbing, 4305 on the western edge of Castro Valley.

#### *Regional*

Similar to unincorporated Alameda County, the county overall has a very small number of reported units without complete facilities in almost every tract (Figures F-52 and F-54). Also like the unincorporated areas, there are more tracts with incomplete kitchen facilities than there are incomplete plumbing facilities. Berkeley, Oakland, Union City, and San Leandro all have at least one tract with more than 5% of units lacking complete kitchen facilities. Only two tracts have between 5% and 10% of units lacking complete plumbing, both in Oakland.

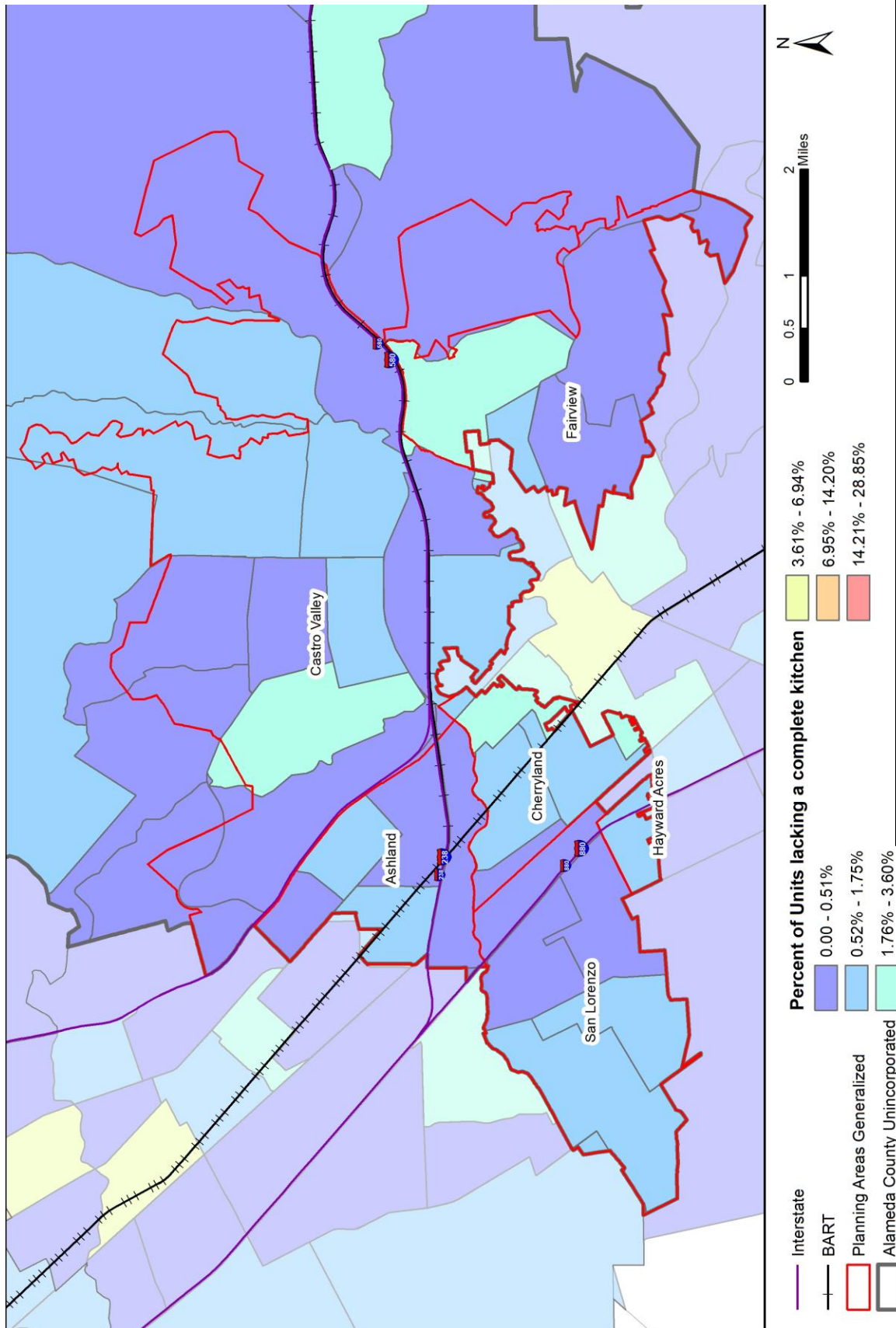
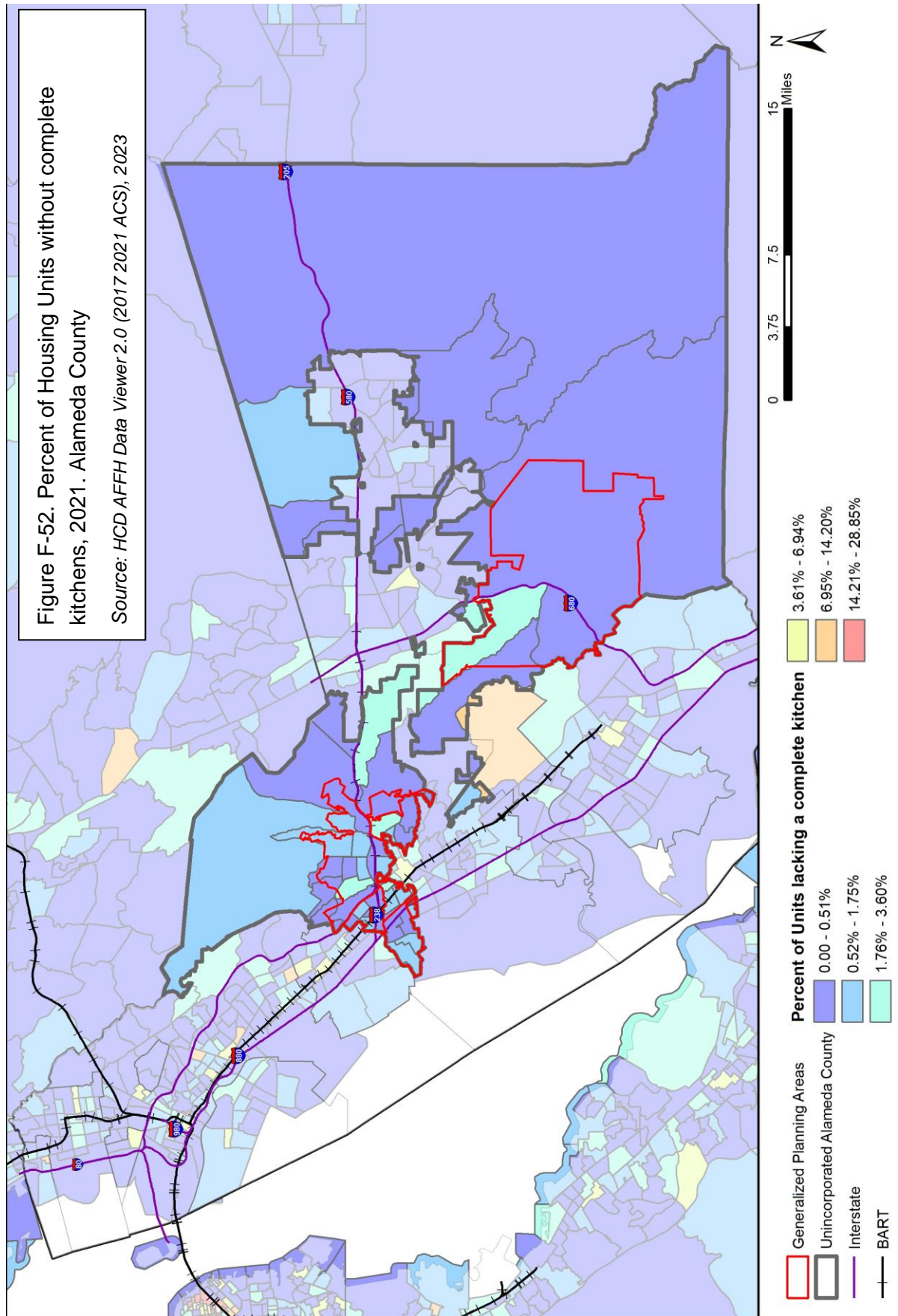
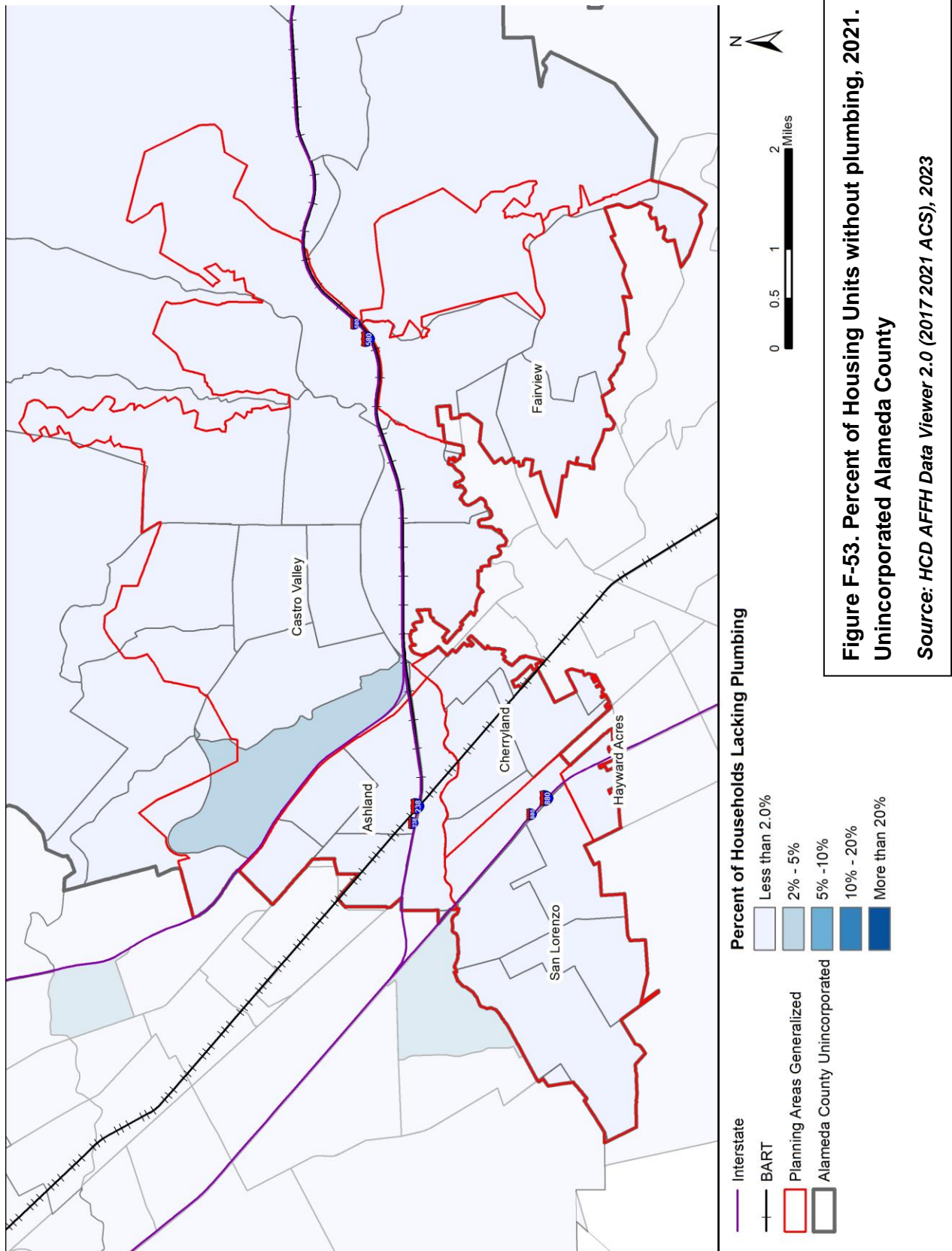


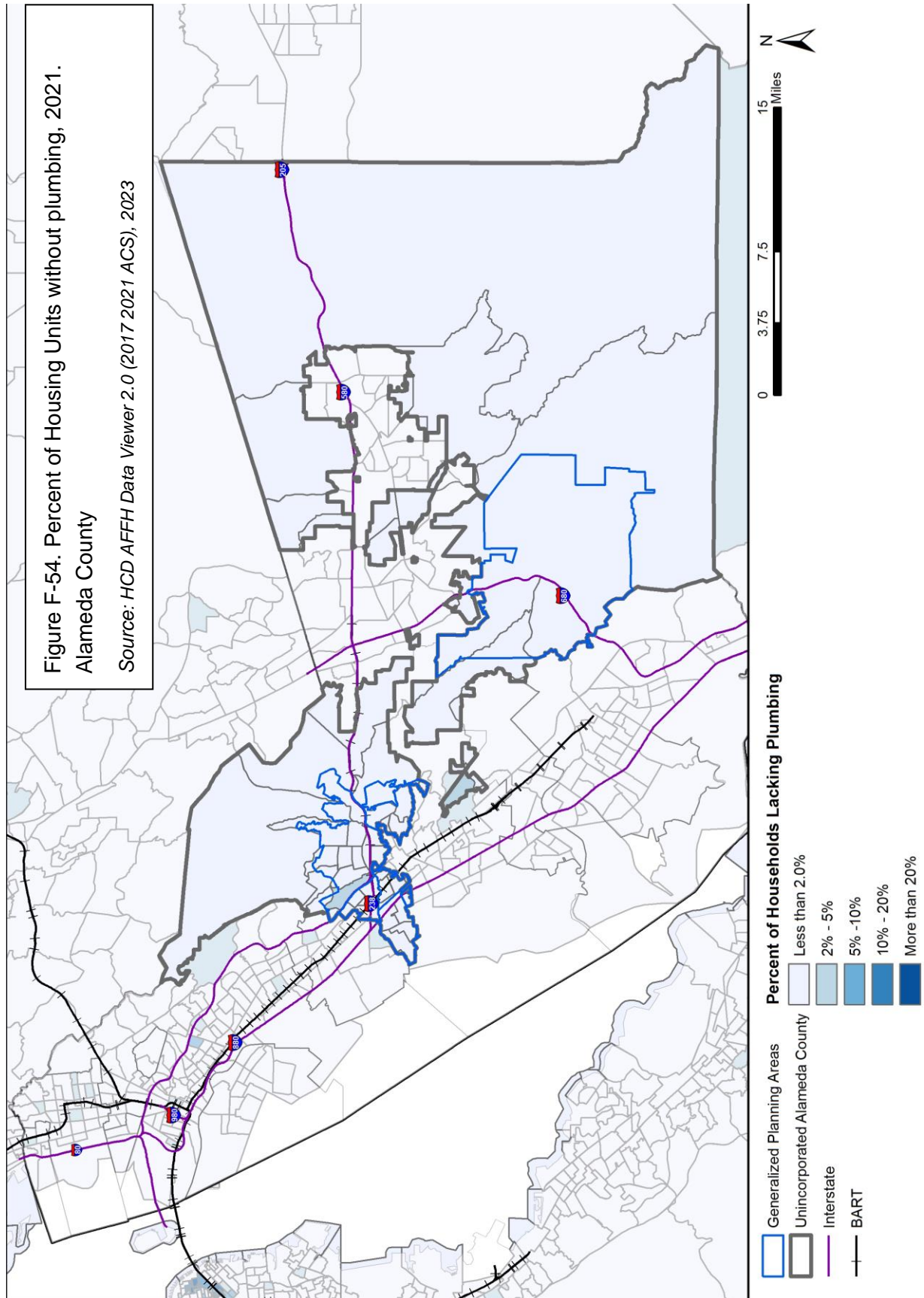
Figure F-51. Percent of Housing Units without complete kitchens, 2021.  
Unincorporated Alameda County

Source: HCD AFFH Data Viewer 2.0 (2017 2021 ACS), 2023











## Displacement Risk

This section will address some of the factors associated with housing instability and how to programmatically alleviate the risk to households that are prone to displacement. While no one indicator can predict displacement, there are several data sets that can assist the County with identifying areas with a disproportionate number of susceptible households.

The Urban Unincorporated Area is like many jurisdictions in the overall County, with both very stable, more affluent neighborhoods (that trend less racially diverse) combined with lower income, less stable neighborhoods in terms of community resources and public health indicators (health, education, credit etc.). The causes of this development pattern are well documented in much of the analysis in this appendix; this analysis of displacement and housing precarity specific to the unincorporated area shows there are specific neighborhoods that should be examined critically – and to show that the RHNA Site Inventory proposes development patterns that support the most vulnerable neighborhoods.

### ***From Affirmatively Furthering Fair Housing Guidance for All Public Entities and for Housing Elements (April 2021 Update):***

Shifts in neighborhood composition are often framed and perpetuated by established patterns of racial inequity and segregation. Neighborhood change is influenced by three processes: movement of people, public policies, and investments, such as capital improvements and planned transit stops, and flows of private capital (Zuk et al 2015). These processes can disproportionately impact people of color, as well as lower income households, persons with disabilities, large households, and persons at-risk or experiencing homelessness. These processes can also displace people to the extent of homelessness. An assessment of displacement within a city should address these three processes and their mutual dependencies, particularly as mediated by race and scale. For the purposes of this guidance, displacement is used to describe any involuntary household move caused by landlord action or market changes. Displacement is fueled by a combination of rising housing costs, rising income inequality, stagnant wages, and insufficient market-rate housing production (Been, Ellen, & O'Regan 2018). Decades of disinvestment in low-income communities, coupled with investor speculation, can result in a rent gap or a disparity between current rental income of the land, and potentially achievable rental income if the property is converted to its most profitable use.

Displacement can broadly be understood to be caused by disinvestment, investment-fueled gentrification, or a process combining the two. Low-income neighborhoods experience displacement due to disinvestment resulting from both public and private sector decisions. Similarly, both public and private investments fuel displacement by attracting residents with higher incomes and higher educational attainments into low-income communities (Chapple 2020). These forces can cause both physical

displacement, preventing low-income communities of color from benefiting from the new economic growth; cultural displacement, as cultural resources disappear and communities are disrupted; and/or exclusionary displacement, with increasing housing prices preventing the entrance of low-income households (Cash et al. 2020).<sup>23</sup>

Large sections of Alameda County contain residential areas where basic housing is under “High Risk” – where families risk being displaced from either an economic hardship, eviction, or job change (Figure F-55). The same areas that tend to be low income are also at the most risk of losing housing. The corridor along I-880, and below I-580, parts of Oakland (both east and west), San Leandro and Hayward (including the unincorporated area) are most likely to live in a situation of housing insecurity or precarity. In the unincorporated areas there is high displacement risk concentrated where in higher density areas of Ashland and Cherryland, which tends to be lower resourced and higher percentage of lower income households.

Evictions are a major concern throughout Alameda County, especially in anticipation of significant levels of evictions could occur once the County’s eviction moratorium expires in April of 2023. The backdrop for this concern is the already vulnerable nature of housing for many County residents.

During the COVID-19 pandemic, the County has had an eviction moratorium in place to protect those most vulnerable to eviction during the economic downturn caused by the pandemic. The impact on both tenants and landlords is well documented in public forums held by the County Board of Supervisors, especially over the past few months as it has considered both the expiration of the moratorium, as well as a suite of “Fair Housing” ordinances such as just-cause evictions.

As the moratorium sunset in April 2023, the housing situation for those most at risk is a cause for concern. While the County continues to find resources for households experiencing housing precarity, the data shows that a significant number of households in the unincorporated area are in the Higher Risk category based on the modeling from the Urban Displacement Project. Oakland leads the County in areas prone to housing precarity, with virtually no housing risk in the East County and those areas that trend higher income.

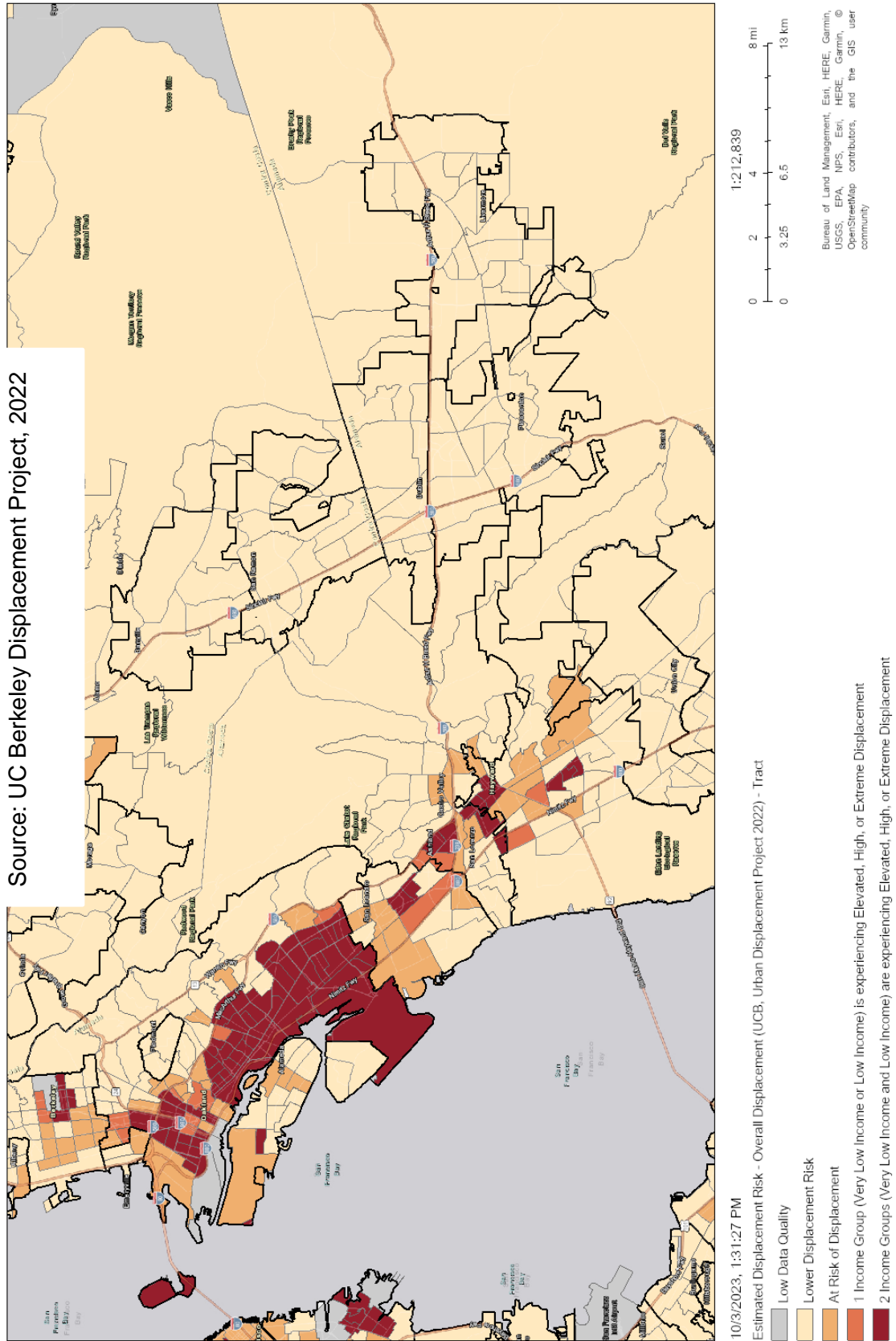
According to surveying reported in My Eden Voice’s *In the Shadows of Eden: Rising Rents, Evictions, and Substandard Living Conditions in Alameda County*, published in July 2023, many residents of the Eden Area fear rent increases, fear harassment from their landlords, and do not know their rights as renters.<sup>24</sup> Self-eviction and lack of affordability both contribute to displacement risk.

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<sup>23</sup> [https://www.hcd.ca.gov/community-development/affh/docs/affh\\_document\\_final\\_4-27-2021.pdf](https://www.hcd.ca.gov/community-development/affh/docs/affh_document_final_4-27-2021.pdf)

<sup>24</sup> My Eden Voice and East Bay Housing Organizations. “In the Shadows of Eden: Rising Rents, Evictions, and Substandard Living Conditions in Alameda County,” July 2023. <https://ebho.org/wp-content/uploads/2023/07/In-the-Shadows-of-Eden-Report.pdf>.

Figure F-55.  
Source: UC Berkeley Displacement Project, 2022



## Natural Disaster and Displacement

Natural disasters can cause displacement, especially for people without earthquake insurance, financial resources to rebuild their homes, or the potential to access federal emergency funding. The late 2022/early 2023 flooding of San Lorenzo Creek and related mudslides and road closures in Castro Valley are just one recent example of how major weather events impact communities. It is important to consider possible future weather events and their impacts on housing options and availability.

Alameda County is in the process of updating the Safety Element and Community Climate Action Plan Element of the General Plan, concurrent with the completion of the 6<sup>th</sup> Cycle Housing Element. Further analysis of the impacts of natural disaster on unincorporated Alameda County will be in these updates.

### *Fires*

Since 2013, there have been 29 significant fires in Alameda County, resulting in 3,168 acres burnt. Of the 29 fires, 26 occurred in Unincorporated Alameda County. A separate 26 of the 29 fires also occurred in East Alameda County. As shown in Figure F-56, the Castro Valley hills and Canyonlands as well as the Fairview area have a Very High or High fire risk. This is like many of the hills in Alameda County. In addition, virtually all of unincorporated east County has a High or Moderate risk of fire.

Areas with higher fire risk have lower housing densities and higher rates of homeownership (see Figure F-57). Apart from Fairview and the westernmost Castro Valley hills, these areas are also Racially Concentrated Areas of Affluence (RCAs). Collectively, this information suggests households most at risk of fire will be more able to rebuild, rather than be displaced.

As of the May 2024 (second draft) Sites Inventory, excluding projects currently under development, there are 142 parcels and 936 units in fire zones: 18 sites and 315 units in the moderate risk zone, which includes the Sheriff Substation site; 93 sites and 515 units in the high fire risk zone; and 31 sites and 106 units in high fire risk zones. After further discussion with CEQA consultants, all proposed rezonings in the very high fire risk zones were removed for the 3<sup>rd</sup> Draft Housing Element sites inventory submitted to state HCD. This is further discussed in Appendix B.

### *Earthquakes and Landslides*

According to the U.S. Geological Survey (USGS), between 2014 and 2044, there has been a 51% chance that the San Francisco will experience one or more magnitude-7.0 or greater earthquakes. There's also a 98% chance of one or more magnitude-6.0 or greater quakes hitting the Bay Area in the same 30-year period.<sup>25</sup>

There are 3 major faults that pass through unincorporated Alameda County, visible in Figure F-58. The Hayward fault passes through urban unincorporated Alameda County as well as most

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<sup>25</sup> <https://www.earthquakeauthority.com/California-Earthquake-Risk/Faults-By-County>

dense communities in the East Bay. The Calaveras fault passes near Sunol and sits on the western side of Dublin and Pleasanton, and the Greenville fault sits on the eastern side of Livermore.

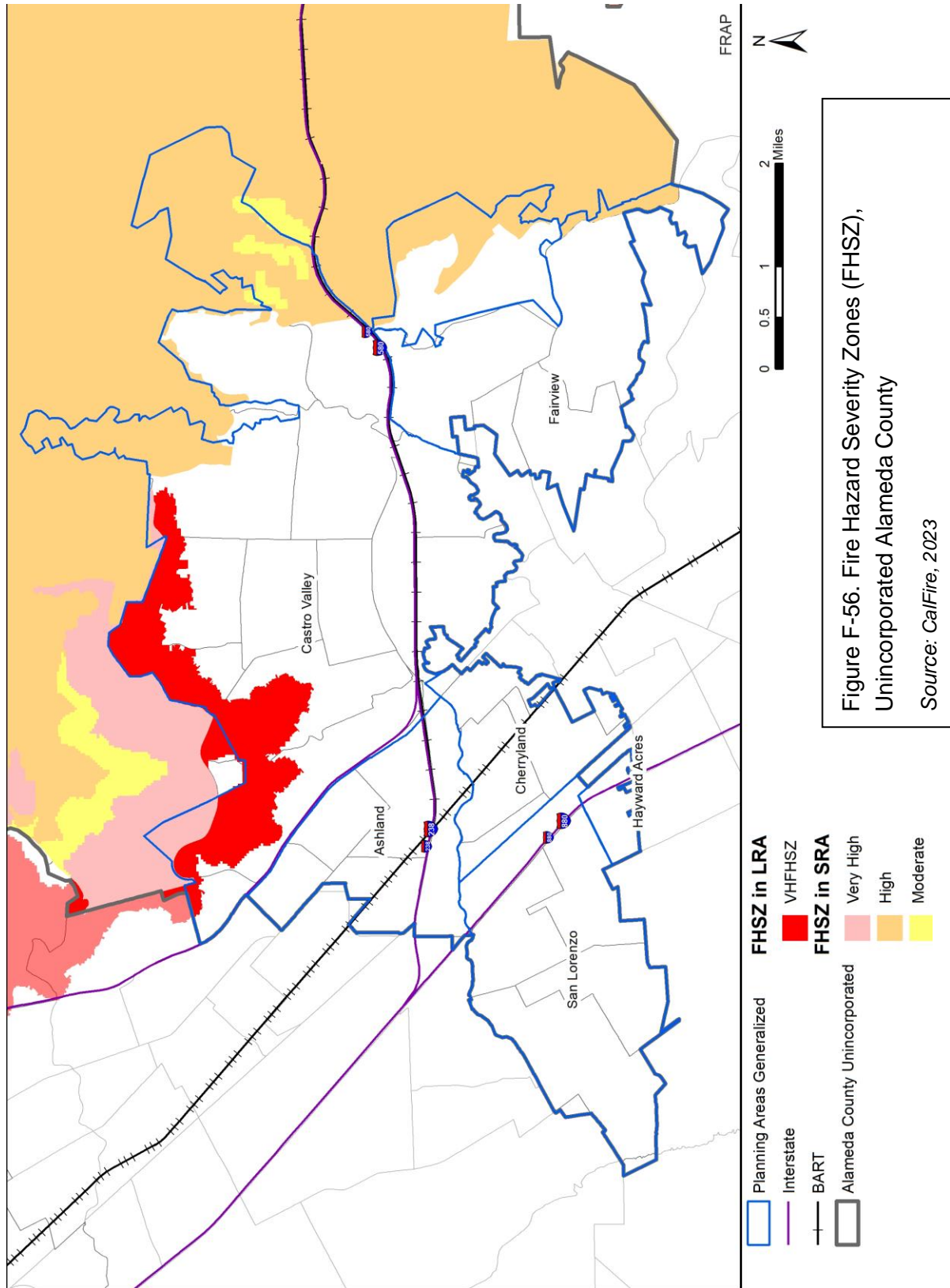
Liquefaction, when soil temporarily turns to quicksand and cannot support buildings, is one major risk caused by earthquakes. Like many communities facing the San Francisco Bay, most of the Eden Area – Hayward Acres, Ashland, Cherryland, and San Lorenzo—is in a liquefaction zone, according to the California State Department of Conservation's California Earthquake Hazards Zone Application. The Castro Valley Hills and much of Fairview are at greater risk of landslides, and the same areas of Castro Valley identified as at risk of flooding are also at risk of liquefaction.

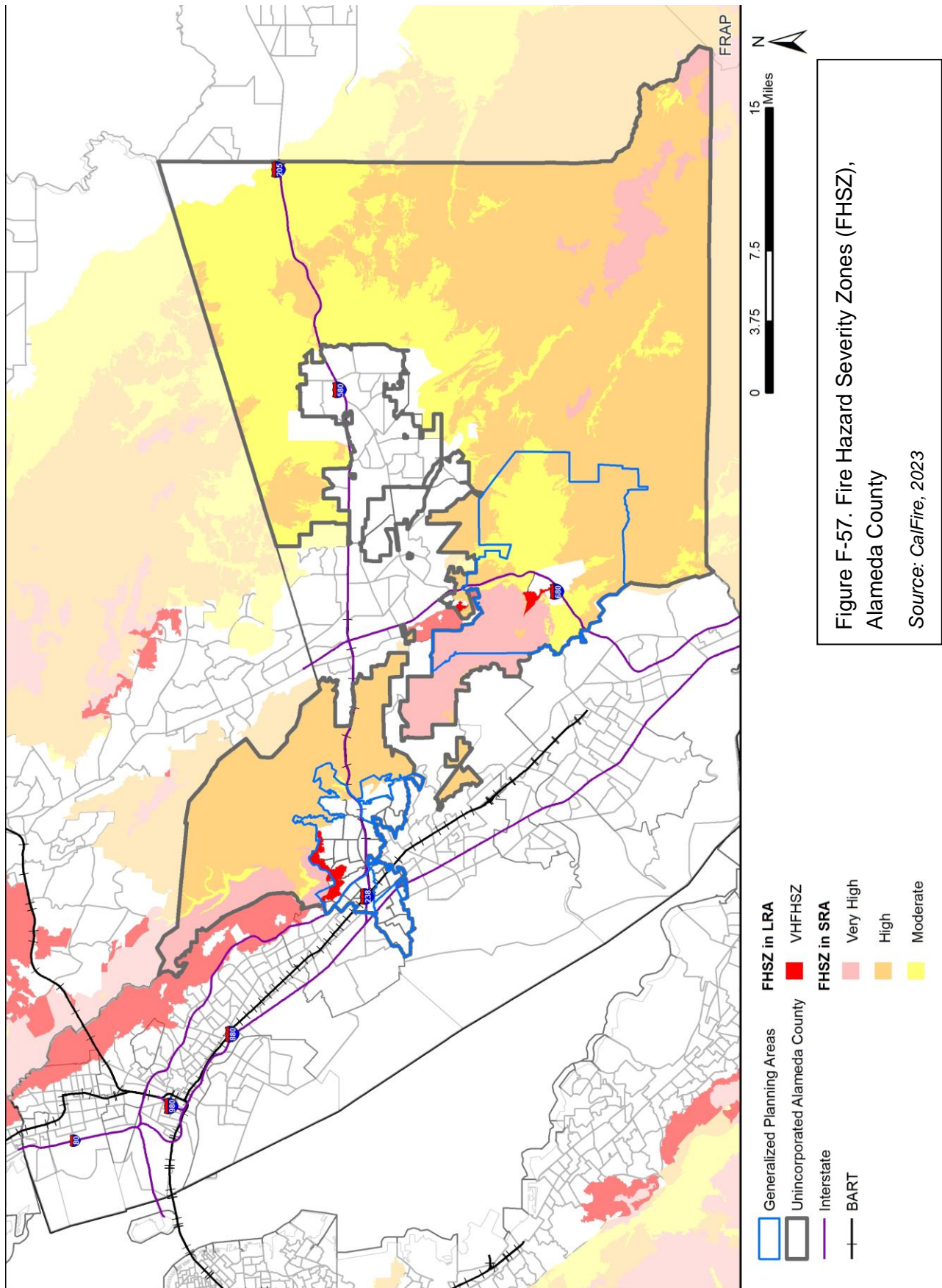
Structures built today are far more resilient to seismic activity than older housing, which is more likely to be affordable as naturally occurring affordable housing (NOAH). Renters are also more susceptible to losing housing due to disaster than are homeowners. Programs listed in the Housing Element body will help mitigate these harms by promoting new housing at all income levels. Further programs specific to disaster safety can be found in the future updated Safety Element.

### *Flooding*

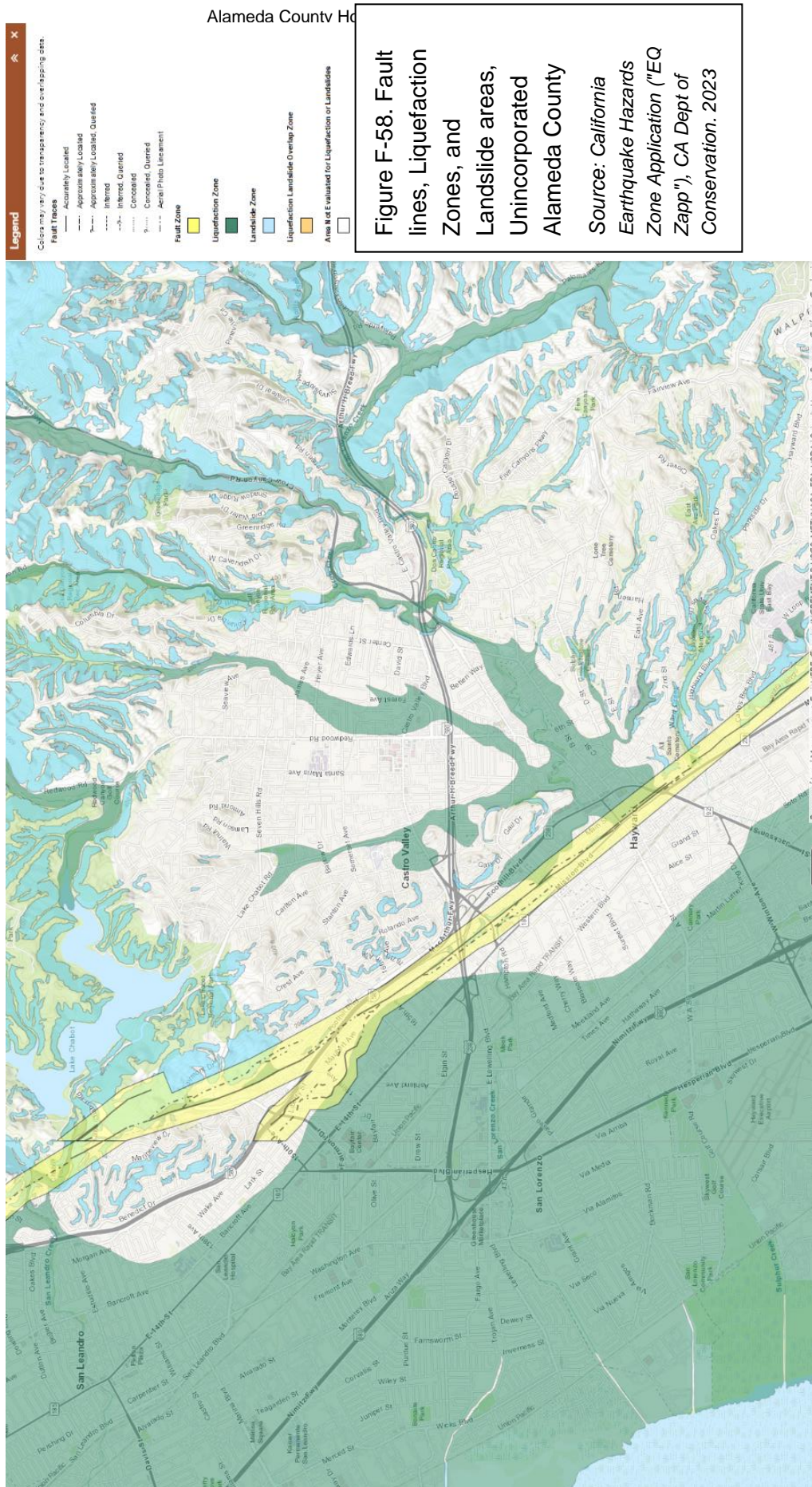
January 2023 rains illustrated how heavy rains can overwhelm existing water infrastructure in Alameda County. Particularly in the hilly areas of unincorporated communities, there are not many redundant streets. Damaged or closed major roads can have serious impacts on local residents. Flooding is possible nearest the bay in western San Lorenzo and throughout Alameda County along existing creeks and flood control channels. This is true throughout much of Alameda County.



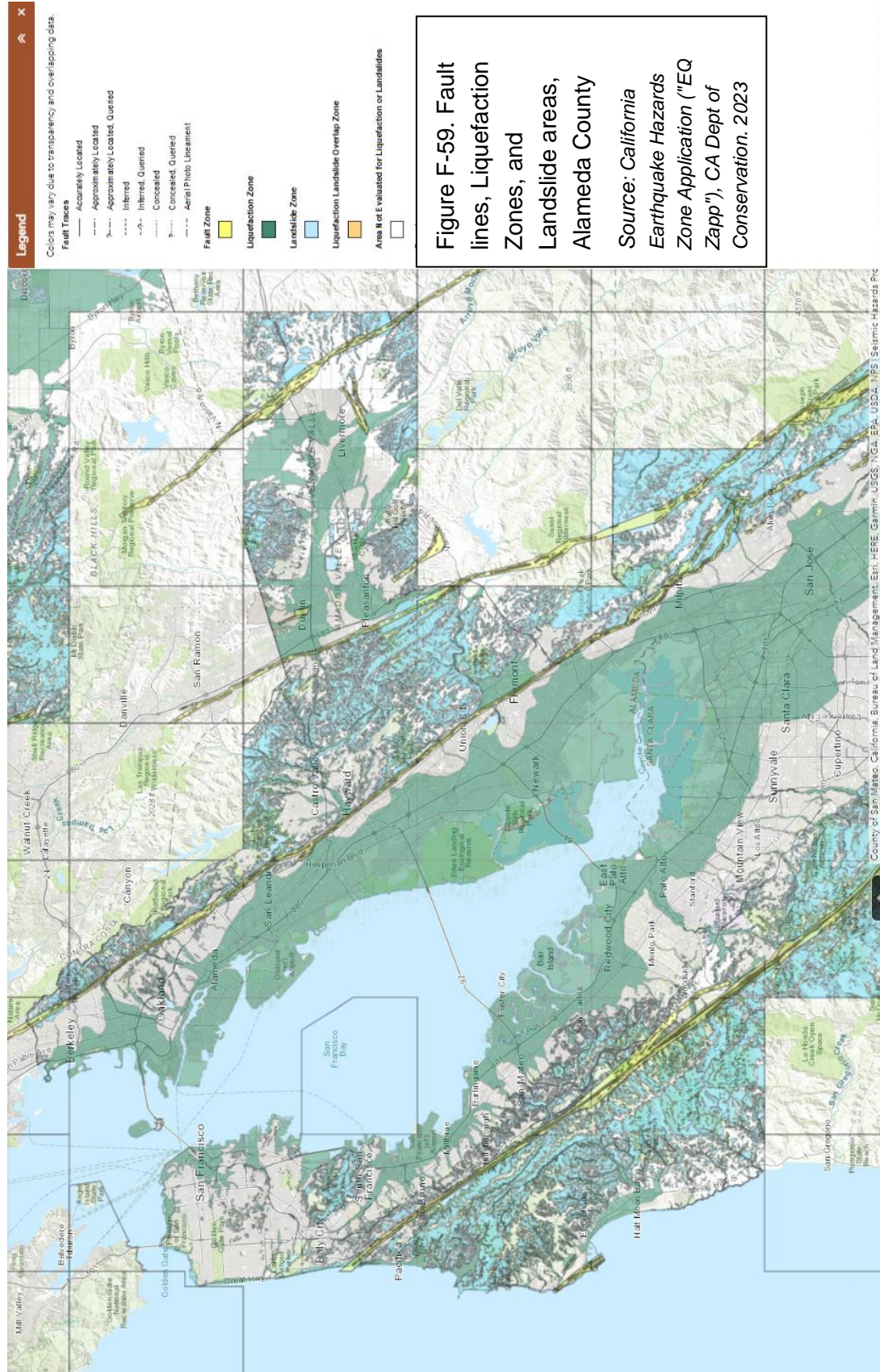












## Homelessness

Homelessness is a major problem throughout California, and this is no different in the Bay Area. HUD defines homelessness as “individuals and families who lack a steady, regular, and sufficient nighttime residence and includes a smaller group for an individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter.”<sup>26</sup>

Alameda County had a population of 1,670,834 in 2020, and at that time approximately 0.59% of the population was experiencing homeless. Similarly, Unincorporated Alameda County had a population of 148,452 in 2020 and 0.33% of its population that is homeless.<sup>27</sup>

During the 2022 Point in Time Count, only 91 of the 509 people, or 17.9%, counted had shelter in Unincorporated Alameda County (Figure F-62). County wide, 27% of the 9,747 counted people were sheltered (Figure F-60). While both numbers are low, a smaller percentage of people experiencing homelessness were sheltered in Unincorporated Alameda County than countywide. According to the Unincorporated Homeless Action Plan 2018-2021, the majority of the sheltered and unsheltered people were located in the western unincorporated areas of Ashland/Cherryland and Castro Valley (an estimated 147 people or 76% of the Unincorporated Area Point in Time count) and in the eastern unincorporated area near Livermore (an estimated 47 people or 24% of the Unincorporated Point in Time count in 2017).

Figures F-61 and F-63 look at the racial breakdown of the homeless population in Alameda County and the unincorporated areas. 57% of people experiencing homelessness are white. 21% are Black, and 7% are American Indian or Alaska Native. Compared to the racial makeup of Unincorporated Alameda County described in section F.4.2, white, Black, and American Indian or Alaska Native peoples are all over-represented.

This is reversed in the County overall. Black people make up 42% of Alameda County’s homeless population. 38% are white, and 6% are of multiple races. Black people are overrepresented in the population of people in Alameda County overall experiencing homelessness.

In Unincorporated Alameda County the greatest number of unsheltered people live in tents, while in Alameda County as a whole the greatest number of unsheltered live in cars/vans. The percentage of unsheltered people living in tents in Unincorporated Alameda County is 41%, and in Alameda County it is 31%. The percent of unsheltered living in RVs in Unincorporated Alameda County is 11% in Alameda County it is 22%; and the percent of unsheltered living in Cars/Vans in Unincorporated Alameda County is 17% in Alameda County it is 32%.<sup>28</sup>

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<sup>26</sup> “Definition of Homelessness”. HUD, 2023, [hud.gov](https://www.hud.gov)

<sup>27</sup> “Alameda County Population”. Housing Needs Data Report: Unincorporated Alameda, ABAG 2021, p. 11, <https://mtcdrive.app.box.com/s/nei8x775oi5m47mqhu8ctpyyqrio2v3/file/794875935734>

<sup>28</sup> “Unincorporated County 2022 Point in Time Count, Unsheltered and Sheltered Report”. Everyone Counts 2022, Everyone Home 2022, <https://everyonehome.org/wp-content/uploads/2022/05/Unincorporated-County-PIT-2022-Infographic-Report.pdf>

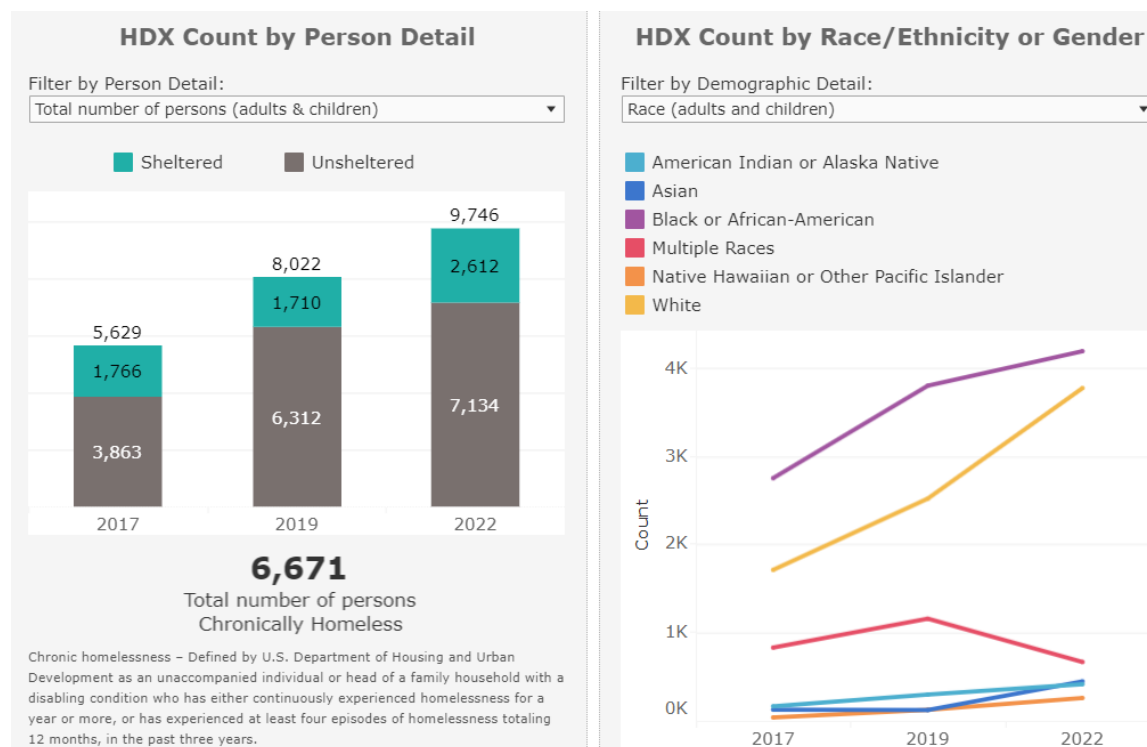


Overall, the Unincorporated Alameda County population experiencing mirrors that of Alameda County, even considering demographics.

Along with homelessness data there are many areas in the unincorporated area that are at risk of being displaced. Several areas in Ashland, Cherryland, Hayward Acres, and Castro Valley as seen in Figure F-64 below are at risk of displacement.<sup>29</sup> This is another important factor in discussing homeless data because those that are at risk of displacement could become the next to become homeless.

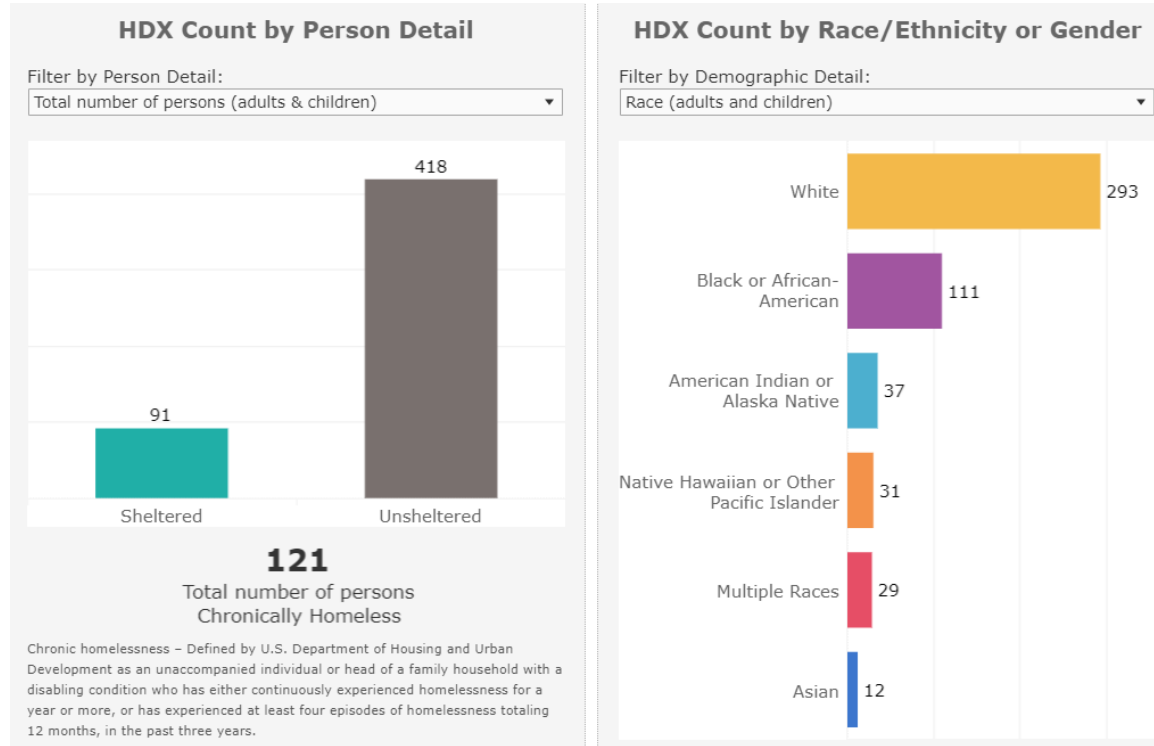
One of the goals of this Housing Element is to lessen homelessness by increasing housing throughout the unincorporated area, specifically housing for low and very-low income households. Many people who are homeless today became homeless because they could not afford their housing. Several programs and services are available in Alameda County that are offered by the Alameda County Social Services Agency such as the California Work Opportunity and Responsibility to Kids (CalWORKS) Assistance program, that provides temporary assistance regionally or countywide. CalWORKS Housing Assistance program, if eligible may obtain assistance with permanent and temporary housing, moving costs, eviction prevention, and case management. Additional programs include the Housing Advocacy and the Emergency Shelters and Hotel Vouchers programs. These services in addition to increasing the supply for affordable housing can help to combat homelessness.

Figures F-60, F-61. Alameda County 2022 Point in Time Data








<sup>29</sup> “Estimated Displacement Risk”. AFFH Data and Mapping Home, Esri 2022, <https://www.arcgis.com/apps/webappviewer/index.html?id=4d43b384957d4366b09aeeae3c5a1f60>

Figures F-62, F63. Unincorporated Alameda County 2022 Point in Time Data



Figures F-60 through F-63 are from the Point in Time 2022 Interactive Data Dashboard. You can explore this data here: <https://public.tableau.com/app/profile/asr1451/viz/TableauAlamedaCounty-HDXandSurveyData/CountyHDX>

Table F-19. Locations of Unsheltered Population during 2022 Point in Time Count

					
	Tent	Car/Van	RV	Street/Outside	Abandoned Building
<b>Unincorporated County 2022</b>	175 (42%)	75 (18%)	49 (12%)	119 (28%)	1 (0%)
<b>Alameda County 2022</b>	2216 (31%)	2318 (32%)	1600 (22%)	958 (13%)	43 (1%)

Source: <https://everyonehome.org/wp-content/uploads/2022/05/Unincorporated-County-PIT-2022-Infographic-Report.pdf>

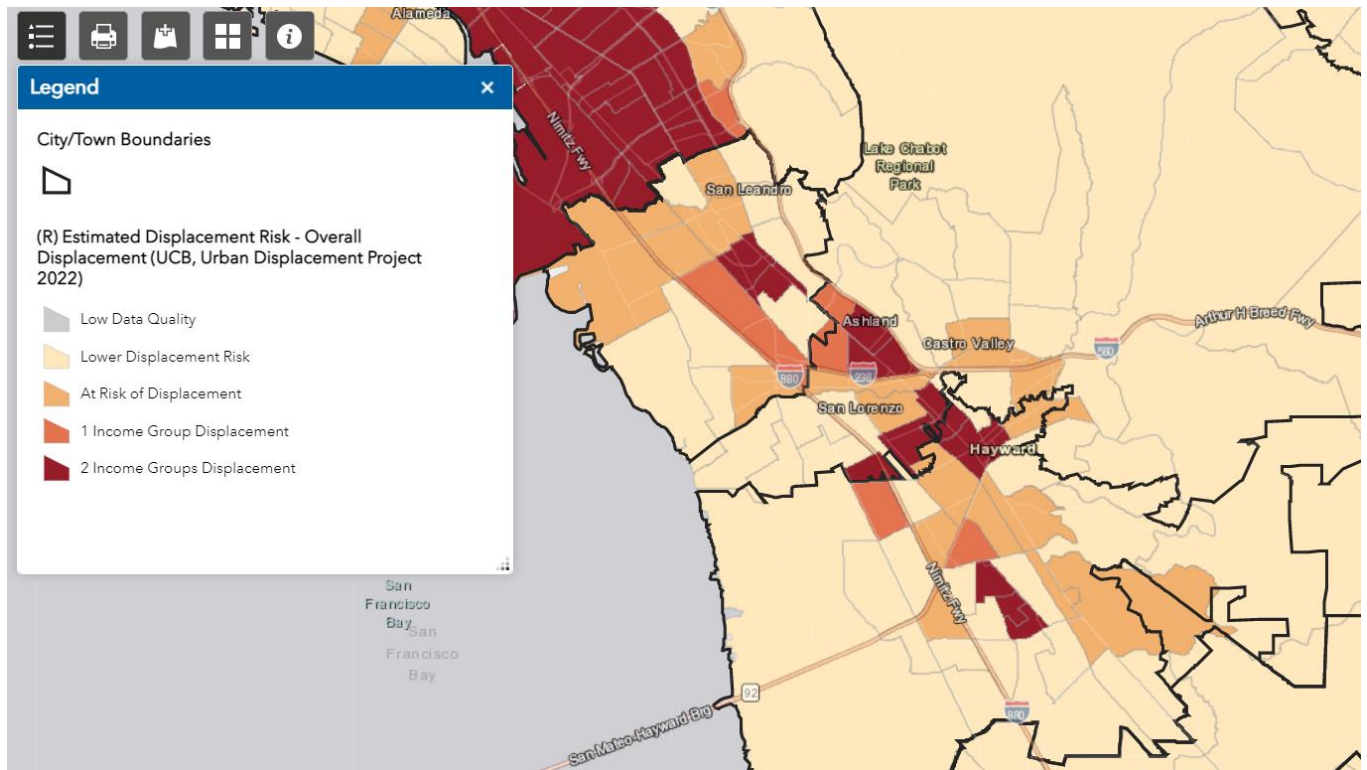


Figure F-64. Source: HCD AFFH Data Viewer 1.0 (UC Berkeley Displacement Project, 2020), 2022.

## F.4.6 Other Relevant Factors

### Transportation Access

Unincorporated Alameda County is served by Bay Area Rapid Transit (BART) and Alameda and Contra Costa Counties Transit (AC Transit). Other transit authorities serving other parts of the county include: the Emery Go-Round, the Livermore Amador Valley Transit Authority, Union City Transit, the San Francisco Bay Ferry, the Altamont Corridor Express, and the Capitol Corridor. Additionally, three prominent highways – 580, 880, and 238 – cross through the Unincorporated areas.

There are two BART stops in Unincorporated Alameda County: the southern part of Bay Fair Station and Castro Valley Station. The Bay Fair BART Station is located in Ashland and in close proximity to the Ashland/Cherryland Business District, has direct lines to many nearby cities, including Oakland, San Francisco, and Fremont. The Castro Valley BART Station also in close proximity to the Castro Valley Central Business District is generally located southern portion of Castro Valley, in the center median of Interstate 580, and the principal means of access between San Francisco and Oakland, to the west and Dublin Pleasanton and Livermore to the east. Both stations include large surface parking lot for BART riders. Residents in both majority white, majority people of color, high median income, and low median income census tracts have access

to heavy-rail public transit system that connects the San Francisco Peninsula with communities in the East Bay and South Bay.

The following bus lines currently serve the area:

- 10 (San Leandro BART to Hayward BART via E. 14th St.)
- 28 (connecting San Leandro and Hayward through Castro Valley)
- 34 (West Oakland through San Lorenzo to Hayward)
- 35 (connecting San Leandro, San Lorenzo, and Ashland)
- 60 (connecting Fairview to Hayward)
- 93 (Bay Fair BART to Castro Valley BART via San Lorenzo and Hayward)
- 95 (connecting Fairview to Hayward)
- 97 (Bay Fair BART to Union City BART)
- 801 (connecting San Leandro and Fremont)

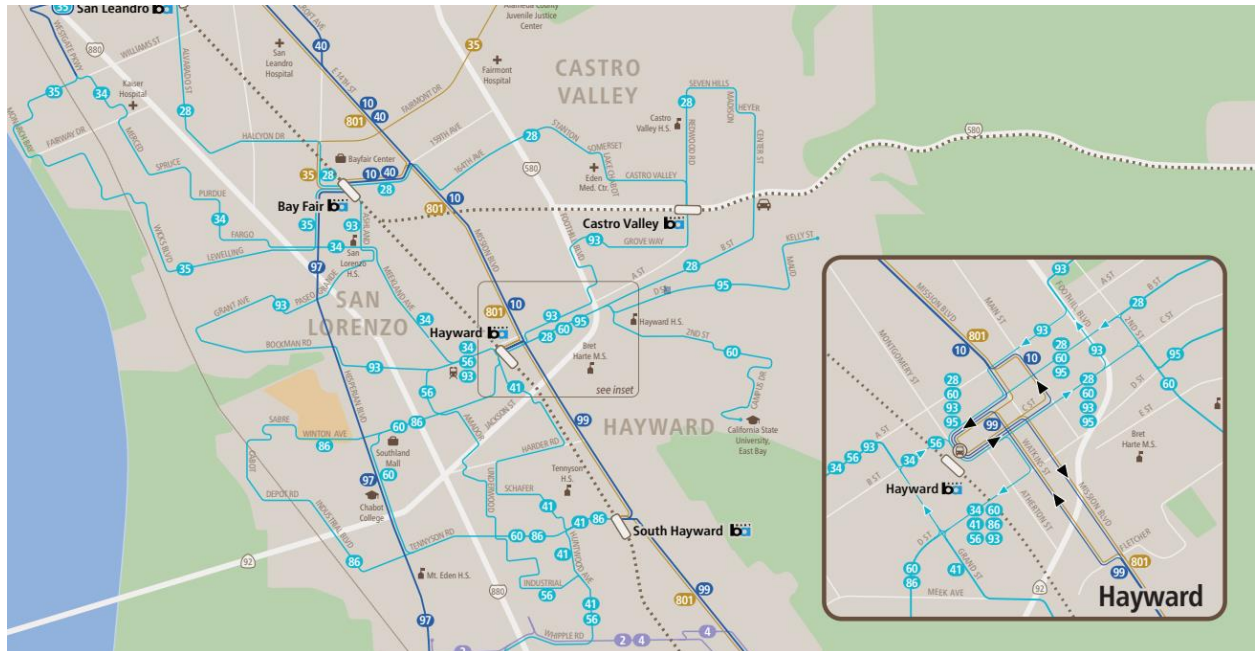


Figure F.65. This is a screenshot of the AC Transit System Overview Map, available here: <https://www.actransit.org/overview-maps>

The majority of these bus lines are local, connecting adjacent cities and neighborhoods to Unincorporated, and most focus on connecting passengers to BART. Castro Valley has the lowest coverage, with no lines connecting northern Castro Valley to BART or adjoining communities.



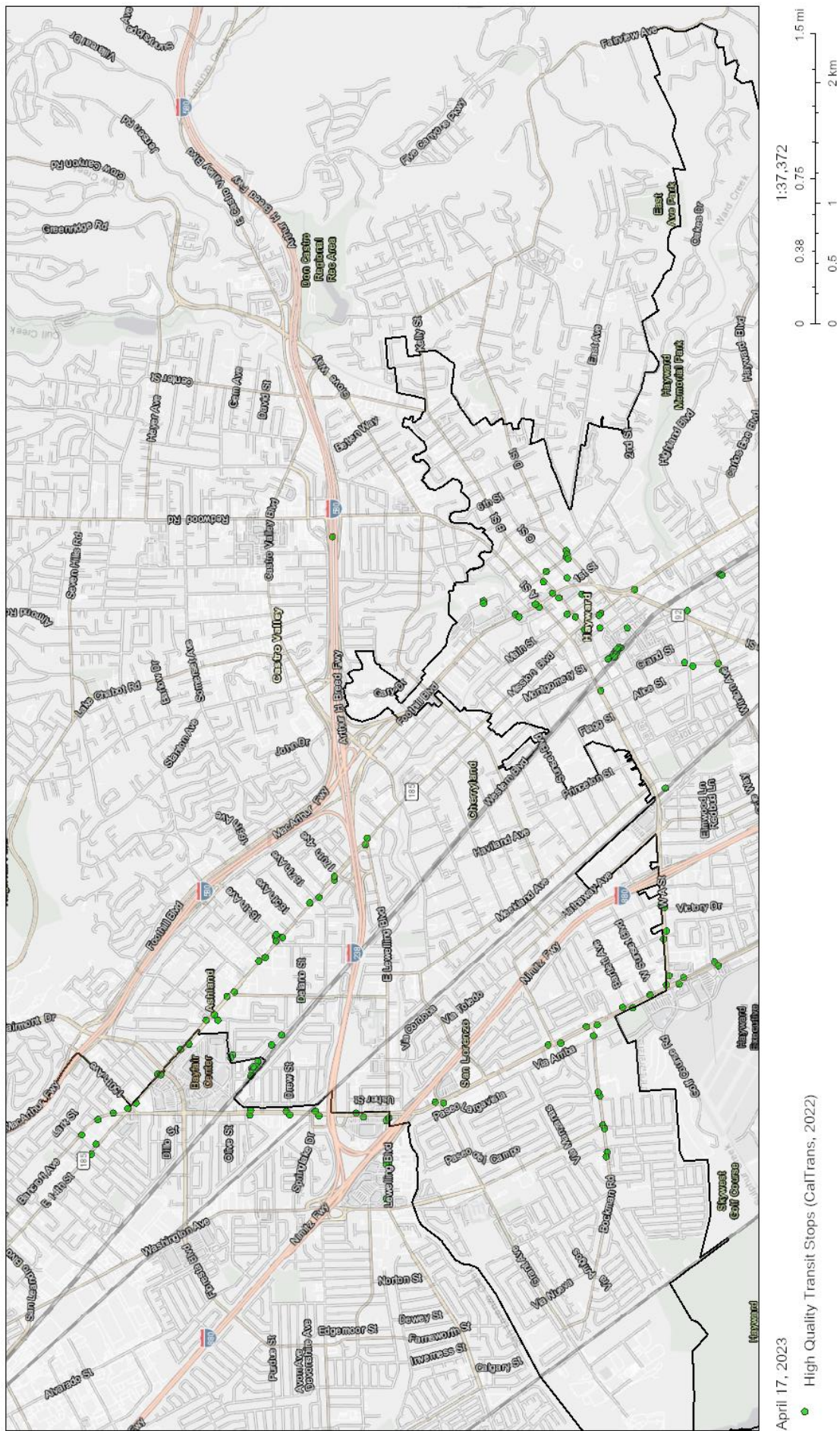
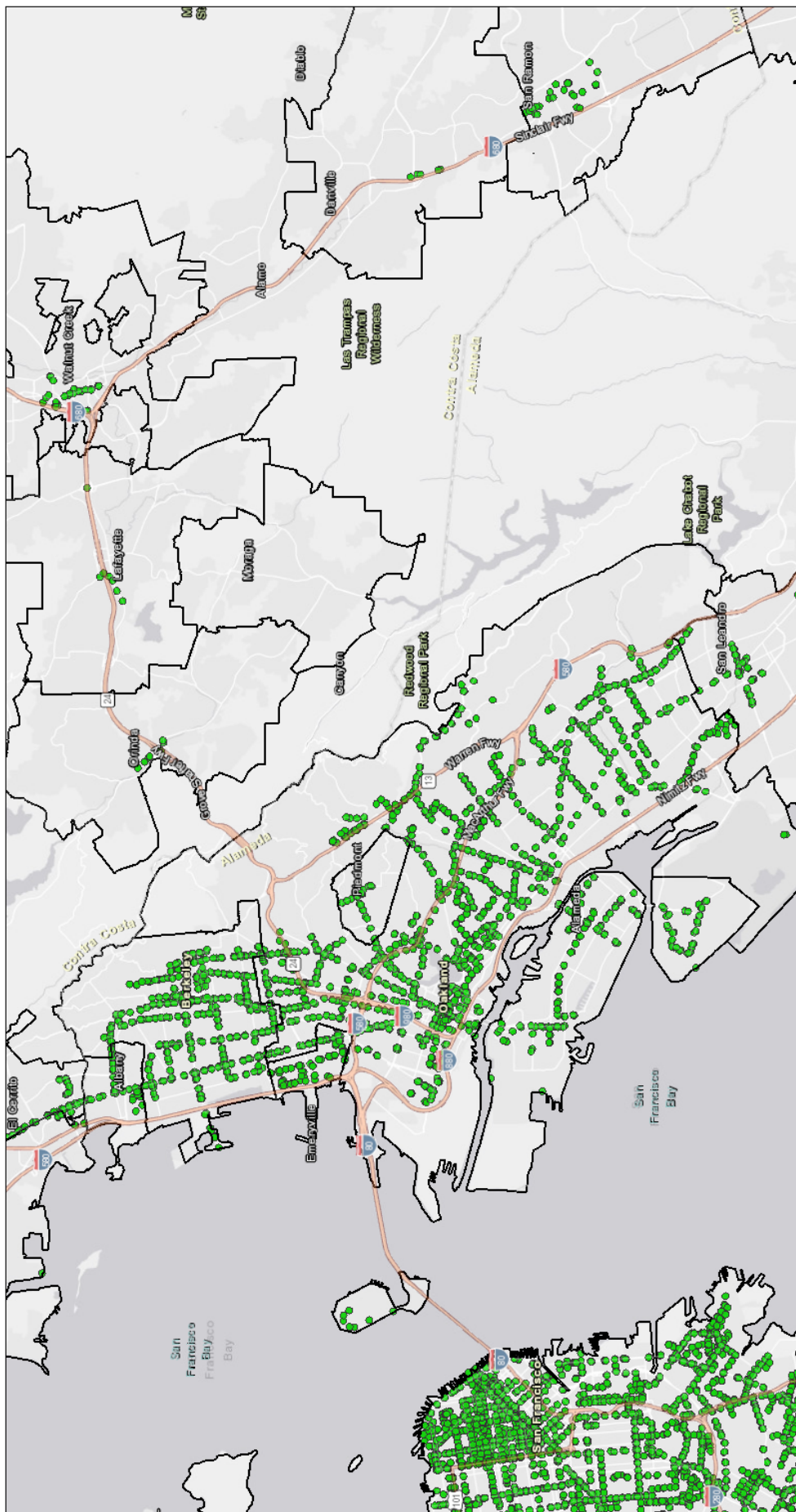


Figure F-66. This map shows the locations of High Quality Transit Stops, as defined by CalTrans.

Bureau of Land Management, Esri, HERE, Garmin, GeoTechnologies, Inc., USGS, EPA, Esri, HERE, Garmin, © OpenStreetMap contributors, and the GIS user community





April 17, 2023

● High Quality Transit Stops (CalTrans, 2022)

1:140,642

Figure F-67. This map shows the locations of High Quality Transit Stops, as defined by CalTrans, in northern Alameda County and San Francisco.

Bureau of Land Management, Esri, HERE, Garmin, USGS, EPA, NPS, Esri, HERE, Garmin, © OpenStreetMap contributors, and the GIS user community

Figure F-66 shows the locations of High Quality Transit stops. CalTrans defines 'high quality transit corridors' as the following:

- Existing fixed-route bus corridor with headway of 15 minutes or better during both the morning and evening peak periods; or
- Fixed-route bus corridor with headway of 15 minutes for better during both the morning and evening peak periods in an adopted Regional Transportation Plan.

In or directly outside of Unincorporated Alameda County, these stops are clustered in the following areas:

- Along E 14<sup>th</sup> St in Ashland
- Bay Fair BART station
- Castro Valley BART station
- Along Hesperian Blvd in San Lorenzo
- Along Bockman Rd in San Lorenzo
- Along A St in Hayward Acres

Cherryland, Fairview, Unincorporated East County, western San Lorenzo, and the overwhelming majority of Castro Valley have no High Quality Transit stops. This means that residents in both majority white, majority people of color, high median income, and low median income census tracts have low access to transit.

Figure F-67 shows High Quality Transit stops in northern Alameda County. Throughout Alameda County, high quality transit stops are generally concentrated west of the hills. Where there is a generally higher density of transit (Berkeley and Oakland), there are more high-quality stops. In Central, East, and South County high frequency buses are less common, and high-quality stops are more connected to BART locations.

Overall, Urban Unincorporated Alameda County has a similar amount of access to high quality public transit as adjacent cities in Central and South County. The limited availability of high quality transit influences the suitability of sites

Quality and extent of bus service is further exemplified in Unincorporated Alameda County's community AllTransit Performance scores (Table F-20). Calculated by AllTransit, the overall transit scores shown below examine connectivity, access to land area and jobs, and frequency of service. Ashland, with a BART station and various bus lines, has the highest score, while Castro Valley, with very little bus coverage, has the lowest score.

*Table F-20. Community AllTransit Scores*

Community	<i>AllTransit Overall Score</i>
Cherryland	7.6
Ashland	8.7
Castro Valley	5.4

**Table F-20. Community AllTransit Scores**

Community	AllTransit Overall Score
San Lorenzo	6.2
Fairview	5.7

AllTransit Scores pulled from: <https://alltransit.cnt.org/>

Due to the existing public transit environment in the unincorporated areas, many residents need to use vehicles for at least part of their daily transportation needs, whether it is bringing children to school, driving to the BART station, picking up groceries, or commuting to another part of the Bay for work. According to AAA, the cost of owning a car nationally is a little more than \$1,000 a month, or about \$12,000 a year.<sup>30</sup> For a household in Hayward Acres making the median household income (\$59,747 in 2021), owning and maintaining one car would cost about 20% of the annual household income. With rent and the rising cost of living in mind, allotting 20% of a household income to one vehicle is prohibitively expensive. In parts of Castro Valley, the same car maintenance would be about 7% of a household's yearly income, a much more manageable amount. In both communities there is very little access to alternatives like public transit. County Public Works is expanding the bike lane network throughout the unincorporated area, but cycling is not viable for trips above a few miles for most people.

### **Pedestrian and Bicycle Networks**

In recent years, various projects have been identified to improve pedestrian and bicycle access in Unincorporated Alameda County; specifically in communities, that have high racialized populations which include Ashland and Cherryland. The 2019 Bicycle and Pedestrian Master Plan specified improvement projects including the East 14<sup>th</sup> Street Corridor Improvement Project which extends from 162nd Avenue to Interstate 238 in the Ashland community of Unincorporated Alameda County. The project was completed in 2022 for pedestrians, bicyclists, transit riders and residents within the Ashland community to improve safety and access for all users. The project features new sidewalks, high visibility crosswalks, new bike lanes, intersection bulb-outs, raised curb medians, pedestrian scale streetlights, street trees, bus boarding island, decorative street furnishings, bike racks and public art. Similar improvements are proposed as part of the Mission Boulevard Corridor Improvement Project extends from Highway 238 to Rose Street (Hayward City Limit) in Cherryland.

In addition, the Alameda County Transportation Commission's Bicycle and Pedestrian Program includes the construction of the East Bay Greenway. The East Bay Greenway improvements will include a variety of elements designed to improve overall safety, create comfortable facilities for cyclists and pedestrians of all ages and abilities, and enhance the overall streetscape. In Ashland, the East Bay Greenway Multimodal Project will construct 0.3 miles of complete streets

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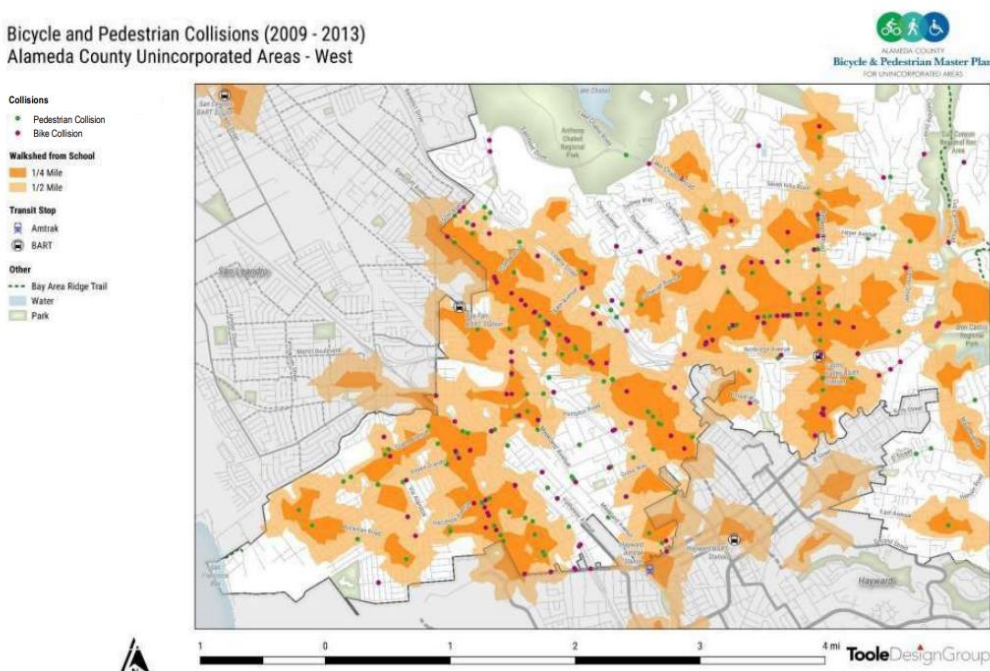
<sup>30</sup> Carrns, Ann. "The Rising Costs of Owning a Car." The New York Times, September 22, 2023, sec. Your Money. <https://www.nytimes.com/2023/09/22/your-money/car-ownership-costs-increase.html>.

improvements along East 14th Street from Bayfair Drive to 162nd Avenue. This project also includes a spur that will connect the East 14<sup>th</sup> Corridor to the Bay Fair BART Station which will offer bicyclists and pedestrians improved routes to the Bay Fair BART station. These improvements will connect to existing and planned development projects along East 14<sup>th</sup> Street south of 162<sup>nd</sup> Avenue in Ashland and Cherryland. A full list of projects-to-come can be found in Alameda County's Capital Improvement Plan. The 2019 Bicycle and Pedestrian Master Plan included a bike and pedestrian collision map showing how many of the collisions occurring between 2009 and 2013 happened within ½ mile of a school. One such map is included below (Figure F-68). Mission Boulevard/East 14th Street in Ashland and Cherryland and Castro Valley Boulevard and Redwood Road in Castro Valley are heavily dotted with collisions.

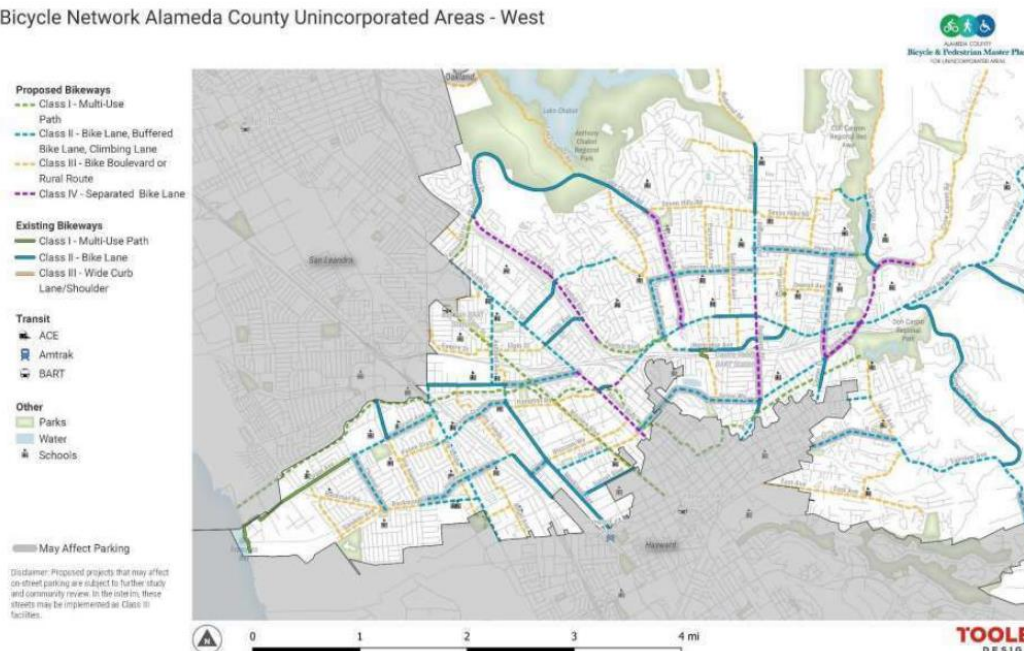
The collision map closely resembled the map of existing and proposed bike infrastructure (Figure F-69).



Bicycle and Pedestrian Collisions (2009 - 2013)  
Alameda County Unincorporated Areas - West



Bicycle Network Alameda County Unincorporated Areas - West



Figures F-68 and F-69. Bicycle and Pedestrian Collisions, 2009 to 2013. West County Bicycle Network. Find the 2019 Bicycle and Pedestrian Master Plan [here](#).

## Safe Routes to School

In 2020 the Alameda County Public Works Agency conducted an Alameda County Safe Routes to School (SR2S) Assessment for 35 schools in the unincorporated areas of Alameda County to create safer environments for students and their families to walk or bike to school and to enhance vehicular circulation to reduce conflicts between pedestrians, cyclists, and vehicles.



Similar themes consistently came up during site visits and conversations with school communities including incomplete sidewalk gaps, limited pedestrian visibility at crosswalks, conflicts at school driveways, curb management, poor vehicle circulation and high vehicle speeds. The Safe Routes to School Assessment outlines a number of recommendations including addressing sidewalk gaps in Unincorporated Alameda County. Many sidewalk projects within the vicinity of participating schools are in-progress or have recently been completed.

### **Park Access**

There are several local parks in Unincorporated Alameda County overall; however, there are a limited number of parks or no parks in the Priority Communities. The *Environmental Justice Element* describes park access and proximity as it relates to each neighborhood in unincorporated Alameda County; particularly in Priority Communities located in Ashland, Cherryland, Hayward Acres, San Lorenzo, and portions of Castro Valley. None of the Priority Communities meets the requirements for the Quimby Act which established a state standard of 3 acres of park for every 1,000 residents. Ashland offers 0.24 acres of parks for every 1,000 residents, Cherryland offers 0.74 acres per 1,000 people, and Castro Valley Priority Community offers 1.88 acre of park per 1,000 residents according to Esri 2020 Demographics data. There are no parks in Hayward Acres or San Lorenzo communities, although there are parks nearby.

The Hayward Area Recreation and Park District has several Capital Improvement Projects planned or recently completed in Ashland, Cherryland, San Lorenzo, and Castro Valley Priority Community in the last five years. These improvements offer Priority Communities additional resources to serve their recreation needs and closer to meeting the state standards set forth under the Quimby Act. Future parks are planned in the Ashland community to provide additional local park facilities that range in size from 0.8 to 2.6 acres along the East 14<sup>th</sup> Street and Mission Boulevard Corridor between 159<sup>th</sup> Avenue and Mattox Road. Two notable planned future parks are the East 14<sup>th</sup> Street Park that will be approximately 1.7-acres in size and Mateo Street Park that will be approximately 1.7-acres in size.



Figure F-70. Map illustrating the locations of the proposed 14th Street and Mateo Street Parks and renderings of the future Mateo Street Park.

In addition, the expansion of Meek Estate Park in Cherryland was completed in 2020, Fairmont Terrace Park in Castro Valley Priority Community was expanded, and a new 2-acre park, known as Via Toledo Park was recently completed in San Lorenzo. New local parks and expanding existing ones improves access to these amenities in Priority Communities.

### Food Insecurity

Food Insecurity is defined as a lack of consistent access to food for each person in a household. Poverty, unemployment, race, and housing cost burden are associated with food insecurity. The draft Environmental Justice Element describes how accessible healthy food is in unincorporated Alameda County. As discussed in the element, there is food insecurity in Priority Communities including Castro Valley and Cherryland where there are limited grocery stores when compared to other areas of the County. About 28 percent of Cherryland residents live within walking distance of a supermarket. In Castro Valley, that proportion is 55 percent for residents and in Ashland it is 77 percent. To address food insecurity, the Environmental Justice Element includes Goal EJ5 which states, “The Priority Communities will support a thriving local food economy where all residents have reliable access to affordable, healthy, and culturally appropriate food.” Further Policy EJ5.1 and EJ5.2 aim to address food insecurity that includes several action items to achieve these policies.

## **Broadband Network**

In 2019 Alameda County selected Magellan Advisors to prepare the Broadband Needs Assessment and Fiber Optic Mapping Plan that identified needs and opportunities for future broadband expansion within the urban unincorporated areas of Ashland, Castro Valley, Cherryland, Fairview and San Lorenzo. The assessment focused on studying where fiber optic infrastructure is currently available and how it might be strategically expanded to benefit the community. According to the assessment, high-speed internet has a net positive economic and social impact to communities by enhancing key functions such as economic competitiveness, workforce development, training, educational capabilities, municipal operations, and digital equity.

There are providers in urban unincorporated Alameda County which includes Comcast, AT&T, Cruzio, Etheric Networks and Sonic. The two major providers in urban unincorporated Alameda County are Comcast and AT&T and the 3 remaining providers have minimal coverage which that offer internet service to small business entities in the urban unincorporated areas of Alameda County, and broadband coverage. Cruzio, Etheric Networks and Sonic specifically, have limited and minimal coverage.

As part of the unincorporated Alameda County Broadband Needs Assessment, a survey was conducted to capture the state of broadband technology to develop future plans that would necessitate high-speed internet access, and perceived impacts of enhanced availability of adequate broadband speeds at more affordable prices, with greater choice of providers and high levels of reliability and customer service. The results illustrated that most respondents (at 83.0%) reported that their location had a broadband internet connection.

Fiber-optic cables (or “fiber”) is used to transmit large amounts of data securely over long distance with high reliability, and is considered the gold standard for municipal communications, broadband services, and internet access. The map below demonstrates where fiber networks exist in unincorporated Alameda County.

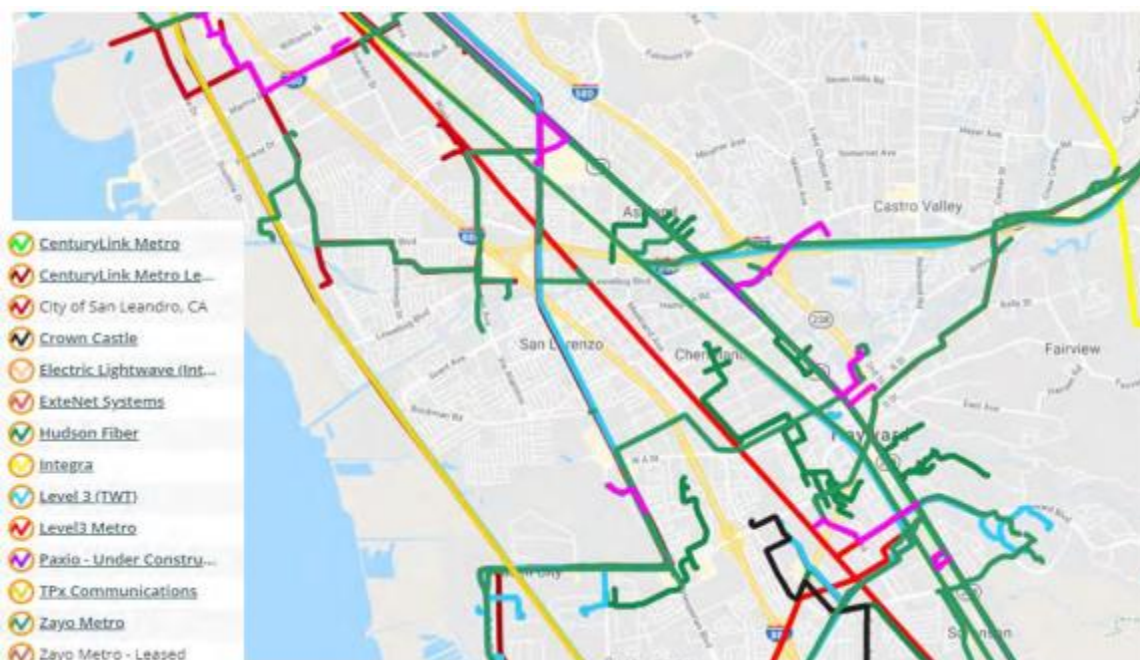


Figure F-71. This map shows the locations existing metro fiber network in unincorporated Alameda County.

The assessment provided the following conclusion that highlight that there is lack of investment in fiber infrastructure in unincorporated Alameda County when compared to surrounding communities such as Hayward and San Leandro.

*Overall, compared to surrounding communities such as San Leandro and Hayward, the fiber assets within the urban unincorporated areas of Alameda County are less diverse and robust. Based on these maps, all three key commercial corridors (Castro Valley Boulevard, E. 14th St/Mission Blvd, and Hesperian Boulevard) are left without an option for fiber connectivity, as are the majority of neighborhoods in all five of the urban unincorporated regions. These major gaps in fiber-optic infrastructure, combined with the lack of competition amongst providers of other service solutions in the area, indicate a lack of investment by private telecommunications companies. Without further investment, present issues with broadband availability, affordability, and reliability among businesses and residents (explored further in Chapter 3 of this Assessment) will likely be further exacerbated in the future as bandwidth demands continue to grow.*

*This Assessment's analysis of available broadband infrastructure in the study area shows a lack of investment in fiber infrastructure by broadband providers. Compared with surrounding communities such as Hayward and San Leandro, urban unincorporated Alameda County has limited assets that, for the most part, only run along major transportation routes that bypass commercial corridors and*

*residential areas. While some other communications infrastructure such as copper and coax are available, such methods of delivering internet service are not adequate for building a robust broadband environment that will support the needs of the community many years into the future.*

The assessment has served to inform the current state of the unincorporated Alameda County's broadband infrastructure to consider next steps to improve the broadband infrastructure in unincorporated Alameda County

### **Re-entry and Housing**

Housing is a significant factor in people's ability to successfully re-enter society, as it provides the foundation for a stable life. However, having a criminal record is a significant barrier to finding housing. According to the Justice Reinvestment Coalition, approximately one quarter of Alameda County residents have a criminal record. Without Fair Chance housing policies in place, landlords and housing providers can discriminate against applicants based on their records.

People on probation and parole face significant barriers to accessing stable, affordable housing. Within Alameda County, probationers have historically been concentrated in lower income neighborhoods of Oakland and Hayward. According to the Alameda County Reentry Strategic Plan (2013),

“Neighborhoods like South Hayward, Ashland/Cherryland, and both East and West Oakland have substantially higher densities of formerly incarcerated people than other parts of the county.”

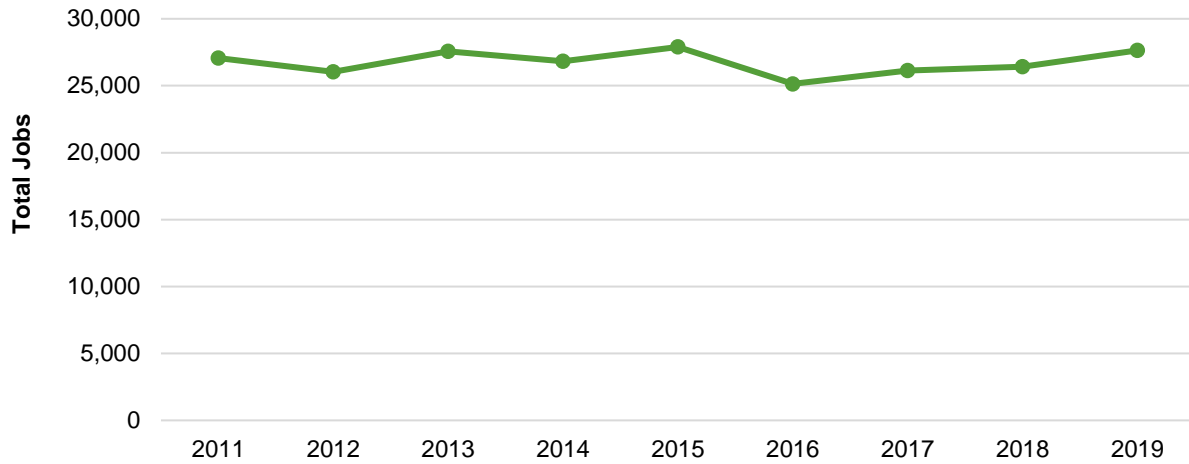
In Alameda County overall, 48% of probationers are African American even though African Americans make up only 11% of the population (US Census, Alameda County July 2018).

### **Economic Trends**

In 2019, Unincorporated Alameda County had an estimated 27,643 jobs, which represented 3.4 percent of the 807,173 jobs in the County (see Figure F-72). An estimated 13.6 percent of people employed in Unincorporated Alameda County also lived in the area (Longitudinal Employer-Household Dynamics).

Unincorporated Alameda County has experienced little job growth in recent years. From 2011 to 2019, Unincorporated Alameda County experienced a net increase of 585 jobs, a growth rate of two percent and a rate much slower than the overall County, which grew by a rate of 23 percent during the same period.



**Figure F-72: Total Jobs, 2011-2019, Unincorporated Alameda County****Notes:**

Universe: Jobs from unemployment insurance-covered employment (private, state, and local government) plus United States Office of Personnel Management-sourced Federal employment

The data is tabulated by place of work, regardless of where a worker lives. The source data is provided at the census block level. These are crosswalked to jurisdictions and summarized.

Source: U.S. Census Bureau, *Longitudinal Employer-Household Dynamics, 2011-2019*.

Castro Valley is the largest employment center within Unincorporated Alameda County. In 2019, Castro Valley had 12,647 jobs (see Table F-21), which accounted for 46 percent of total jobs in Unincorporated Alameda County. Ashland and San Lorenzo have the next large concentrations of employment with each containing around 3,200 jobs. Although Castro Valley has a large concentration of jobs in Unincorporated Alameda County, since 2011, Castro Valley's employment declined by six percent. From 2011 to 2019, Other Unincorporated Alameda County, Cherryland, and Ashland experienced the most job growth at rates of 27 percent, 23 percent, and 22 percent respectively.

**Table F-21: Total Jobs, 2011-2019, Unincorporated Alameda County CDPs**

	2011	2012	2013	2014	2015	2016	2017	2018	2019
Ashland	2,619	2,464	2,453	2,539	2,815	2,989	2,962	3,059	3,196
Castro Valley	13,476	13,609	12,794	13,088	13,823	11,220	12,142	12,596	12,647
Cherryland	1,301	1,339	1,355	1,502	1,509	1,536	1,570	1,573	1,600
Fairview	716	677	2,601	781	812	699	691	690	858
San Lorenzo	3,923	3,513	3,455	3,869	3,659	3,285	3,340	3,155	3,170
Sunol	529	574	562	494	510	427	414	451	450
Other Unincorporated Alameda County	4,494	3,862	4,348	4,545	4,766	4,983	5,025	4,897	5,722
Unincorporated Alameda County	27,058	26,038	27,568	26,818	27,894	25,139	26,144	26,421	27,643
Alameda County	656,385	671,397	691,401	716,374	751,240	782,101	793,317	813,406	807,173

**Notes:**

Universe: Jobs from unemployment insurance-covered employment (private, state, and local government) plus United States Office of Personnel Management-sourced Federal employment

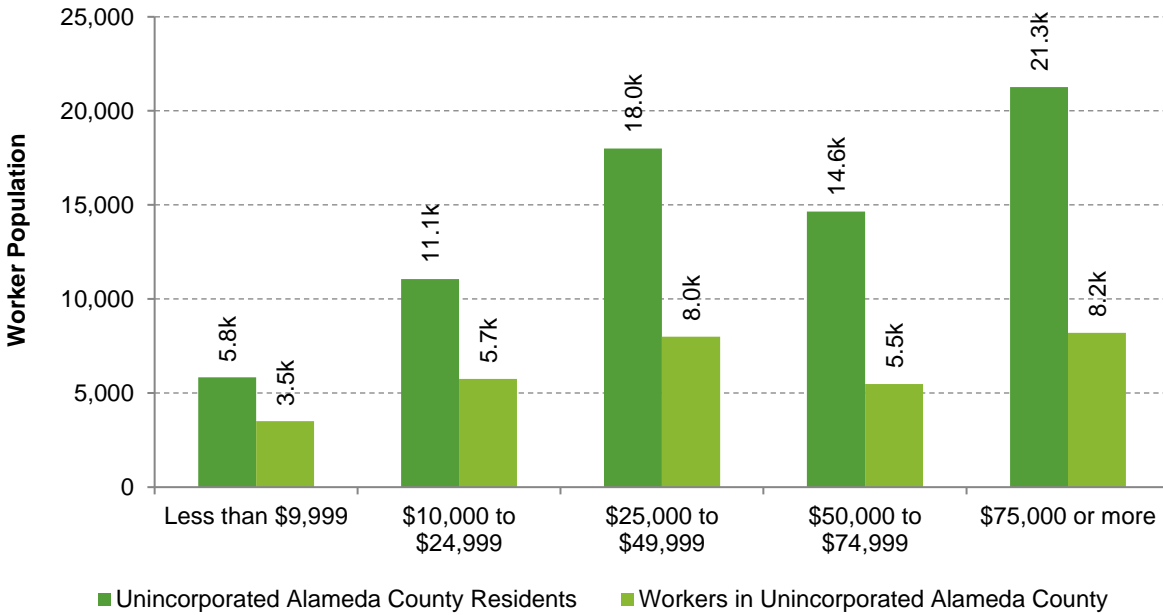
The data is tabulated by place of work, regardless of where a worker lives.

Source: U.S. Census Bureau, *Longitudinal Employer-Household Dynamics*, 2011-2019.

Figure F-73 shows the balance when comparing jobs to workers, broken down by different wage groups, offering additional insight into local dynamics. A community may offer employment opportunities for relatively low-income workers but have relatively few housing options for those workers. Conversely, it may house residents who are low-wage workers but offer few employment opportunities for them. Such relationships may cast extra light on potentially unmet demand for housing in particular price categories. A surplus of jobs relative to residents in a given wage category suggests the need to import those workers, while conversely, surpluses of workers in a wage group relative to jobs means the community will export those workers to other jurisdictions. Such flows are not inherently bad, though over time, sub-regional imbalances may appear.

Unincorporated Alameda County has more low-wage residents (16,898) than low-wage jobs (9,246), where low-wage refers to jobs paying less than \$25,000. At the other end of the wage spectrum, the area has more high-wage residents than high-wage jobs (where high-wage refers to jobs paying more than \$75,000) (see Figure F-73).<sup>31</sup> The number of workers by wage category was supplied by ABAG and was sourced from the 2019 American Community Survey.

<sup>31</sup> The source table is top-coded at \$75,000, precluding more fine grained analysis at the higher end of the wage spectrum.

**Figure F-73: Workers by Earnings, Residents and Workers in Unincorporated Alameda County, 2019,**

Notes:

Universe: workers 16 years and over with earnings

Source: ABAG 2021 Pre-certified Housing Needs Data (U.S. Census Bureau, American Community Survey 5-Year Data 2015-2019, B08119, B08519)

Figure F-74 shows the balance of Unincorporated Alameda County's resident workers to the jobs located there for different wage groups as a ratio instead – a value of 1 means that a County has the same number of jobs in a wage group as it has resident workers – in principle, a balance. Values close to 0 indicate a jurisdiction will need to export workers for jobs in a given wage group. At the regional scale, this ratio is 1.04 jobs for each worker, implying a modest import of workers from outside the Region.

**Figure F-74: Jobs-Worker Ratios, by Wage Group, 2002-2018, Unincorporated Alameda County****Notes:**

Universe: Jobs in a jurisdiction from unemployment insurance-covered employment (private, state, and local government) plus United States Office of Personnel Management-sourced Federal employment

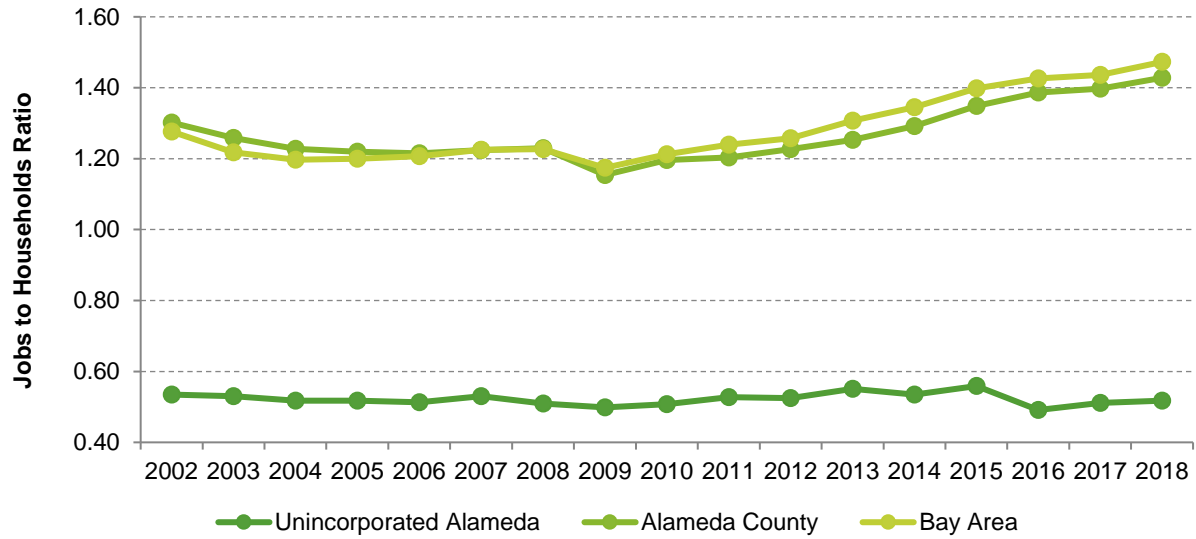
The ratio compares job counts by wage group from two tabulations of LEHD data: Counts by place of work relative to counts by place of residence. See text for details.

Source: ABAG 2021 Pre-certified Housing Needs Data (U.S. Census Bureau, Longitudinal Employer-Household Dynamics, Workplace Area Characteristics (WAC) files (Jobs); Residence Area Characteristics (RAC) files (Employed Residents), 2010-2018)

Such balances between jobs and workers may directly influence the housing demand in a community. When there is high demand for housing relative to supply at different income levels, workers will compete for a limited supply. As already shown, many workers in Unincorporated Alameda County may be unable to afford to live where they work, particularly when housing growth has been in higher-income markets. This dynamic not only means many workers will need to prepare for long commutes and time spent on the road, but in the aggregate, it contributes to traffic congestion and time lost for all road users.

If there are more jobs than employed residents, it means a County is relatively jobs-rich, typically also with a high jobs-to-household ratio (over 1.0). The jobs-household ratio in Unincorporated Alameda County has remained fairly constant over time, from 0.54 in 2002 to 0.52 jobs per household in 2018 (see Figure F-75). Unincorporated Alameda County's ratio is significantly lower than both Alameda County (1.43) and the Region (1.47), suggesting the County has a low number of jobs relative to households.

**Figure F-75: Jobs-Household Ratio, 2002-2018**



**Notes:**

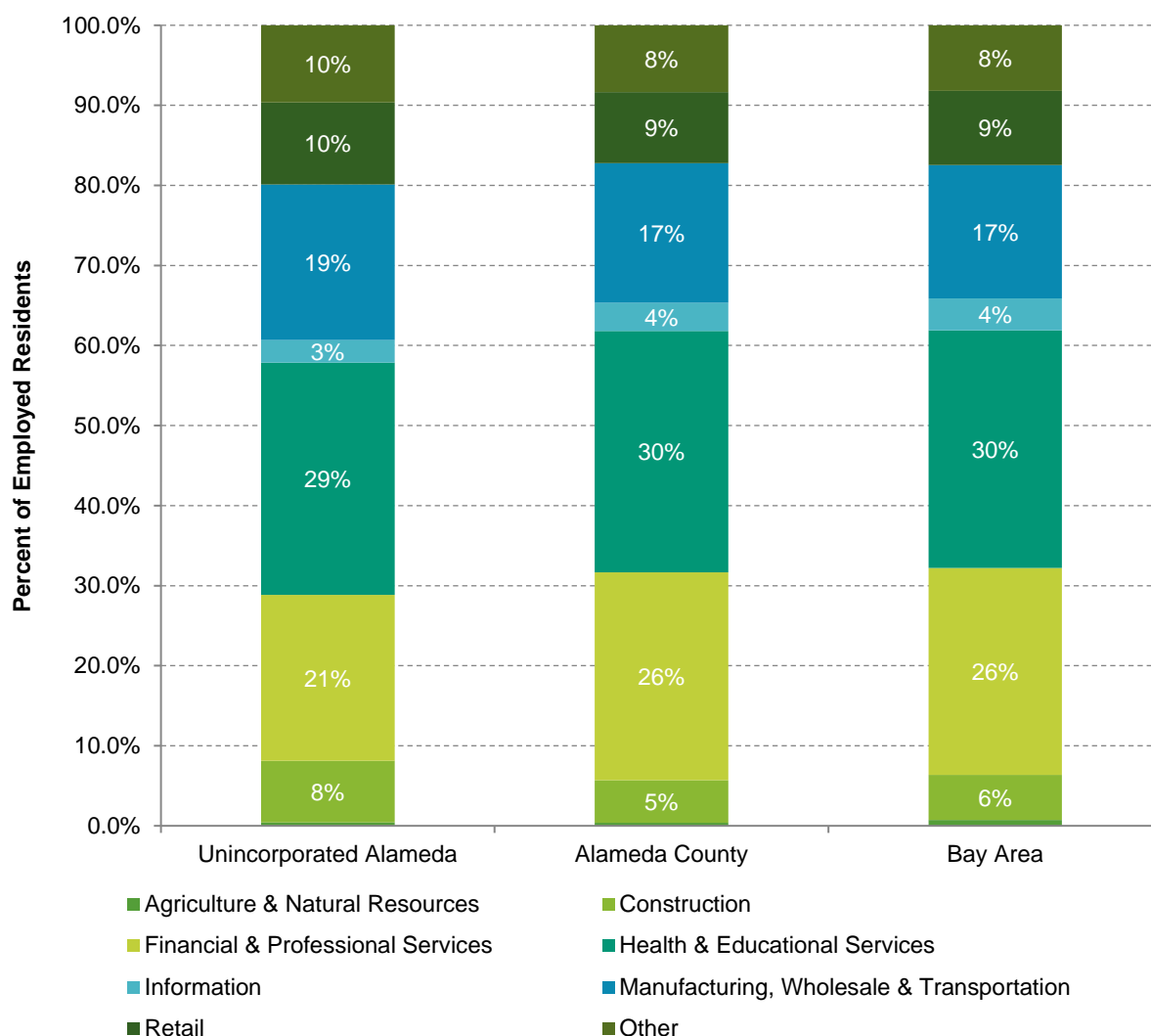
Universe: Jobs in a jurisdiction from unemployment insurance-covered employment (private, state, and local government) plus United States Office of Personnel Management-sourced Federal employment; households in a jurisdiction

The data is tabulated by place of work, regardless of where a worker lives. The source data is provided at the census block level. These are crosswalked to jurisdictions and summarized. The ratio compares place of work wage and salary jobs with households, or occupied housing units. A similar measure is the ratio of jobs to housing units. However, this jobs-household ratio serves to compare the number of jobs in a jurisdiction to the number of housing units that are actually occupied.

Source: ABAG 2021 Pre-certified Housing Needs Data (U.S. Census Bureau, Longitudinal Employer-Household Dynamics, Workplace Area Characteristics (WAC) files (Jobs), 2002-2018; California Department of Finance, E-5 (Households))

Health and Educational Services is the largest industry in which Unincorporated Alameda County residents work (see Figure F-76). In 2019, 29 percent of Unincorporated Alameda County residents were employed in Health and Educational Services jobs. Health and Educational Services is also the largest industry sector in the County and the Region.



**Figure F-76: Resident Employment by Industry, 2019****Notes:**

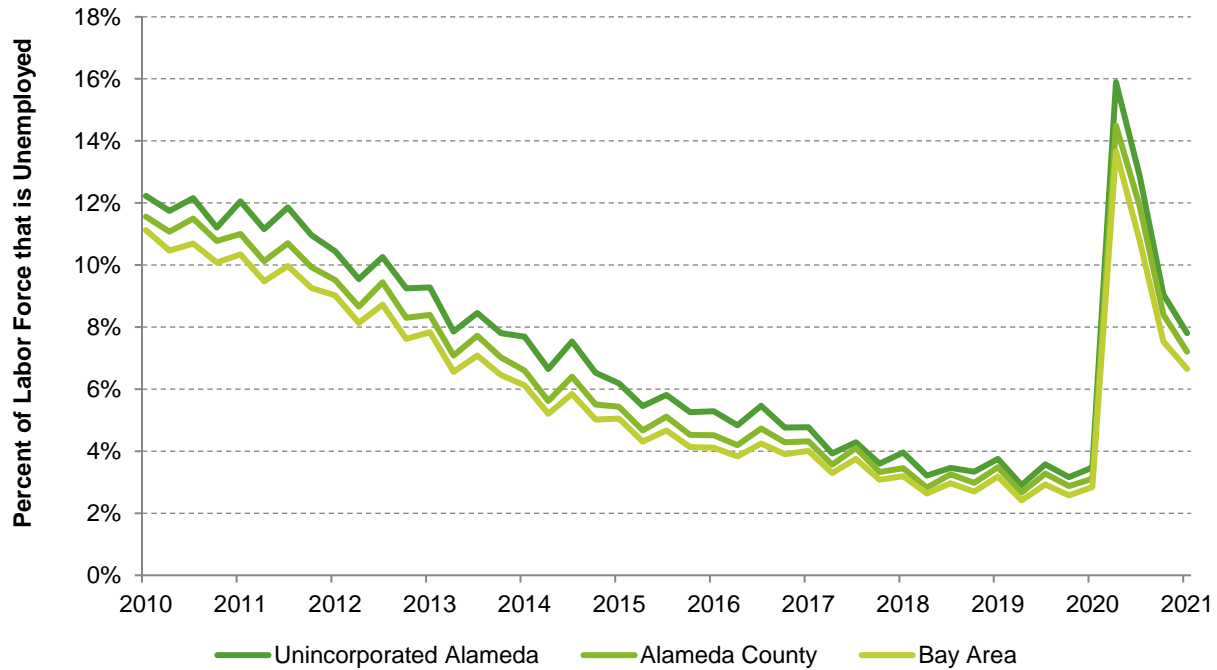
Universe: Civilian employed population age 16 years and over

The data displayed shows the industries in which jurisdiction residents work, regardless of the location where those residents are employed (whether within the jurisdiction or not). Agriculture and Natural Resources accounts for less than one percent of resident employment in Unincorporated Alameda County, Alameda County, and the Bay Area.

Source: ABAG 2021 Pre-certified Housing Needs Data (U.S. Census Bureau, American Community Survey 5-Year Data [2015-2019], Table C24030)

In Unincorporated Alameda County, there was a 4.4 percentage point decrease in the unemployment rate between January 2010 and January 2021 (see Figure F-76). Jurisdictions throughout the Region experienced a sharp rise in unemployment in 2020 due to impacts related to the COVID-19 pandemic, with a general improvement and recovery in the later months of 2020.

**Figure F-77: Unemployment Rate, 2010-2021**



**Notes:**

Universe: Civilian employed population age 16 years and over

Unemployment rates for the jurisdiction level are derived from larger-geography estimates.

Source: ABAG 2021 Pre-certified Housing Needs Data (California Employment Development Department, Local Area Unemployment Statistics (LAUS), Sub-county areas monthly updates, 2010-2021)

## Code Enforcement Data on Housing and Neighborhoods

Table F-22 below shows housing and neighborhood-related complaints received by Alameda County Code Enforcement over a 4.3 year period. By far, the majority of complaints received are related to dumping and overgrown vegetation in neighborhoods.

Since March 2020, Code Enforcement has received 213 complaints related to housing quality, landlord or tenant action, and homelessness. Anecdotally, the majority of these complaints are related to the livability and maintenance of rental units. Castro Valley, the largest of the neighborhoods in the unincorporated communities, has had the largest number of complaints overall in this topic. Ashland has had the largest number of complaints related to housing quality, landlord or tenant action, and homelessness in the Eden Area.

Alameda County Code Enforcement is currently running a 2-year pilot regarding housing maintenance, where tenants can report issues with their units. It is a complaint-based program. More information can be found in Program 5.D: Rental Inspection Pilot in the Main Body of this element.

**Table F-22. Code Enforcement Data for Unincorporated Alameda County, March 2020 to July 2024**

Community Area	Trash and Dumping Complaints		Overgrown vegetation and tree problems		Unpermitted activities (construction and businesses)		Fence complaints		Tenant, landlord, or homelessness complaints		Graffiti Complaints	
<b>Eden Area</b>	1,004	68.8%	467	42.5%	235	46.2%	113	47.5%	117	50.0%	71	57.3%
Ashland	273	18.73%	105	9.5%	69	13.6%	26	10.9%	53	22.6%	20	16.1%
Cherryland	341	23.40%	154	14.0%	71	13.9%	44	18.5%	44	18.8%	28	22.6%
Hayward Acres	58	3.98%	23	2.1%	11	2.2%	11	4.6%	9	3.8%	4	3.2%
San Lorenzo	331	22.72%	185	16.8%	84	16.5%	32	13.4%	11	4.7%	19	15.3%
<b>Castro Valley</b>	813	55.7%	454	41.3%	175	34.4%	78	32.8%	71	30.3%	34	27.4%
<b>Fairview</b>	145	9.95%	62	5.6%	31	6.1%	29	12.2%	22	9.4%	1	0.8%
<b>East County</b>	93	6.4%	40	3.6%	37	7.3%	8	3.4%	3	1.3%	5	4.0%
<b>Total</b>	2,056	100 %	1,023	100%	478	100%	228	100%	213	100%	111	100%
Source: Alameda County, Code Enforcement (2024)												

## Section F.5 AFFH and the Sites Inventory

Since the completion of this analysis, several sites have been removed from the rezone list or from the sites inventory altogether. Discrepancies between the sites numbers analyzed in this appendix and those referenced in Appendix B and elsewhere are related to these changes.

### F.5.1 Potential Effects on Patterns of Segregation

#### Othering and Belonging Institute's Racial Segregation and Integration Categories

The Othering and Belonging Institute (OBI) defines integration and segregation as the following:

- Integrated tracts are those meeting all the following conditions: the tract is in the bottom third of the Divergence Index when ranked nationally; the tract has an Entropy Score in the top 50% nationally; and the tract has a population of at least 20% Black and/or Latine peoples.
- Highly segregated tracts are any tract in the top third of the Divergence Index when ranked nationally
- Medium to low segregated tracts are any tract that is neither highly segregated nor integrated.

To read a full description of the OBI's methodology, you can visit their website here:

<https://belonging.berkeley.edu/technical-appendix>

**Table F-23. Proposed Units Compared to Othering and Belonging Institute's Racial Segregation and Integration Categories**

	Sum of Total Units per Category	Overall Percentage of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
Racially Integrated	1,623	29.3%	589	21.8%	263	32.8%	771	37.9%
High POC Segregation	2,011	36.3%	912	33.8%	283	35.3%	816	40.2%
Low-Medium Segregation	1,279	23.1%	914	33.8%	154	19.2%	211	10.4%
High white Segregation	1	0.0%	0	0.0%	1	0.1%	0	0.0%
Inadequate data for categorization	621	11.2%	287	10.6%	100	12.5%	234	11.5%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%
Source: OBI, 2022; 6 <sup>th</sup> Cycle Sites Inventory								

As shown in table F-23, census tracts in unincorporated Alameda County fall primarily into the following three categories: High People of Color (POC) Segregation, Low-Medium Segregation, and Racially Integrated. Only one tract, 4516.01 in East Alameda County, within the sites inventory falls into the 4<sup>th</sup> OBI category, High White Segregation. A small number of sites (621 units, or 11.2%) fall in tracts without sufficient data to calculate their Racial Segregation/Integration scores: tracts 4338.01 and 4338.02 in western Ashland, tract 4363.01 in southern Cherryland, tract 4364.04 in southwestern Fairview, and tracts 4511.03 and 4511.04 in East County. In Figures F-78 and F-79, these tracts are colored pale orange.

Northern Castro Valley, parts of San Lorenzo, parts of Fairview, and much of East County are in the Low-Medium Segregation category, colored pale turquoise in Figures F-78 and F-79. Ashland, Cherryland, Hayward Acres, and part of unincorporated Pleasanton are High POC Segregation areas, colored pale blue in Figures F-78 and F-79. Southern Castro Valley, western San Lorenzo, and parts of Fairview closest to Hayward are racially integrated, colored Barbie pink in Figures F-78 and F-79.

As described in table F-23, the largest number of proposed units are in tracts with high levels of segregation for people of color (36.3%, or 2,011 units). This primarily reflects units in Ashland as well as two pipeline projects in the unincorporated areas adjacent to the city of Pleasanton. 29.3% of all units (1,623 units) are in racially integrated tracts, primarily reflecting units in southern Castro Valley. 1,279 (23.1%) units are located in Low-medium segregation areas, including northern Castro Valley and San Lorenzo. There is exactly one unit, currently under development, located in a High White Segregation tract in East County. Units from different

income categories are concentrated at slightly different rates in different OBI categories. 33.8% (912 and 914, respectively) each of proposed above moderate income units are in Low Medium Segregation areas, like northern Castro Valley and northern Fairview, and High POC Segregation areas. Moderate units are slightly concentrated (35.3%, or 283 units) in High POC Segregation areas, like Ashland and Cherryland. Of low and very low income units, 40.2% (816 units) are in tracts with High POC Segregation like those in Ashland and outside the city of Pleasanton. This largely reflects possible development on public land, such as at the Bay Fair BART Station (448) and the site of former Cherryland Place (145), as well as the senior housing application outside Pleasanton (569). 37.9% of Low and very Low income units (771 units) are located in racially integrated tracts, primarily reflecting proposed rezonings in in the Castro Valley Business District and along Redwood Road between the city of Hayward and the Business District. Both lower and moderate income units are slightly more concentrated in areas with High POC Segregation; however, these are also areas with higher proximity to transit targeted for resources by the CIP (the Eden Area) or in areas with higher income levels (East County). The sites inventory is not anticipated to exacerbate fair housing issues with regard to low to moderate income households.



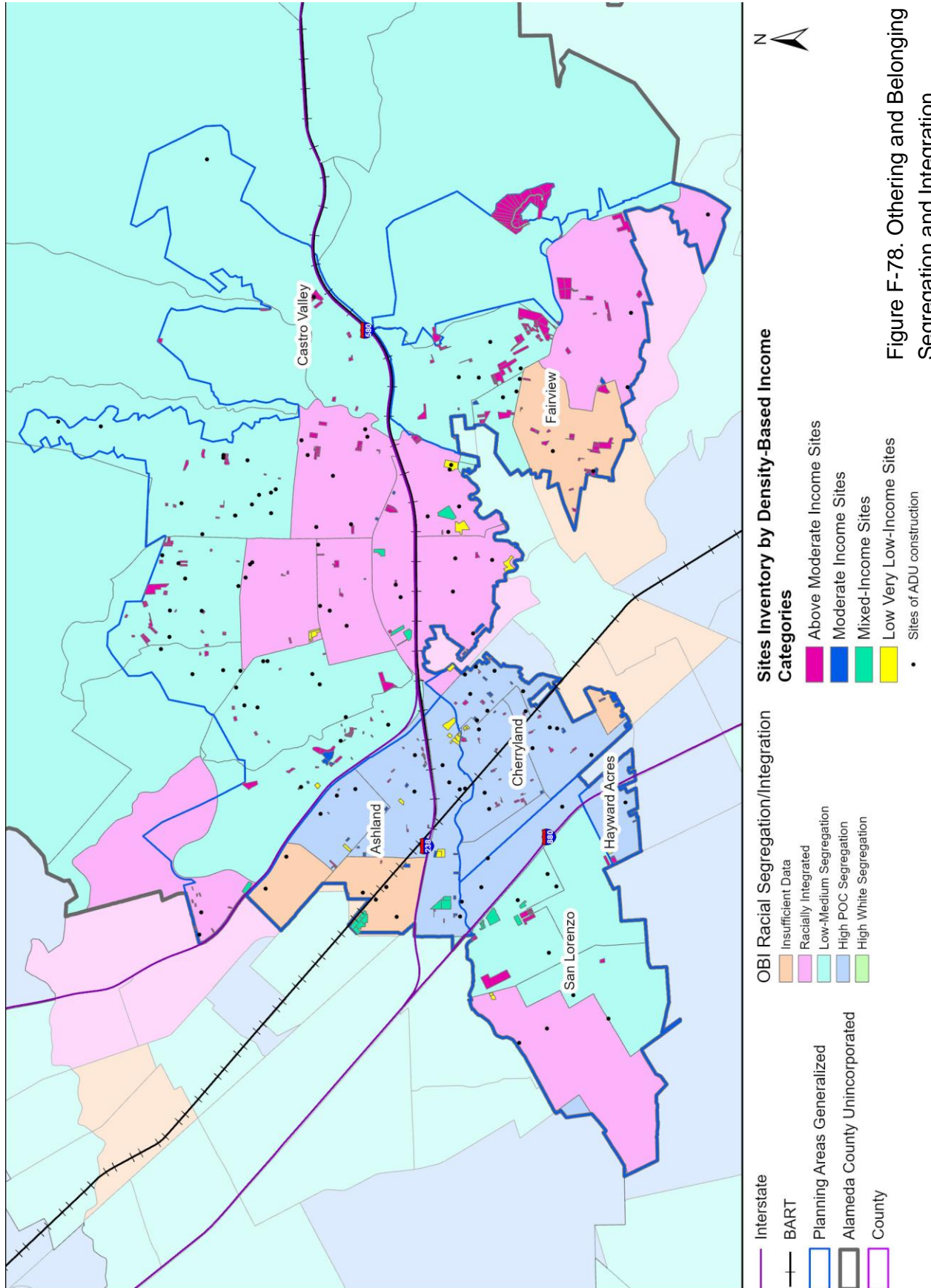
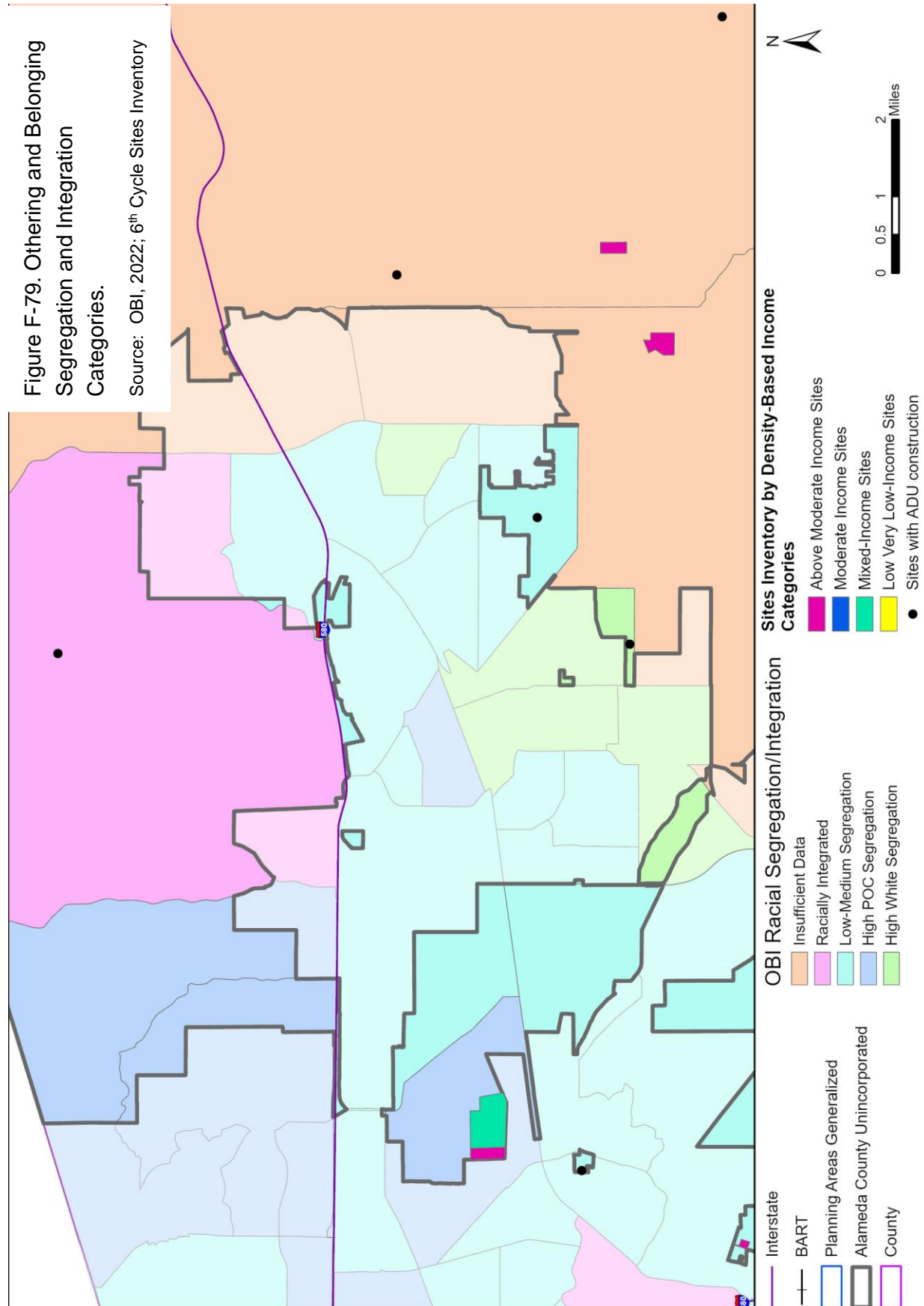


Figure F-78. Othering and Belonging Segregation and Integration Categories.

Source: OBI, 2022; 6<sup>th</sup> Cycle Sites Inventory



## Median Income

Median household incomes vary significantly across census tracts in Unincorporated Alameda County, from \$53,958 in Ashland to over \$250,000 in East Alameda County. The U.S. Census defines median income as the middle point dividing household income distribution into halves. This calculation includes all incomes in the census tract, including those with no income.<sup>32</sup>

Table F-24 shows the distribution of proposed units over assigned income category and 2021 median household income and reflected in Figures F-80 and F81. Of the 5,535 units in the inventory, 32.8% of units (1,816) are in tracts where the median income is less than \$90,100. Another 37.4% of units (2,068) are located in tracts with median incomes between \$90,100 and \$120,000.

The state median income in 2021 was \$84,097; 80.8% (4,475) units in the sites inventory are located in tracts with incomes higher than the state median income. This includes 84.9% of all above moderate income units, 67.8% of all moderate income units, and 80.6% of all low and very low income units. The sites inventory is not concentrated in areas with lower income residents.

Low and very low income units are most concentrated in tracts with median household incomes between \$90,100 and \$120,000 (45.3%). This includes much of San Lorenzo and southern Castro Valley. Moderate income units are also slightly concentrated in tracts with median household incomes between \$90,100 and \$120,000, with 378 units (47.2%) located there.

Another 42.3% (or 859 units) of low and very low income sites and 40.2% (or 322 units) of moderate income sites are located tracts with median incomes between \$55,000 and \$91,000 in the Castro Valley Business District and parts of Ashland and Cherryland. This largely reflects the location of the Crunch Fitness site and remaining sites along East 14<sup>th</sup> Street in the Eden area. East 14<sup>th</sup> Street includes one of the only bus lines in unincorporated Alameda County.

Above moderate units are most concentrated (49.42%, or 1,336 units) in tracts with median household incomes between \$120,000 and \$175,000. This largely reflects the existing lower densities in the Castro Valley hills and Fairview as well as proposed rezonings on existing vacant residential lots in both areas to up to 17 units per acre, further discussed in Appendix B.

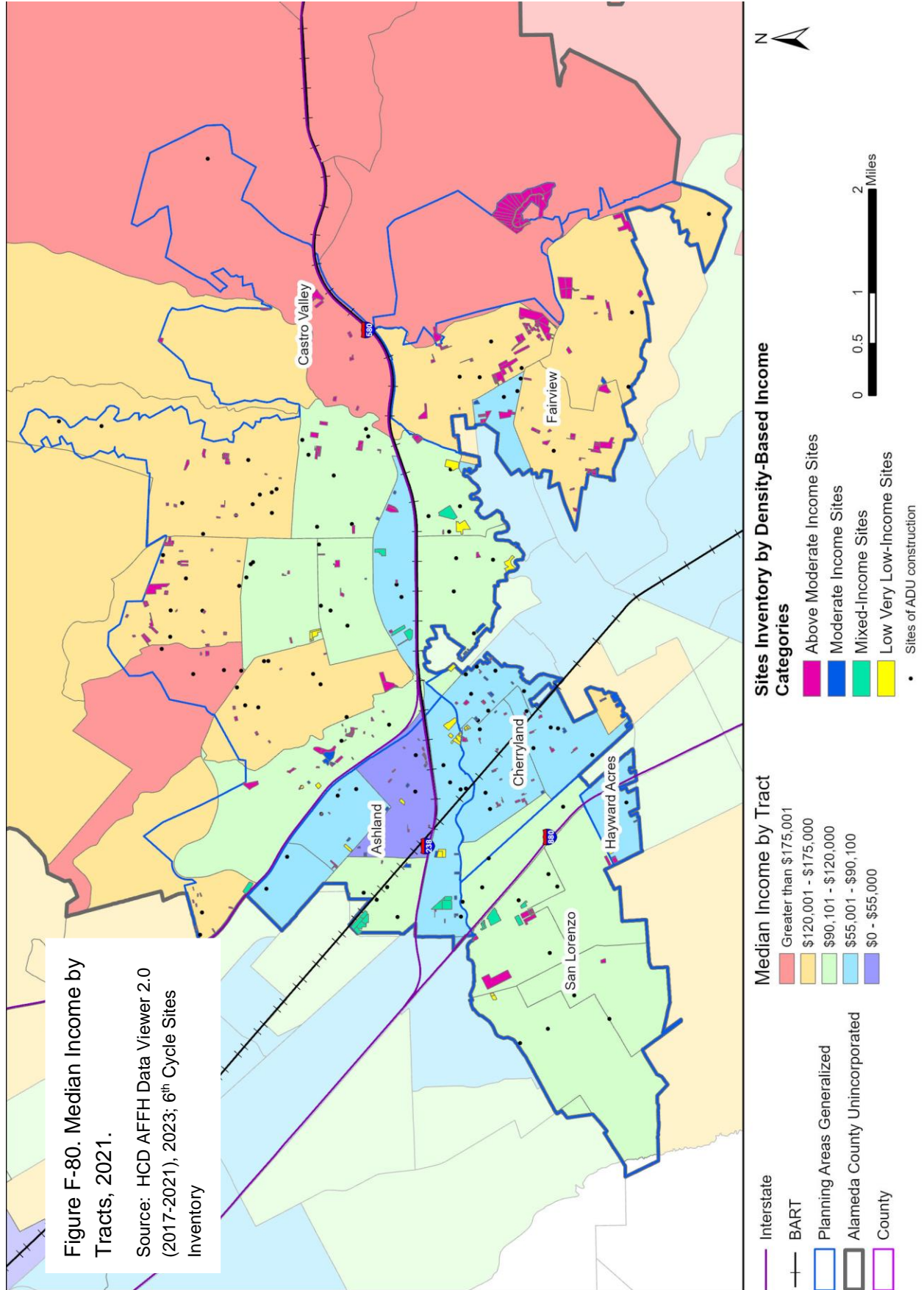
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<sup>32</sup> "Definition of Median Income". US Census, 2023, <https://www.census.gov/quickfacts/fact/note/US/INC110221>

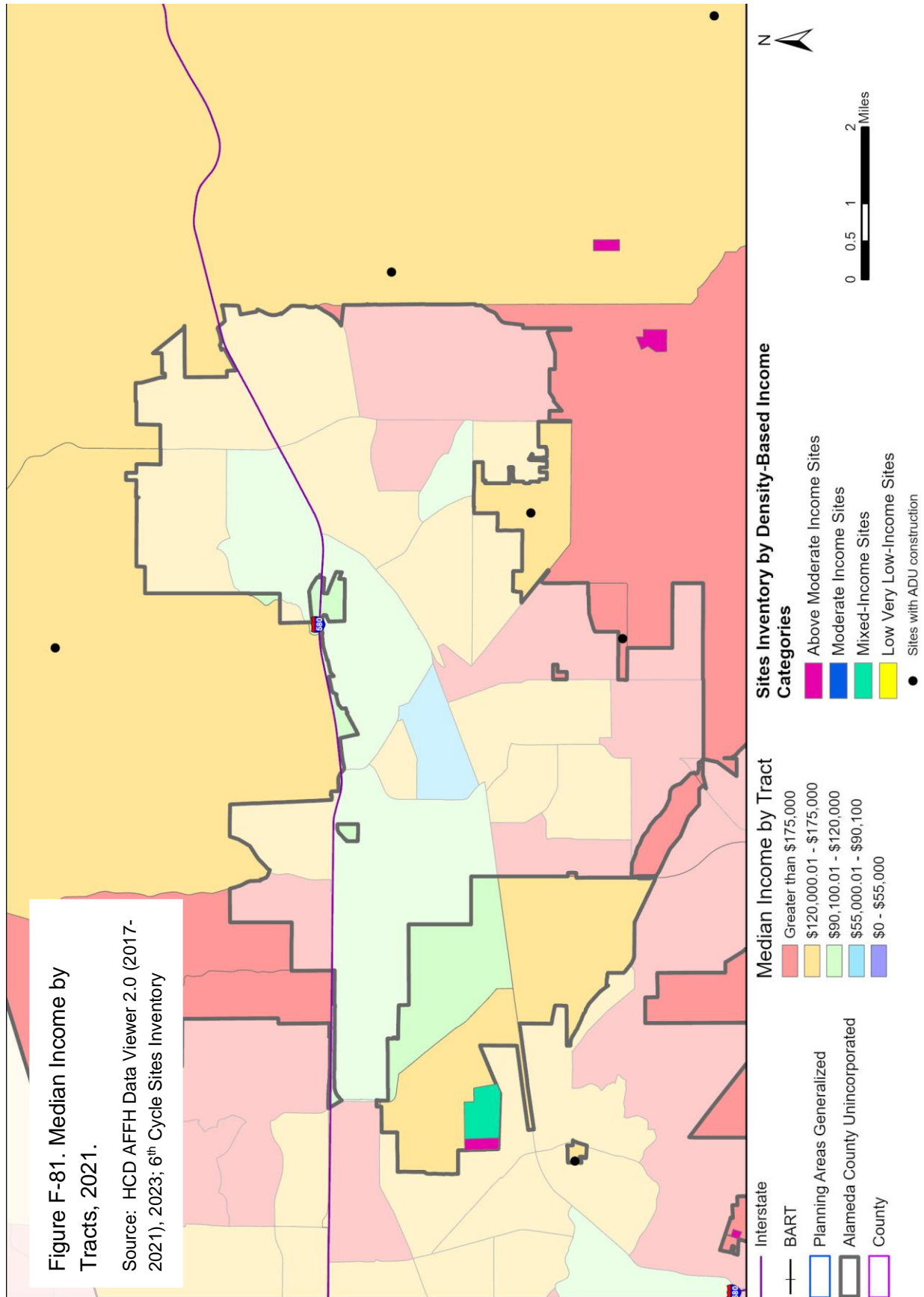
**Table F-24. Proposed Units Compared to Median Household Income per Census Block**

	Sum of Total Units per Category	Overall Percentage of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
Less than \$55,000	<b>100</b>	<b>1.8%</b>	<b>14</b>	<b>0.5%</b>	<b>46</b>	<b>5.7%</b>	<b>40</b>	<b>2.0%</b>
\$55,000 - \$90,100	<b>1,716</b>	<b>31.0%</b>	<b>535</b>	<b>19.8%</b>	<b>322</b>	<b>40.2%</b>	<b>859</b>	<b>42.3%</b>
\$90,100 - \$120,000	<b>2,068</b>	<b>37.4%</b>	<b>769</b>	<b>28.5%</b>	<b>378</b>	<b>47.2%</b>	<b>921</b>	<b>45.3%</b>
\$120,000 - \$175,000	<b>1,596</b>	<b>28.8%</b>	<b>1,336</b>	<b>49.4%</b>	<b>51</b>	<b>6.4%</b>	<b>209</b>	<b>10.3%</b>
Greater than \$175,000	<b>55</b>	<b>1.0%</b>	<b>48</b>	<b>1.8%</b>	<b>4</b>	<b>0.5%</b>	<b>3</b>	<b>0.1%</b>
Grand Total	<b>5,535</b>	<b>100.0%</b>	<b>2,702</b>	<b>100.0%</b>	<b>801</b>	<b>100.0%</b>	<b>2,032</b>	<b>100.0%</b>
Source: 2017-2021 ACS, DP05								









## Poverty Line

The 2019 federal poverty levels for households sized 1 through 8 for the continental US were set as the following (Table F-25).

<i>Table F-25. 2019 Poverty Guidelines For The 48 Contiguous States And The District Of Columbia</i>	
Persons in family/household	Poverty guideline
1	\$12,490
2	\$16,910
3	\$21,330
4	\$25,750
5	\$30,170
6	\$34,590
7	\$39,010
8	\$43,430

Federal poverty levels are significantly below the living wage for most places, including Alameda County. For 2023, for example, the MIT Living Wage calculator suggests that in Alameda County, a family with 2 working adults and 2 children needs an annual income of \$139,375. The 4-person federal poverty level in 2023 is \$30,000, or less than a fourth of the living wage. For a single working person without dependents, the MIT living wage calculator says a person living in Alameda County needs to make \$46,488 annually; for the same size household in 2023, the federal poverty level is \$14,580, or less than a third of the suggested minimum living wage.<sup>33</sup> Given this significant gap, in Alameda County the federal poverty line is a useful indicator of people living in significant poverty.

As discussed in Table F-26, 87.1% of all proposed units (4,821 units) in the sites inventory are in census tracts where 10% or less of households were living at or below the 2019 federal poverty level. These areas include Fairview, San Lorenzo, much of Castro Valley, and much of East County.

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<sup>33</sup>Glasmeier, Amy K. Living Wage Calculator. 2023. Massachusetts Institute of Technology. [livingwage.mit.edu](https://livingwage.mit.edu).

**Table F-26. Proposed Units compared to percentage of households living below federal poverty levels**

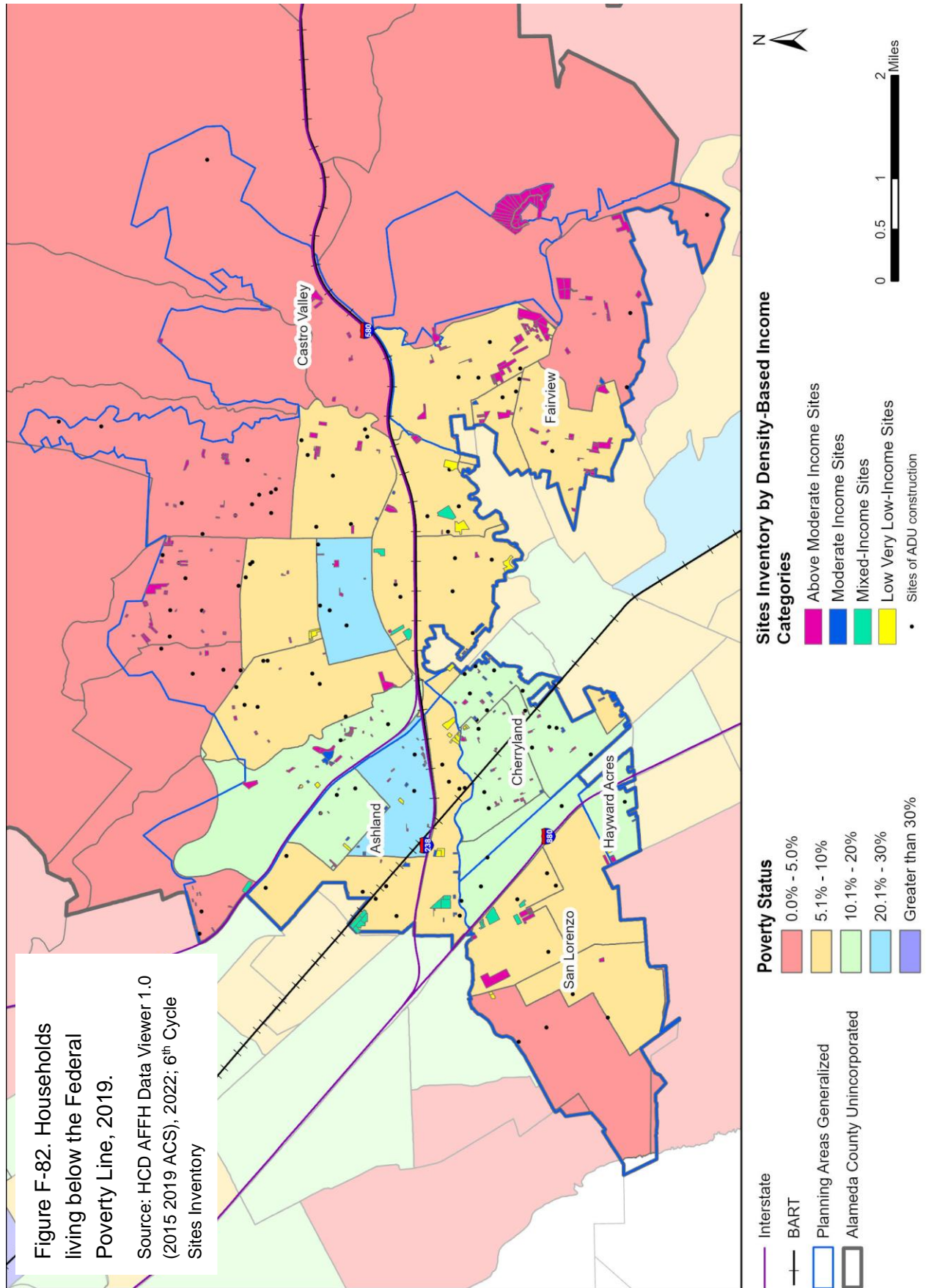
	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
< 5%	1,333	24.1%	1,026	38.0%	44	5.5%	263	12.9%
5% - 10%	3,488	63.0%	1,457	53.9%	494	61.7%	1,537	75.6%
10.1% - 20%	584	10.6%	179	6.6%	215	26.8%	190	9.4%
20.1% - 30%	130	2.3%	40	1.5%	48	6.0%	42	2.1%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%
Source: HCD AFFH Data Viewer 1.0 (2015 - 2019 ACS), 2022								

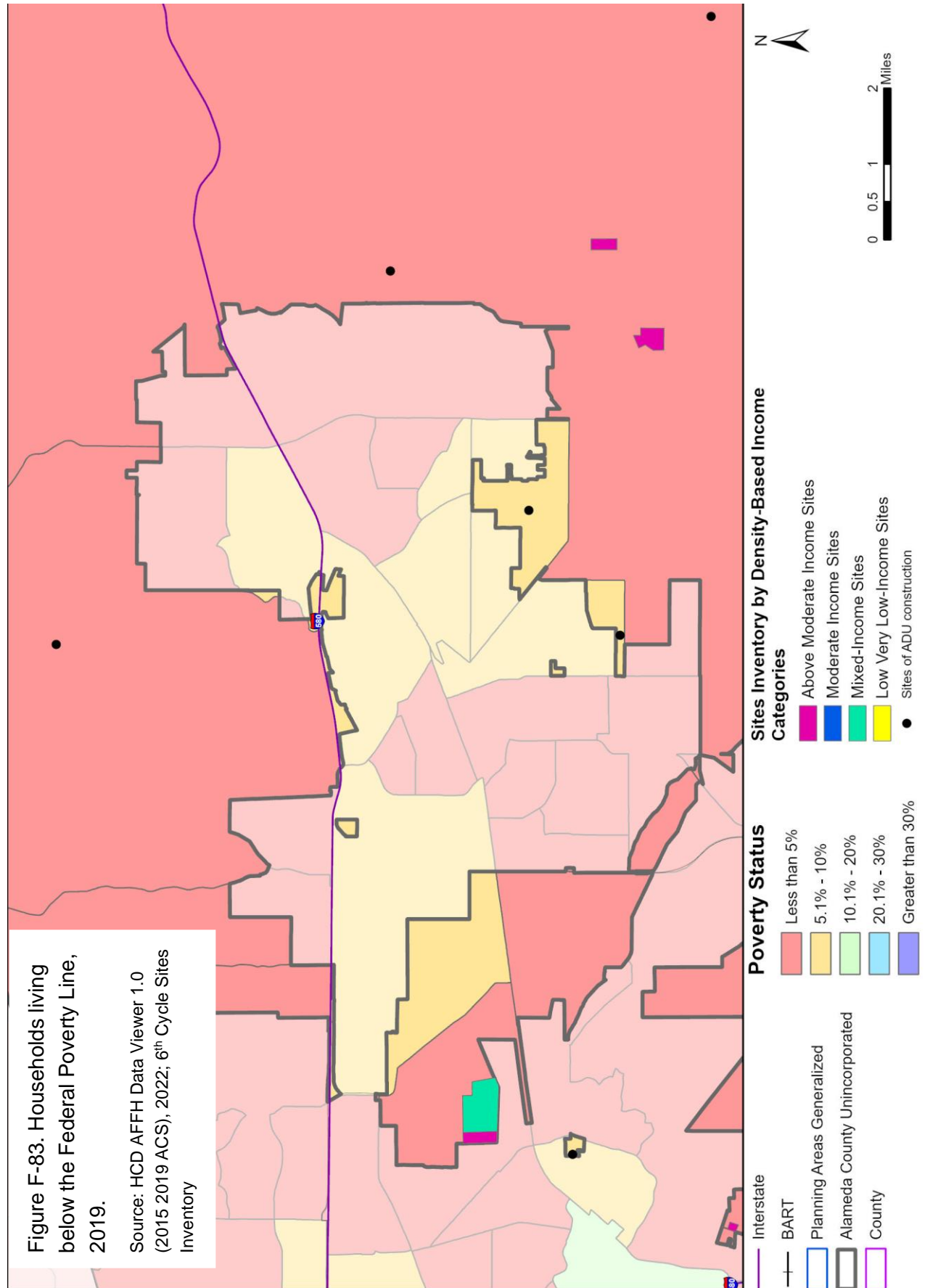
91.9% of all above moderate units (2,483 units) and 88.5% of all low and very low income (1,800 units) units are located in tracts where 10% or less of households are living below the federal poverty level. The majority of units (63.0%, or 3,488 units) in the sites inventory are in tracts where between 5% and 10% of households are below the federal poverty line.

The remaining 12.9% of units (714 units) are in tracts with between 10% and 30% of households living under the poverty line in 2019. This includes Hayward Acres, Cherryland, Ashland nearest Cherryland, and two tracts in southern Castro Valley. These tracts are colored green, purple, and blue in Figure-82 and Figure-83. 32.8% of moderate income units (263 units) are located in these tracts.

There are people in every part of unincorporated Alameda County living at or below the federal poverty line who need protections to stay where they are. Changes in housing availability and future class perceptions of their neighborhoods (who do new businesses cater towards? Who do landlords perceive as potential new renters?) could impact them negatively without policies in place to ensure that they can stay.

While less units are projected for areas with higher numbers of people living below the poverty line, this is an indicator of those most at risk of displacement from their homes due to changes in affordability. These neighborhoods – Ashland, Cherryland, and southern Castro Valley – could benefit the most from displacement protections in the face of new possible housing construction. Please refer to the main body for further discussion of programs.







## **Racially Concentrated Areas of Affluence and Racially/Ethnically Concentrated Areas of Poverty**

Racially Concentrated Areas of Affluence (RCAA) were calculated by state HCD using 2015-2019 ACS data and a California-specific methodology.<sup>34</sup> There are 9 RCAAs, located in northern Castro Valley and East Alameda County: tracts 4301.02, 4302, 4303, 4304, 4507.01, 4512.02, 4515.01, 4511.01, and 4516.01. They are colored red in Figures F-84 and F-85. 3.3% of proposed units (182 units) are in RCAAs. Of those units, 58 are currently under development. This includes all moderate, low, and very low income units in these tracts, which are all ADUs. Income levels were assigned in alignment with an ABAG ADU study described further in Appendix B. 102 units are associated with sites proposed for rezoning in the Castro Valley Hills. 22 units, also in Castro Valley, are on vacant or underutilized land. As described in Table F-2 at the beginning of this appendix, these RCAAs are generally whiter, have less pollution and have higher median incomes than other tracts. These same tracts overlap with High and Very High Fire Hazard Severity areas, as shown in Figure F-55.

HUD last calculated Racially/Ethnically Concentrated Areas of Poverty (R/ECAP) in 2013. There was 1 R/ECAP in Unincorporated Alameda County in Cherryland: tract 4356.01. This tract has red stripes in Figure F-84. The proposed sites inventory places 27 units in this area, the majority of which (14 units) are categorized as above moderate income. Of these 27 units, 5 are currently 'pipeline' units in the process of approval and/or construction. The remaining proposed 22 units are based on existing zoning in Cherryland.

The California Tax Cred Allocation Committee (CTCAC) and HCD define areas of High Segregation and Poverty as both having 30% of the population below the federal poverty line and having an overrepresentation of people of color relative to the county. There are no areas of High Segregation and Poverty in Unincorporated Alameda County and so no units allocated for them. However, many census tracts are defined as Low Resource, described in section F.5.2 - Potential Effects on Access to Opportunity as well as other sections of this appendix.

Described in Table F-27, 3.8% of all proposed units (209 units) are at sites located in either RCAAs or the circa-2013 R/ECAP. There are very few low or very low income units in RCAAs (13 total, all ADUs) or the 2013 R/ECAP (4 units) This proposed allocation of units does not further concentrate poverty in Cherryland, but it also does not interrupt the concentration of racial affluence. This is true despite the additional rezonings in Castro Valley. The majority of East Alameda County is under an Urban Growth Boundary, established by voters in 2000, and changes to the zoning would require a vote of the entire county. However, the RCAAs located in northern Castro Valley do not have nearby public transit (see F.4.6 – Other Relevant Factors), grocery stores, or other basic necessities within walking access. This is generally true of East County as well. These areas are also at greater risk for wildfire than most of urban

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<sup>34</sup> Read about HCD's methodology and access the data here:

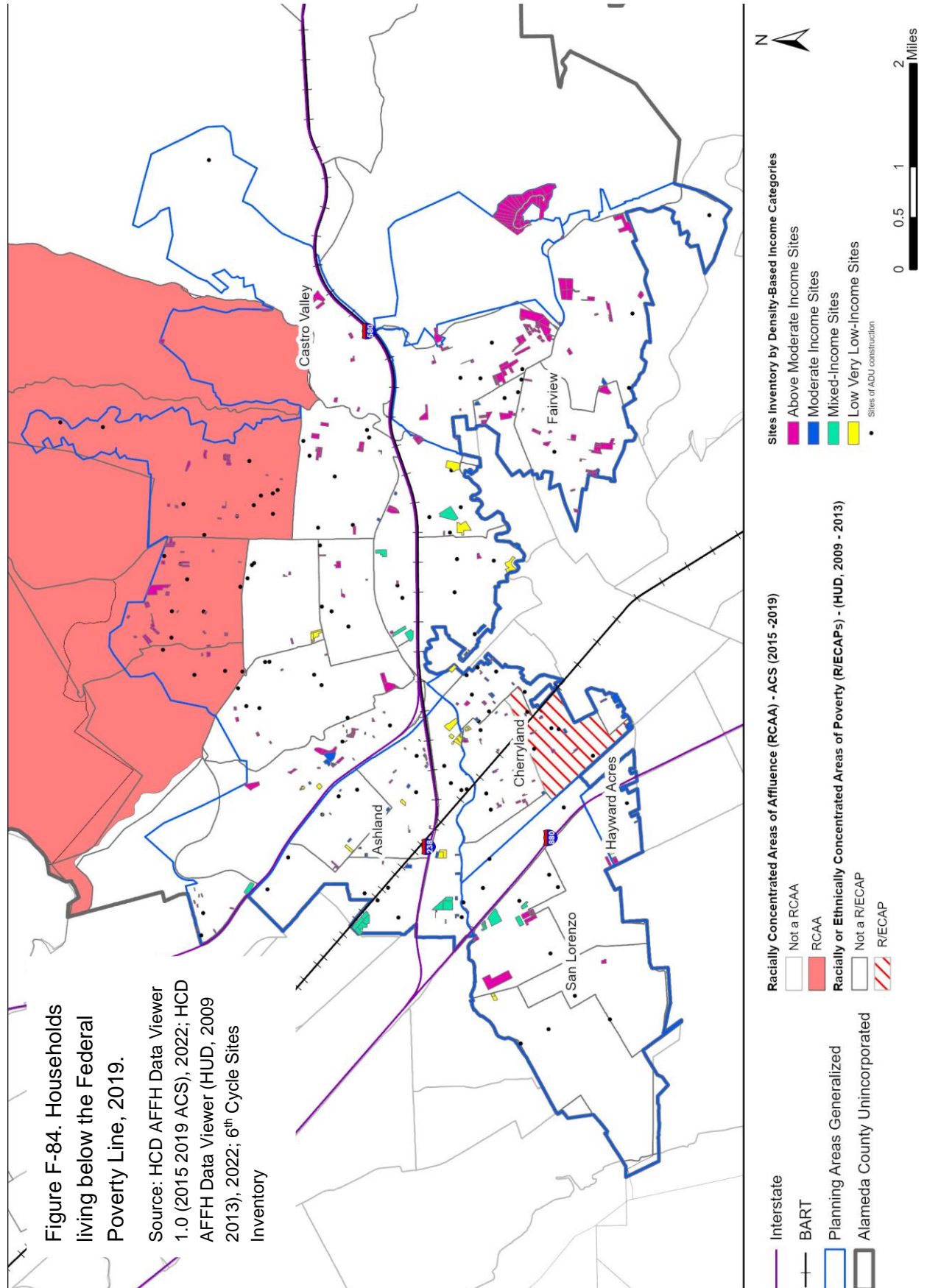
<https://www.arcgis.com/home/item.html?id=4100330678564ad699d139b1c193ef14>

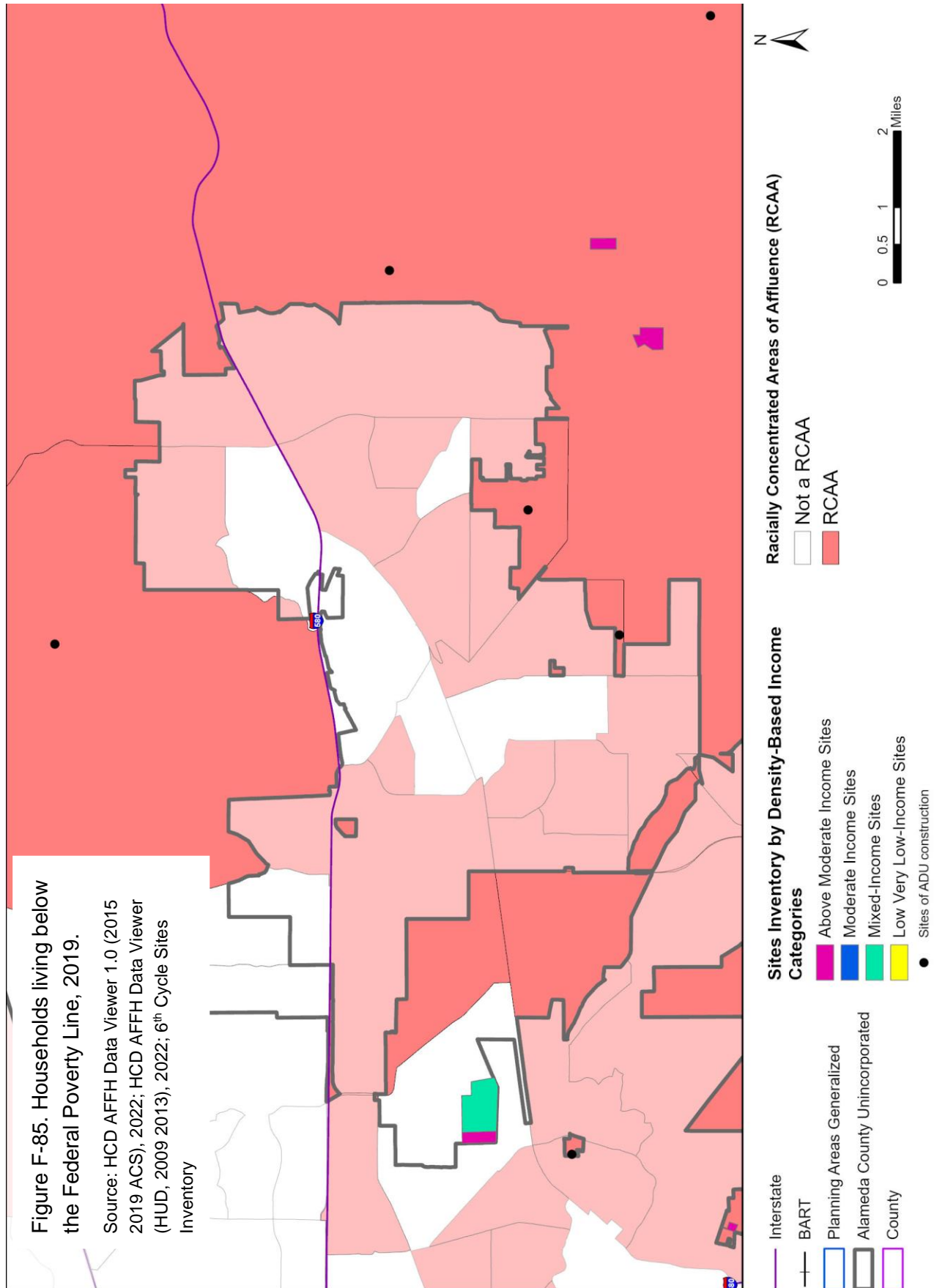
unincorporated Alameda County. This suggests that RCAA sites are not suitable for denser concentrations of housing typically associated with affordable housing.

The 3.8% of all proposed units located in the 2013 R/ECAP and RCAA areas are a very small portion of the 5,535 proposed units; in this sense, they do not significantly contribute to further segregation or further concentration of poverty.

**Table F-27. Proposed Units compared to RE/CAPS and RCAAs**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
None	5,326	96.2%	2,530	93.6%	781	97.5%	2,015	99.2%
Racially Concentrated Areas of Affluence (RCAA) (2022)	182	3.3%	158	5.8%	11	1.4%	13	1.4%
Racially/Ethnically Concentrated Areas of Poverty (R/ECAP) (2013)	27	0.5%	14	0.5%	9	1.1%	4	1.1%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%
Source: HCD AFFH Data Viewer 2, 2023.								





## Racial Demographics

**Table F-28. Number of Proposed Units compared with percent of POC population**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
Less than 40%	3	0.05%	1	0.04%	1	0.12%	1	0.05%
40.1-50%	199	3.6%	183	6.8%	8	1.0%	8	0.4%
50.1-60%	166	3.0%	150	5.6%	6	0.7%	10	0.5%
60.1-70%	749	13.5%	307	11.4%	191	23.8%	251	12.4%
70.1-80%	2,806	50.7%	1,653	61.2%	274	34.2%	879	43.3%
80.1-90%	312	5.6%	96	3.6%	90	11.2%	126	6.2%
90-95%	1,300	23.5%	312	11.5%	231	28.8%	757	37.3%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%

Source: HCD AFFH Data Viewer 2.0 (2017-2021 ACS, Table B03002), 2023

As shown in table F-28, 99.95% of units are in census tract with at least 40.1% of the population comprised by Black, Latine, Asian, Native American, Hawaiian, Pacific Islander, Multiracial, or some other race. There are 3 units in tracts in East County where more than 60% of residents are white. 79.8% of units (4,418 units) are in census tracts where 70% or more of residents are people of color. This reflects the history of incorporation/annexation and racism, as discussed section F.7 - A History of Housing in Unincorporated Alameda County.

Units are clustered in tracts with larger racialized populations. 50.7% of all units (2,806 units) are in tracts with between 70.1% and 80% of residents being people of color. Another 23.5% of units (1,300 units) are in tracts where less than 10% of residents identify as non-Hispanic whites. The lowest numbers of low and very low income units are located in tracts with less than 60% people of color in the population.

Unincorporated Alameda County also has a significant Latine population. Table F-29 below focuses on the distribution of units per census tract.

**Table F-29. Number of Units per Percent of People who are Latine/Hispanic**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
< 10%	837	15.1%	710	26.3%	7	0.9%	120	5.9%

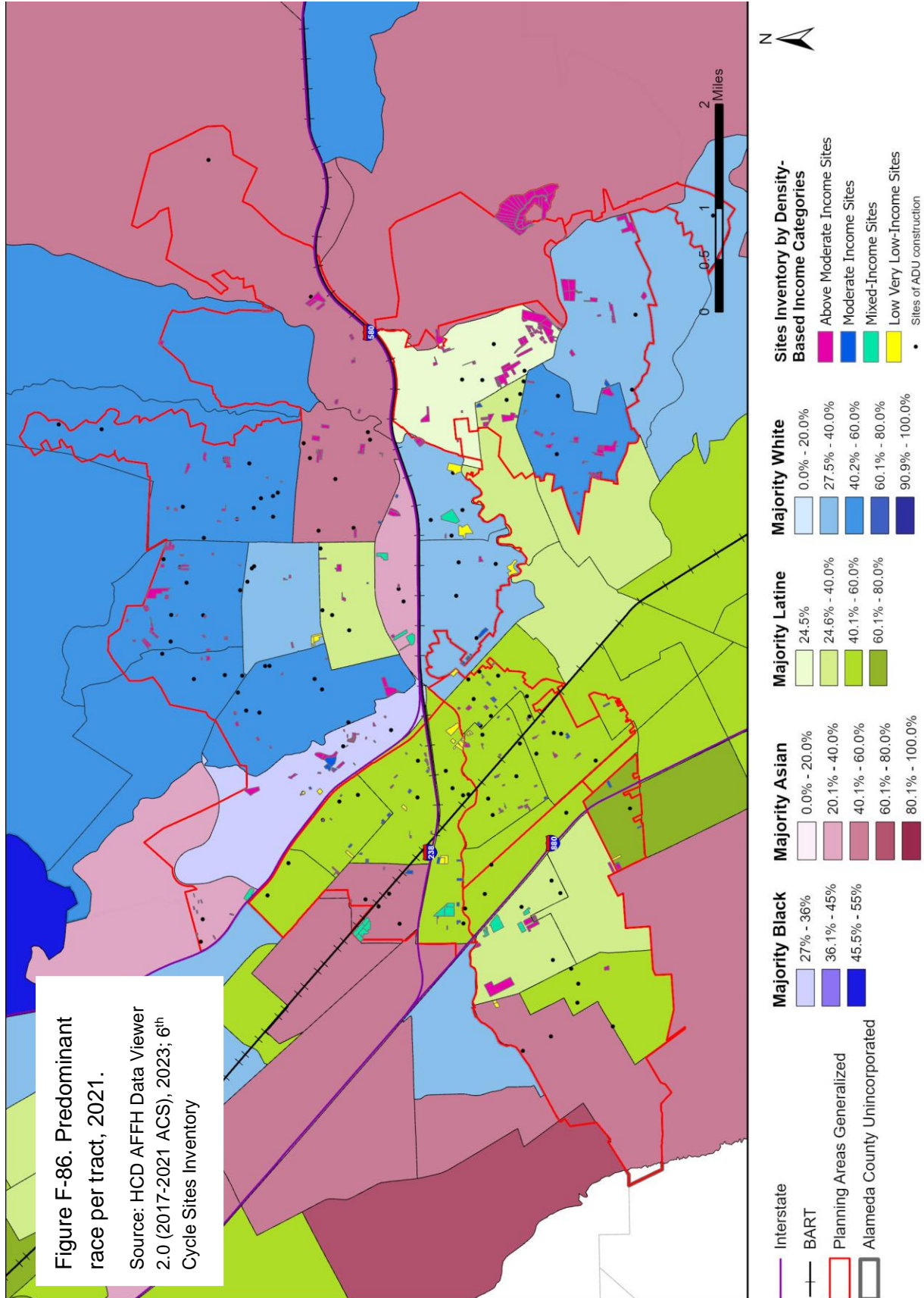


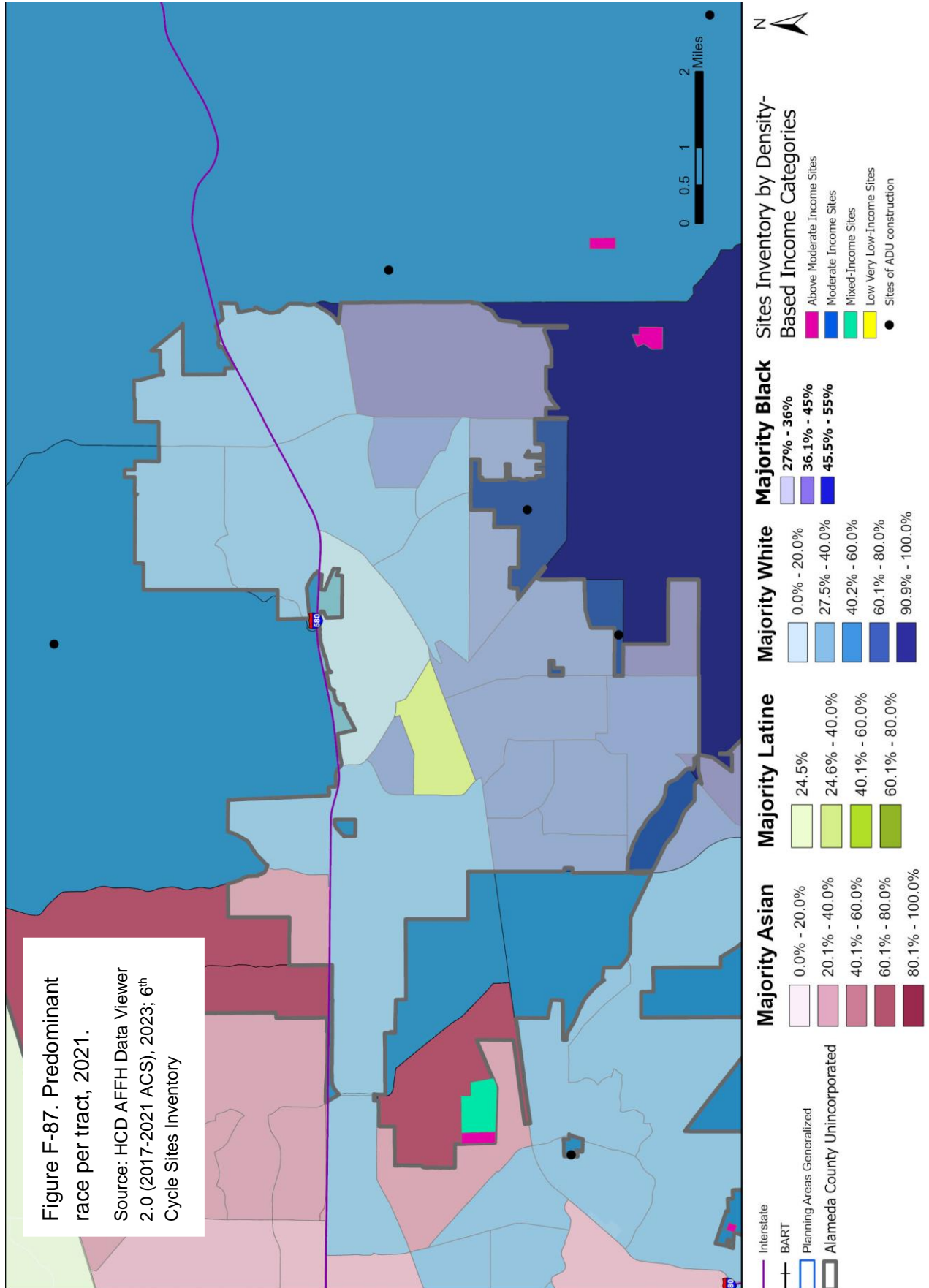
**Table F-29. Number of Units per Percent of People who are Latine/Hispanic**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
10.1-20%	1,060	19.2%	573	21.2%	188	23.5%	299	14.7%
20.1-30%	1,802	32.6%	778	28.8%	275	34.3%	749	36.9%
30.1-40%	565	10.2%	367	13.6%	42	5.2%	156	7.7%
40.1-50%	253	4.6%	78	2.9%	84	10.5%	91	4.5%
> 50%	1,018	18.4%	196	7.3%	205	25.6%	617	30.4%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%
Source: HCD AFFH Data Viewer 2.0 (2017-2021 ACS, Table B03002), 2023.								

While 23.0% of all units (1,271 units) are in tracts where more than half of the population are Latine, a close 34.3% of units (1,897 units) are located in tracts where 20.0% or less of the population are Latine.

As described in section F.7 - A History of Housing in Unincorporated Alameda County, certain neighborhoods in Alameda County have a long history of racial diversity. It is part of what makes the unincorporated areas a great place to live, and it is important to ensure that people can continue to live in their existing neighborhoods. Providing additional housing options through the sites inventory's proposed units can potentially create pathways to familial wealth through homeownership.





## Overcrowded and Severely Overcrowded Households

The U.S. Census defines an overcrowded household as having more than 1.01 persons per room (excluding bathrooms and kitchens). Units with more than 1.5 persons per room are considered severely overcrowded.<sup>35</sup>

Looking at Table F-30, 44.1% of units (2,444 units) are in census tracts where 5% or less of households are overcrowded, and 92.2% of units (5,105) are in tracts where 10% or less of households are overcrowded. Only 1.8% (101 units) of units are in tracts where 15-20% of people live in overcrowded census tracts, based on reporting.

Overcrowded households can be more financially precarious than others, leaving them more susceptible to displacement. This is especially true without tenant protections in place. The sites inventory does not concentrate in areas with high levels of overcrowded households, minimizing potential effects like displacement from impacting already overcrowded neighborhoods.

When looking at Figures F-88 and F-89, the most overcrowded tracts (shown in light blue and purple) include one tract in Cherryland, Hayward Acres, and one tract in both Ashland and Castro Valley. As discussed in section F.1.2 – Neighborhood Analysis, these tracts do not include large numbers of units.

**Table F-30. Percentage of Overcrowded Households (1.01-1.5 People per Room)**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
0-2%	903	16.3%	591	21.9%	98	12.2%	214	10.5%
2.1-5%	1,541	27.8%	650	24.1%	304	38.0%	587	28.9%
5.1-10%	2,661	48.1%	1,327	49.1%	264	33.0%	1,070	52.7%
10.1 – 15%	329	5.9%	106	3.9%	111	13.9%	112	5.5%
15-20%	101	1.8%	28	1.0%	24	3.0%	49	2.4%
Unit Totals	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%

Source: HCD AFFH Data Viewer 2.0 (2017-2021 ACS), 2023.

<sup>35</sup> “Overcrowding Definition”. Housing and Community Development, HCD 2023, <https://www.hcd.ca.gov/planning-and-community-development/housing-elements/building-blocks/overpayment-payment-and-overcrowding#:~:text=The%20U.S.%20Census%20defines%20an,room%20are%20considered%20severely%20overcrowded.>

Severely overcrowded households, those with more than 1.5 people per room, are described in Table F-31. There are more low and moderate income units assigned to census tracts with higher rates of severely overcrowded households. Where 5-10% of households are severely overcrowded, there are 9.3% of above moderate units (250 units), 22.3% of moderate units (179 units), and 22.7% of low income units (461 units). Even so, the majority of low and very low income and moderate income units are located in census tracts with lower percentages of severe overcrowding in households.

83.9% of all units (4,645) are in tracts where less than 5% of households are severely overcrowded. Above moderate units are slightly overrepresented in this category, with 90.7% of above moderate units being in tracts with less than 5% severely overcrowded households.

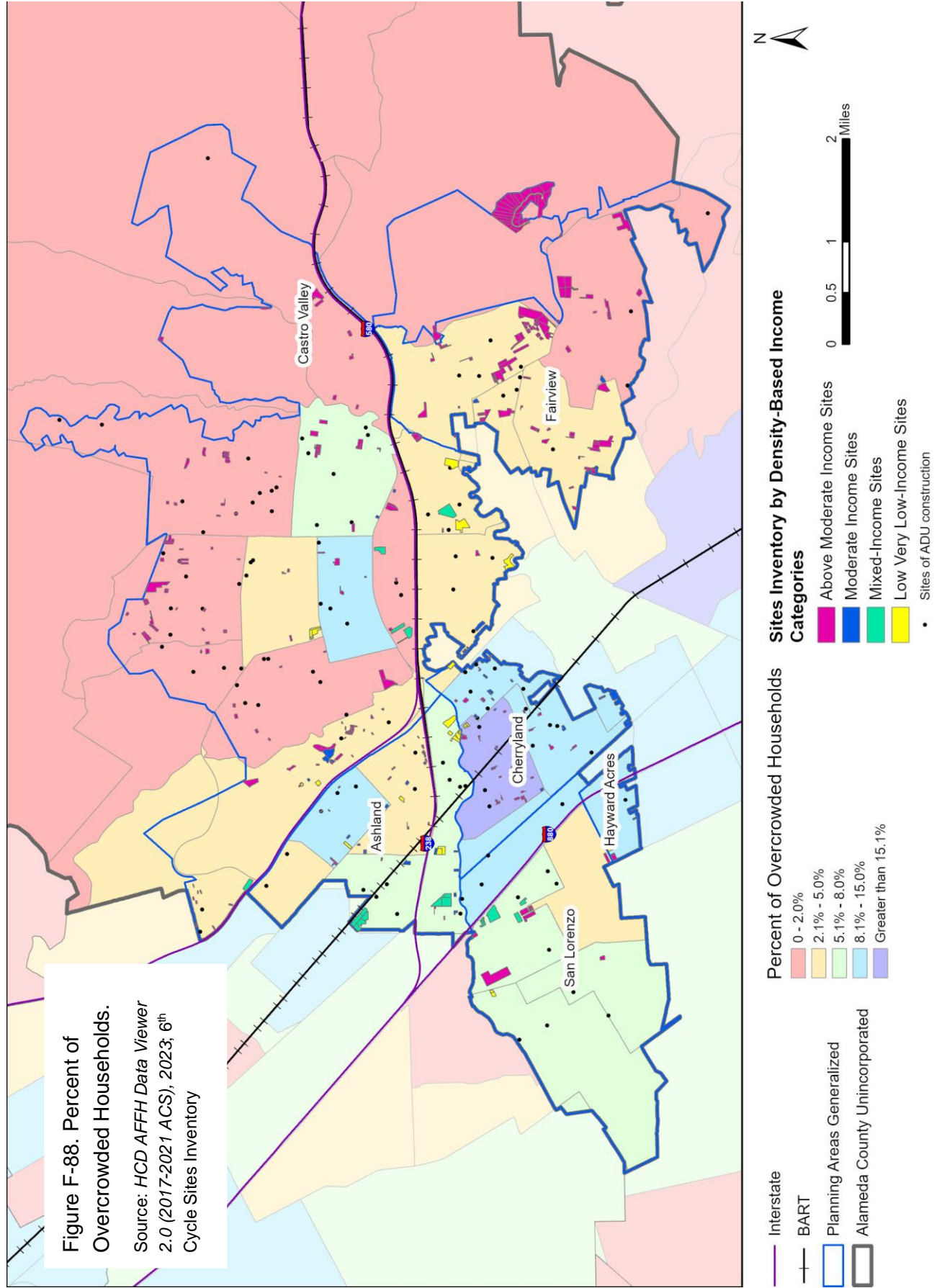
Overcrowded and severely overcrowded households comprise some of Unincorporated Alameda County's most vulnerable residents. Overall, the sites inventory does not concentrate the burden of sites in tracts with more overcrowded households.

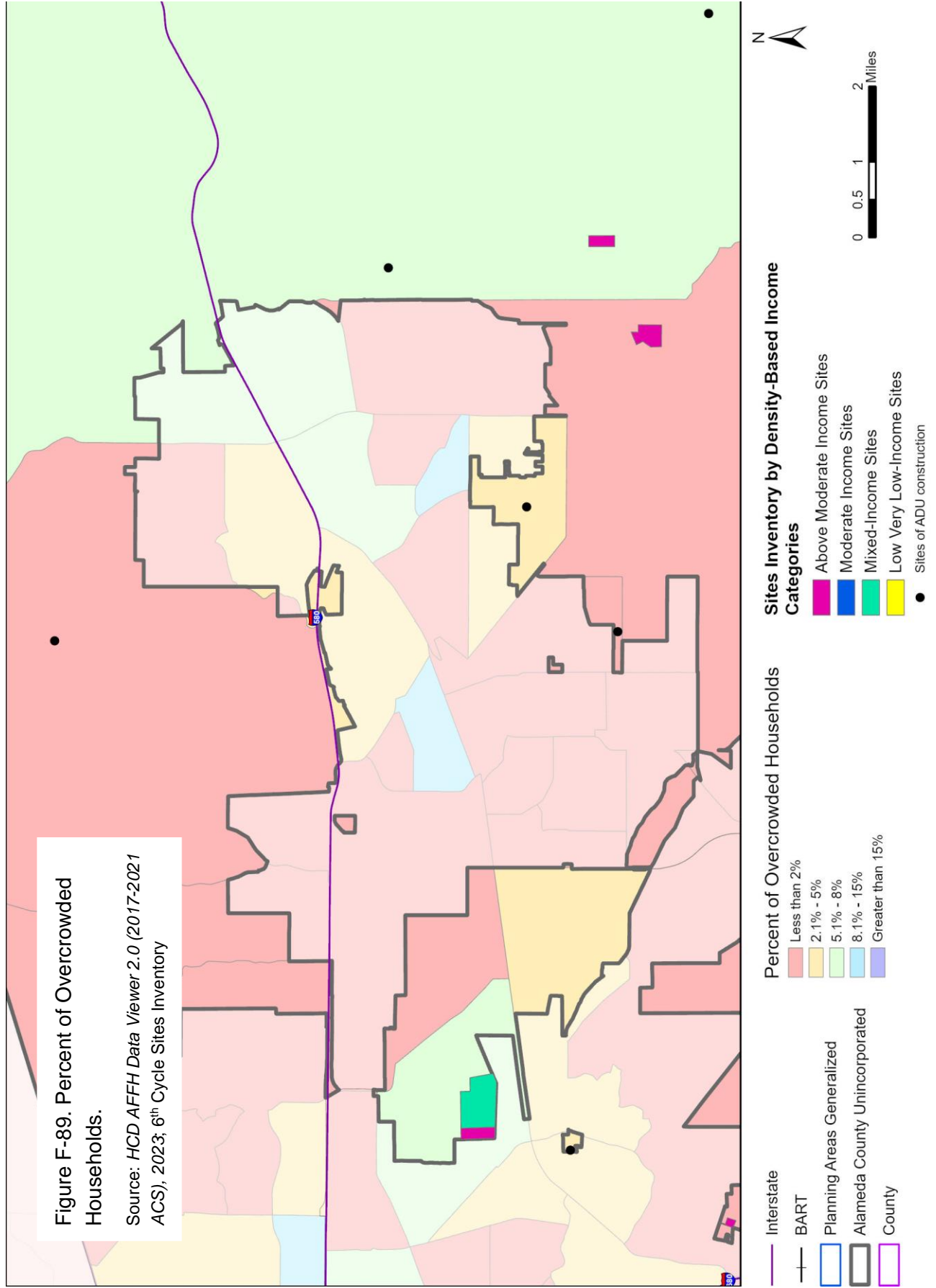
**Table F-31. Percentage of Severely Overcrowded Households (1.51+ People Per Room)**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
Less than 5%	4,645	83.9%	2,452	90.7%	622	77.7%	1,571	77.3%
0%	1,531	27.7%	1,004	37.2%	161	20.1%	366	18.0%
0.1-2%	2,704	48.9%	1,192	44.1%	346	43.2%	1,166	57.4%
2.1-5%	410	7.4%	256	9.5%	115	14.4%	39	1.9%
5-10%	890	16.1%	250	9.3%	179	22.3%	461	22.7%
5.1-7%	527	9.5%	171	6.3%	39	4.9%	317	15.6%
7.1-10%	363	6.6%	79	2.9%	140	17.5%	144	7.1%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%

Source: HCD AFFH Data Viewer 2.0 (2017-2021 ACS), 2023.







## Overpayment by Renters and Homeowners with Mortgages

Households that spend more than 30% of their income on rent, mortgage, and other housing needs are considered “housing cost burdened”<sup>36</sup>. Low income residents are most impacted by high housing costs and experience the highest rates of cost burden. When housing costs make up greater proportions of household income, households with fewer resources may be forced to choose between paying their rent or mortgage and other necessities like food and medical care. For these reasons, it would be more meaningful to examine housing cost burden data alongside income data.

This section analyzes the locations of proposed dwelling units in the “above moderate,” “moderate,” and “low and very low” income categories against 2019 5-year ACS census tract-level data for housing cost burden among renters and, separately, housing cost burden among homeowners.

### ***Proposed units and housing cost burden – Renters***

Figures F-90 and F-91 display the percent of rent-burdened households in a census tract (“Overpayment by Renters”) in the following categories: 0%-20%, 20%-40%, 40%-50%, 50%-60%, 60-75%, and 75%-100%. A majority (66.5%, or 3,679) of census tracts in Ashland, Castro Valley, Cherryland, Hayward Acres, Fairview, and San Lorenzo falls in the 40%-60% rent-burdened category. No census tracts fall in the “75%-100%” category, so table F-32 displays the census tracts with the highest percent rent burden as “60.1% to 75%.”

The unincorporated census tracts with the highest percentages of rent-burdened households (60-75%) are located in northwest Ashland, northern Fairview, central/west and far north Castro Valley, and south of Livermore and Pleasanton. Six census tracts, distributed between southern San Lorenzo, northern Cherryland, central Castro Valley, the northeastern Castro Valley Canyonlands, Fairview, and easternmost East County fall in the lower 20%-40% rent-burdened category, and two census tracts, located in the far northern and Five Canyons areas of Castro Valley, are less than 20% rent-burdened.

**Table F-32. Unit distribution by % rent-burdened households**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
less than 20%	36	0.7%	32	1.2%	2	0.2%	2	0.1%
20% to 40%	769	13.9%	413	15.3%	110	13.7%	246	12.1%

<sup>36</sup> “Overpayment and Over Crowding”. Housing Needs Data Report: Unincorporated Alameda, ABAG 2021, p. 39, <https://mtcdrive.app.box.com/s/nei8x775oi5m47mqhu8ctpyyqrio2v3/file/794875935734>

**Table F-32. Unit distribution by % rent-burdened households**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
40.1% to 50%	2,041	36.9%	678	25.1%	366	45.7%	997	49.1%
50.1% to 60%	1,638	29.6%	993	36.8%	134	16.7%	511	25.1%
60.1% to 75%	1,051	19.0%	586	21.7%	189	23.6%	276	13.6%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%
Source: HCD AFFH Data Viewer 1.0 (2015 2019 ACS), 2022								

Table F-32 shows the proposed distribution above moderate, moderate, and low and very low-income housing units in unincorporated Alameda County by percent of rent-burdened households in a census tract. Because a majority of census tracts falls in the 40%-60% rent-burdened category, a significant majority of all proposed units is located in census tracts that are 40% to 60% rent burdened, as shown in Figures F-90 and F-91.

Over half of proposed above moderate-income units (61.9% or 1,671 units) are located in census tracts where 40.1%-60% of renters are rent-burdened, with 678 (25,1%) of those units located in census tracts that are 40.1%-50% rent-burdened. An additional 21.7% (586) of units are in tracts where 60.1 to 75% of renters are rent-burdened. A small number of above moderate-income units (32 units or 1.5%) are located in the two census tracts with less than 20% rent burden.

The majority of proposed moderate income units (62.4% or 500 units) are located in census tracts where 40.1%-60% of renters are rent-burdened, with 366(45.7%) of those units located in census tracts that are 40%-50% rent-burdened. The remaining proposed moderate-income units are distributed unevenly between census tracts with 20%-40% rent burden (110 units or 13.7%) and census tracts with greater than 60% rent burden (189 units or 23.6%.) Only 2 moderate income units are proposed for the census tracts with less than 20% rent burden.

The majority of proposed low or very low-income units (74.2% or 1,508 units) is in census tracts where 40.1%-60% of renters are rent-burdened, with 997 units (or 49.1%) located in census tracts that are 40%-50% rent-burdened. Low and very low income units are the most concentrated in this rent-burden category, compared to the other income categories. A small number of proposed low or very low-income units (2 or 0.1%) is located in the two census tracts that are less than 20% rent burdened, and the remainder are evenly distributed between census tracts with 20%-40% rent burden (246 units or 12.1%) and census tracts with greater than 60% rent burden (276 units or 13.6%.)

Overall, the sites inventory distributes above moderate, moderate, and low and very low-income sites evenly across census tracts at different percentages of rent burden, relative to the distribution of percent rent burden across census tracts. Even distribution of the sites inventory relative to

percent rent burden has potential to alleviate existing patterns of segregation and/or exclusion of members of protected classes.

***Proposed units and housing cost burden – Mortgage-burdened homeowners***

Figures F-92 and F-93 display the percent of mortgage-burdened homeowner households in a census tract (“Overpayment of Homeowners”) in the following categories: 0%-20%, 20.1%-30%, 30.1%-37%, 37.1%-40%, 40.1%-60%, and 61%-100%. A majority of census tracts in Ashland, Castro Valley, Cherryland, Hayward Acres, Fairview, San Lorenzo, and East County falls in the 20%-40% mortgage-burdened category. The single unincorporated census tract with over 60% mortgage-burdened households is located in southern Cherryland, directly adjacent to the City of Hayward’s A Street border; the census tract with highest mortgage burden was also designated a R/ECAP in 2013. Six census tracts fall in the 40%-60% mortgage-burdened category: three in southern Ashland, one in eastern Cherryland, one that straddles the Cherryland/San Lorenzo border, and the single Hayward Acres census tract. No census tracts in the project area fall in the “greater than 80%” or “less than 20%” mortgage-burdened categories.

**Table F-33: Proposed unit distribution by % mortgage-burdened households**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
20% to 30%	1,670	30.2%	1,110	41.1%	179	22.3%	381	18.8%
30.1% to 37%	1,286	23.2%	525	19.4%	121	15.1%	640	31.5%
37.1% to 40%	1,432	25.9%	833	30.8%	242	30.2%	357	17.6%
40.1% to 60%	1,120	20.2%	220	8.1%	250	31.2%	650	32.0%
Greater than 60%	27	0.5%	14	0.5%	9	1.1%	4	0.2%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%

Source: HCD AFFH Data Viewer 1.0 (2015 2019 ACS), 2022.

Table F-33 shows the proposed distribution of above moderate, moderate, and low and very low-income housing units in unincorporated Alameda County by percent of mortgage-burdened households in a census tract. Because most census tracts in the project area fall in the 20.1%-40% mortgage-burdened category, a significant majority of all proposed units (79.3% or 4,388) is located in census tracts that are 20.1% to 40% mortgage burdened.

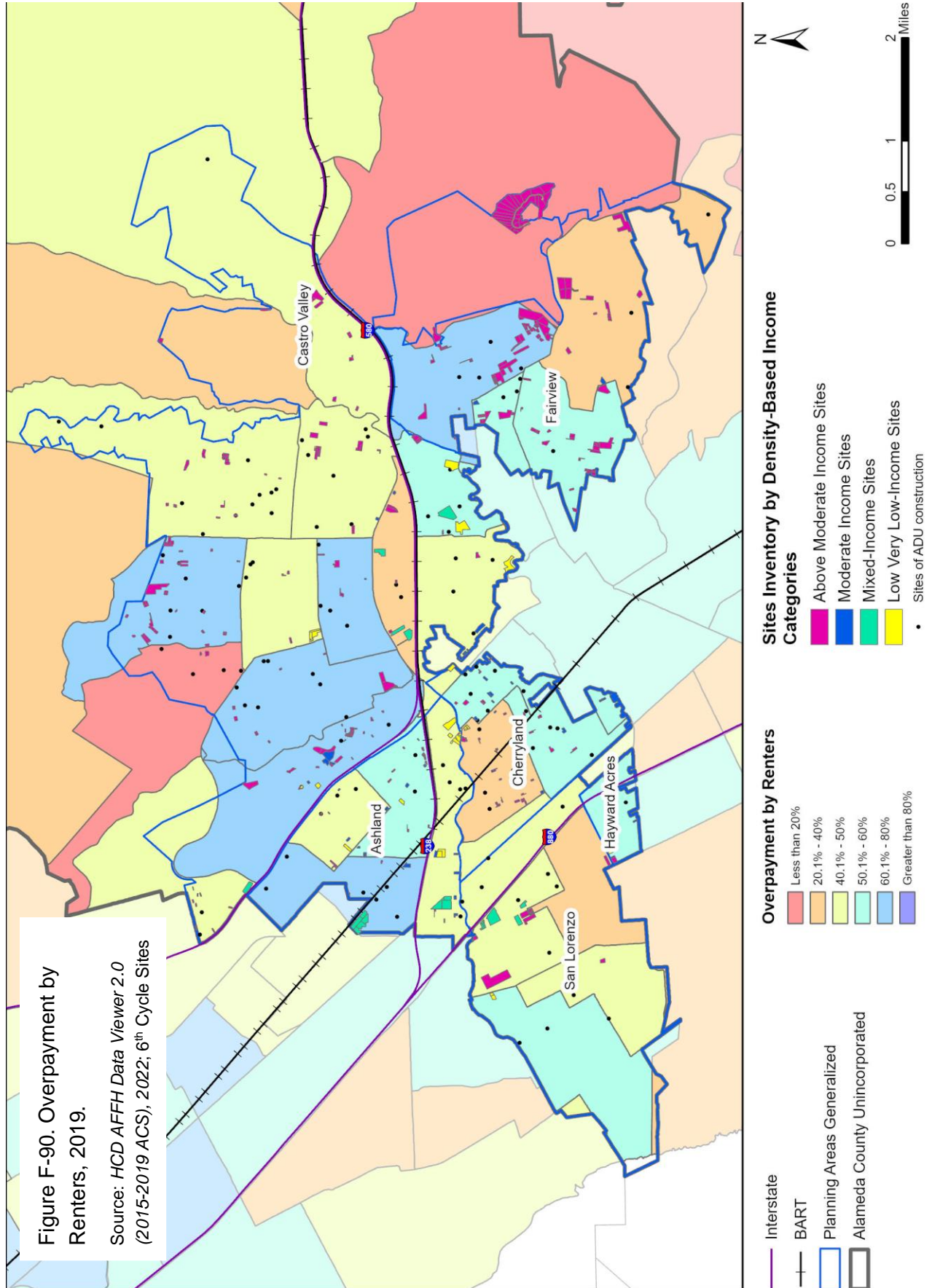


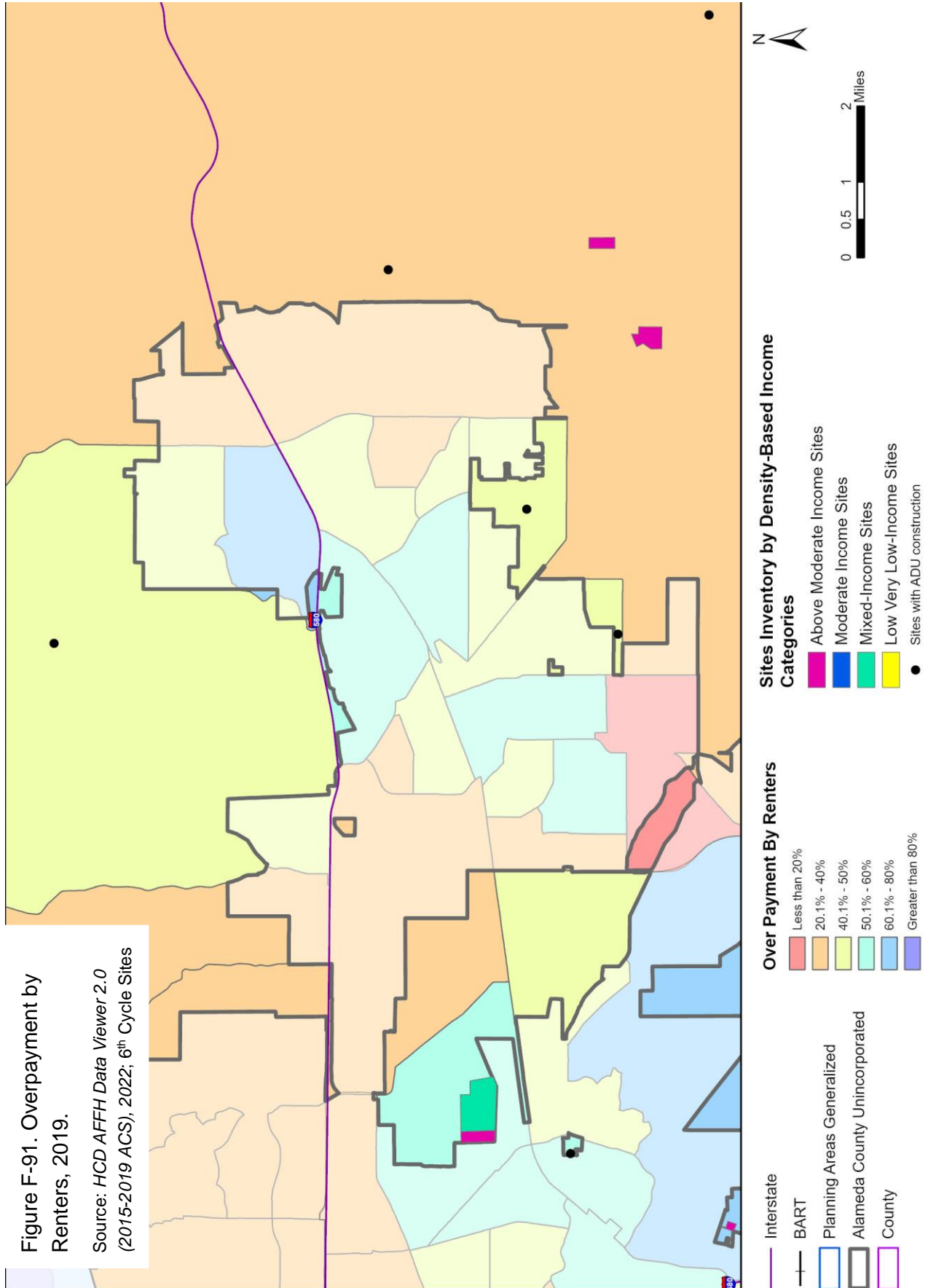
A total of 50.2% of proposed above moderate income units (or 1,358) are located in census tracts that are 30.1%-40% mortgage burdened, and 41.1% (1,110 units) of the above moderate-income units are located in census tracts that are 20.1-30% mortgage burdened. The remaining above moderate income units are distributed unevenly between census tracts that are 40.1%-60% mortgage burdened (8.1% or 220 units) and those with greater than 60% mortgage burden (0.5% or 14 units).

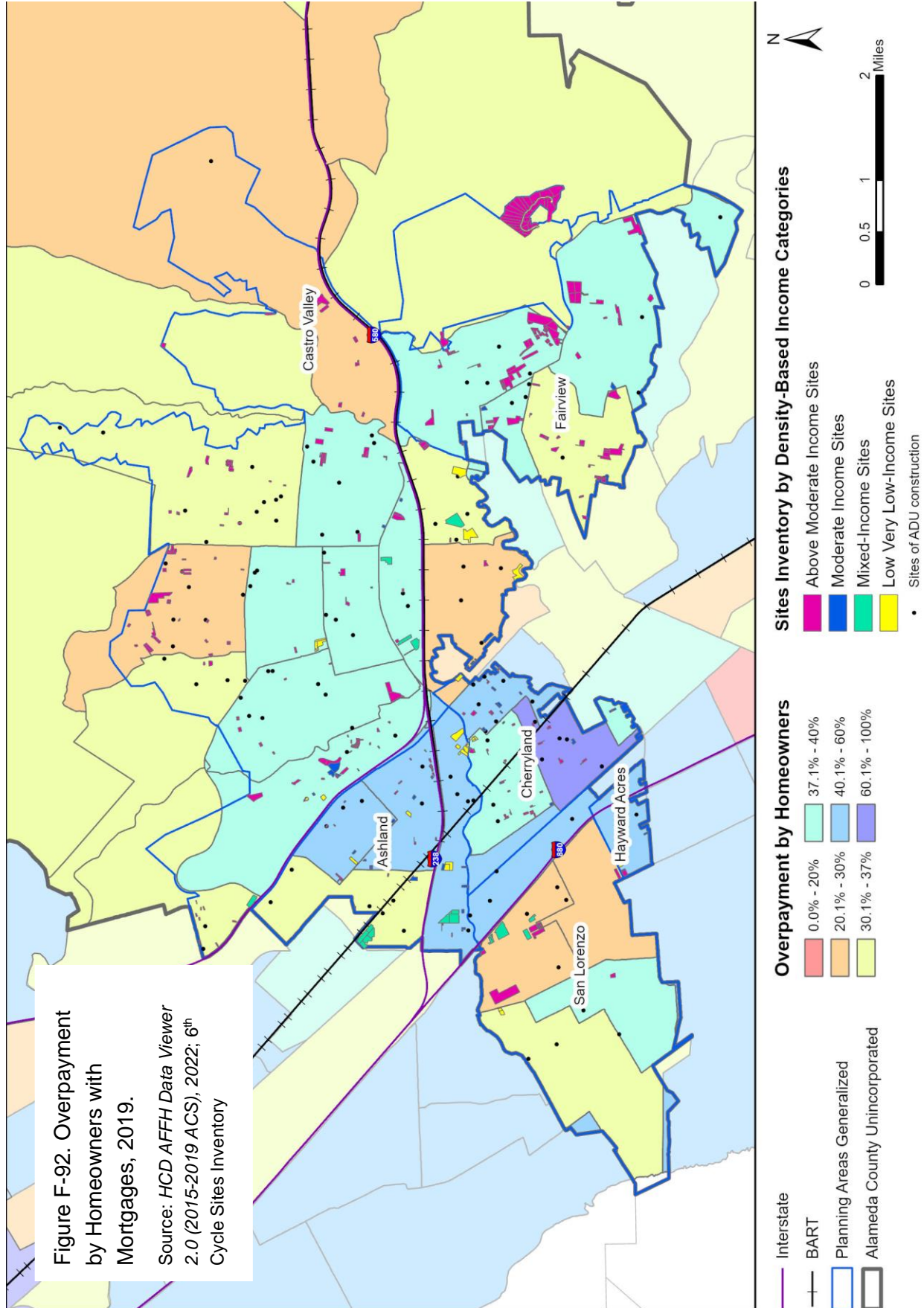
Proposed moderate income units are distributed fairly evenly between census tracts that are 37.1% -40% mortgage burdened (30.2% or 242 units) and 40%-60% mortgage burdened (31.2% or 250 units), with a small number of units (1.1% or 9 units) located in the or greater than 60% mortgage-burdened category.

Low and very low income units are evenly concentrated between tracts where 30.1% to 37% of mortgage holders are burdened (640 units, or 31.5%) and where 40.1% to 60% of mortgage holders are burdened (650, or 32%). The remaining units are evenly distributed between census tracts with 20%-30% mortgage burden (18.8% or 381) and those with 37.1%-40% mortgage burden (17.6% or 357 units).

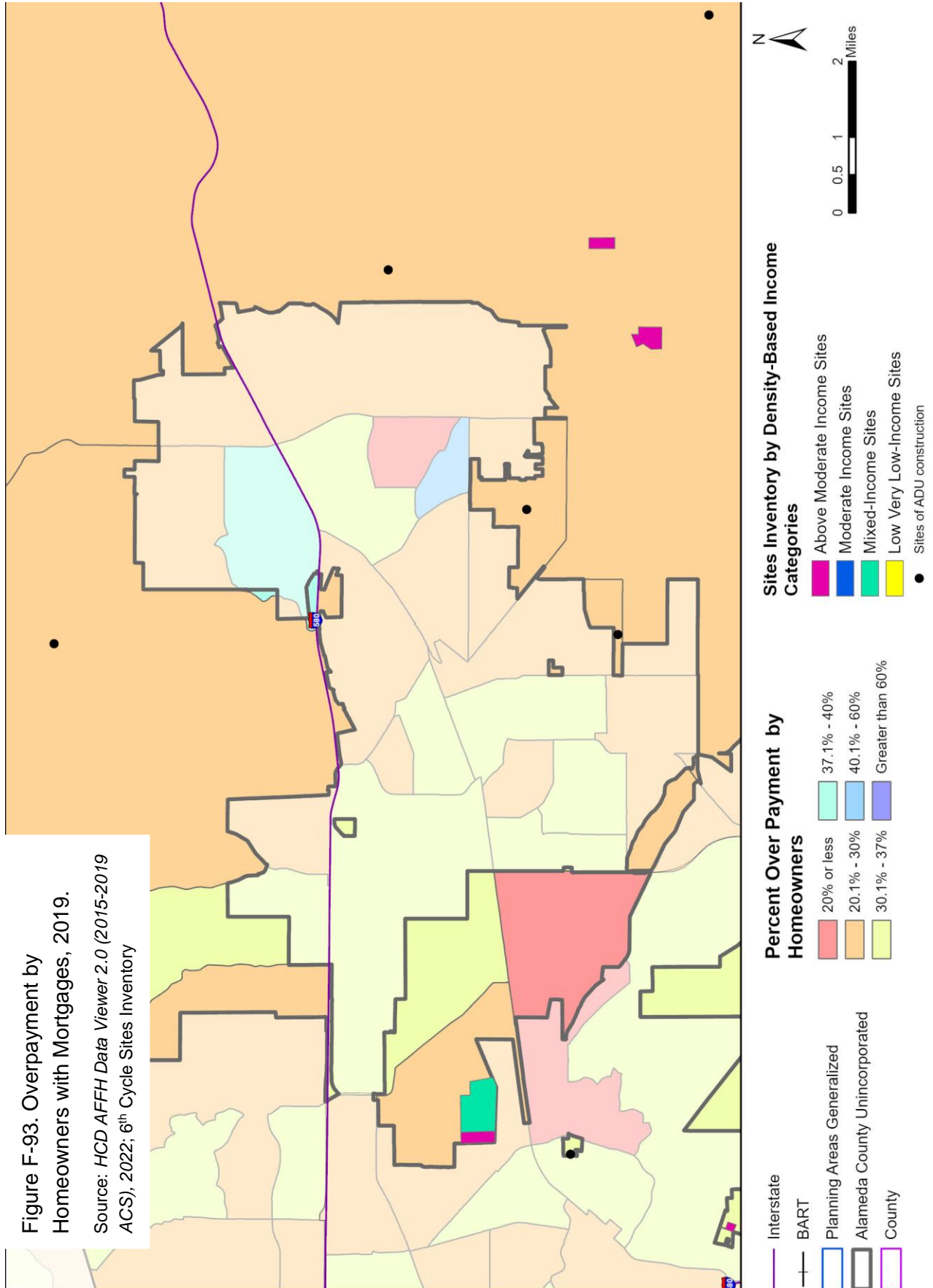
32.3% of moderate income sites and 32.2% of low and very low income sites are located in census tracts that are more than 40.1% mortgage burdened, while only 8.6% of above the moderate income sites are proposed for those same census tracts. Distribution of more moderate and low and very low-income sites in census tracts with the highest mortgage burden could help to reduce upward housing cost pressure in these areas. Conversely, 18.8% of low and very low income units are proposed in census tracts with the lowest mortgage burden (20-30%), which could reinforce existing patterns of segregation in low mortgage-burdened census tracts.













### Persons with Disabilities Compared to our Housing Elements' Sites Inventory

Throughout the Unincorporated areas, there is a range of people who have disabilities. The Americans with Disabilities Act (ADA) defines a person with disabilities, “as a person who has a physical or mental impairment that substantially limits one or more major life activity.”<sup>37</sup>

**Table F-34. Percent of Residents with Disabilities**

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
4-8%	1,313	23.7%	853	31.6%	107	13.4%	353	17.4%
8.1-10%	1,311	23.7%	407	15.1%	208	26.0%	696	34.3%
10.1-11%	1,833	33.1%	1,000	37.0%	283	35.3%	550	27.1%
11.1-15%	1,078	19.5%	442	16.4%	203	25.3%	433	21.3%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%

Source: HCD AFFH Data Viewer 1.0 (2015 2019 ACS, Table B18101), 2022.

Looking at Table F-34, people with disabilities appear very evenly distributed throughout the unincorporated areas, ranging from about 4% of the population to 15% of the population. Overall, 80.5% of units (4,457) are located in tracts where between 4% and 11% of people have a disability. These tracts are colored yellow and cyan in Figures F-94 and F-95.

The largest percentage of above moderate and moderate income categories' units are in census tracts where 10.1-11% of people have disabilities: 1,000, or 37%, of above moderate units, and 283, or 35.3% of moderate units. About 34.3% (696 units) of low and very low income units are located in census tracts where 8.1% to 10% of residents have disabilities.

In general, newer housing development has the opportunity to align with ADA requirements and future universal design standards (see Program 4.F - Assist Seniors and Disabled Persons to Maintain and Rehabilitate their Homes) in ways that may be difficult or expensive to retrofit for an older unit.

<sup>37</sup> “Disability Definition”. ADA National Network, 2023, <https://adata.org/faq/what-definition-disability-under-ada>

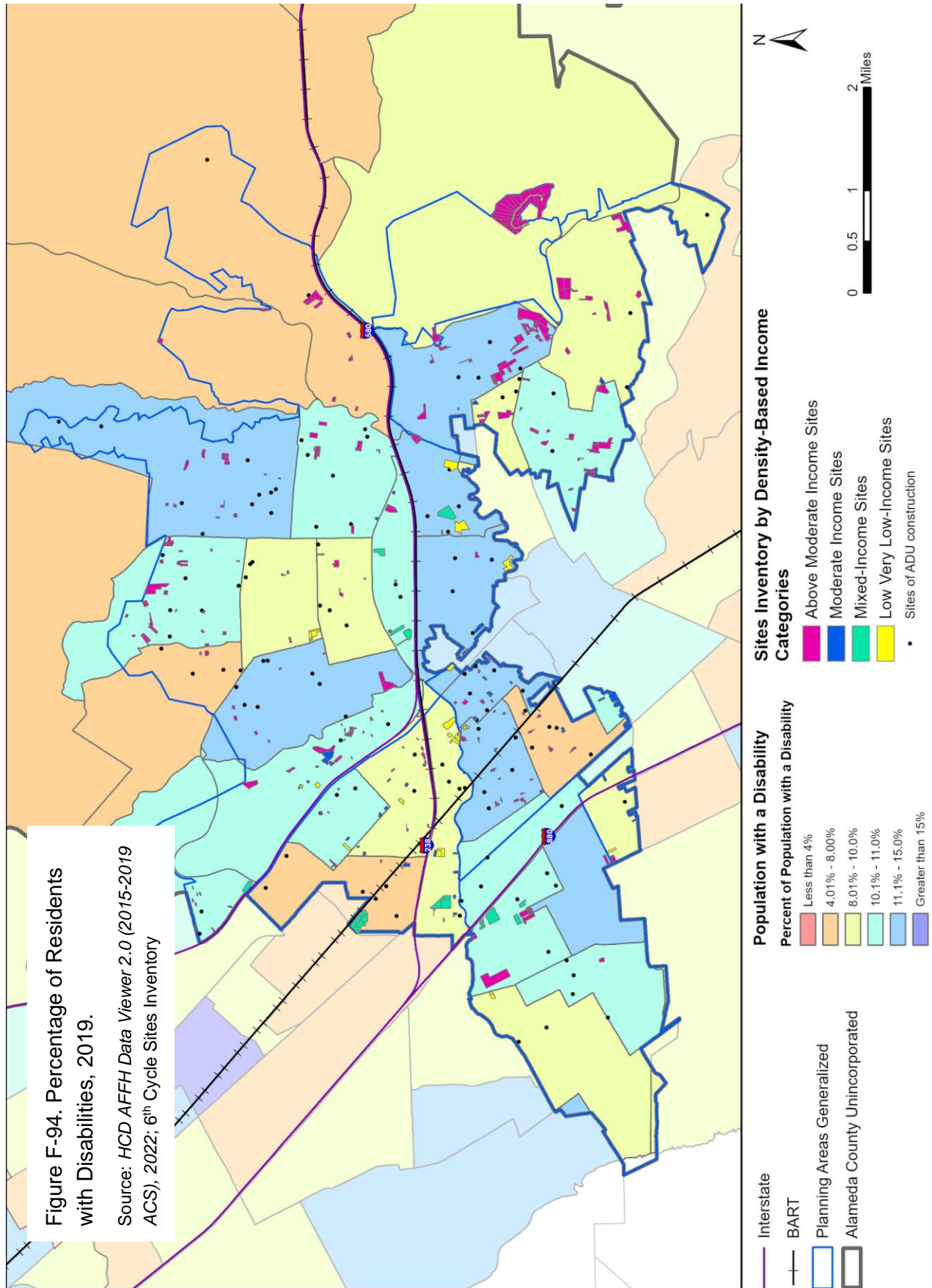
Nationally, people with disabilities are twice as likely to be living under the poverty line than people without disabilities.<sup>38</sup> Accessible, affordable housing is imperative. Adding new affordable housing to the neighborhoods where people with disabilities already live could provide them with greater choice in affordable housing without disrupting existing community ties.

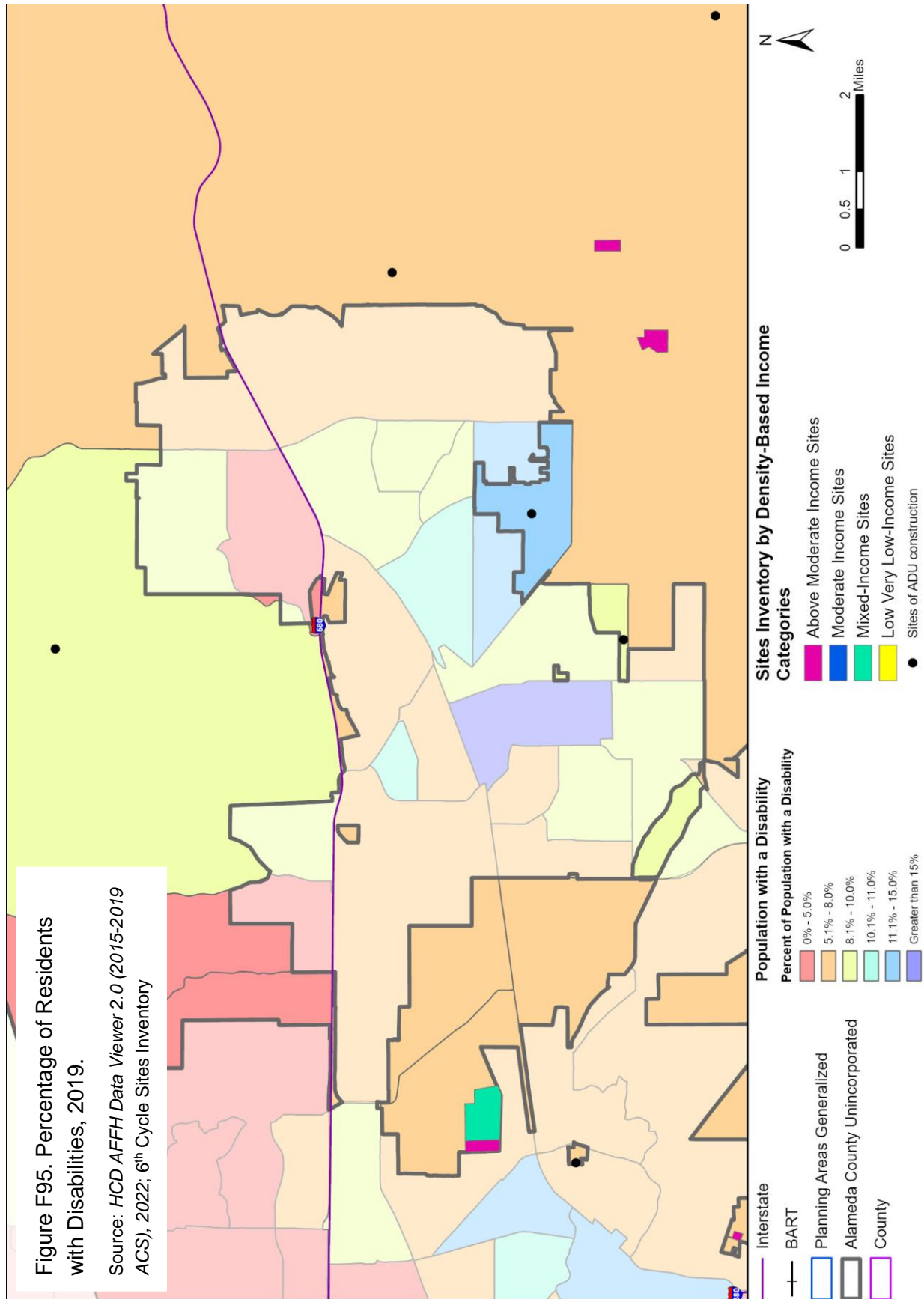
At the same time, without assurances that housing will be affordable, new units catering towards higher income households will not contribute as much towards housing choice for people with disabilities and may even contribute to displacement.

Overall, the proposed sites inventory does not concentrate any specific kind of housing throughout different concentrations of people with disabilities in unincorporated areas. Figures F-94 and F-95, shows this as well.

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<sup>38</sup> <https://tcf.org/content/commentary/7-facts-about-the-economic-crisis-facing-people-with-disabilities-in-the-united-states/>





## F.5.2 Potential Effects on Access to Opportunity

### TCAC Opportunity Map 2023

As shown in Table F-35, most dwelling units (2,480, or 44.8% of units) are located in Low Resource areas. As described in section F.8.2 and shown in Figures F-96 and F-97, Ashland, Cherryland, San Lorenzo, Hayward Acres, and part of Fairview are Low Resources areas. Another 34.2% (1,895) of units are assigned to Moderate Resource areas, which includes Fairview and southern Castro Valley. 20.9% of all units (1,160) are located in High or Highest Resource areas; these are primarily above moderate income units (929 units) but also includes 195 low and very low income units as well.

901 or 33.3% of above moderate income units are located within Low Resource areas. A similar number of above moderate income units, 872 units or 32.3% of above moderate income units, are located in Moderate Resource areas. 52.8% of moderate income units (423) are located in Low Resource areas, and 42.7% (342) are located in Moderate Resource areas. About half of low and very low income units (1,156, or 56.9%) are also in Low Resource areas.

**Table F-35. TCAC 2023 Opportunity Index**

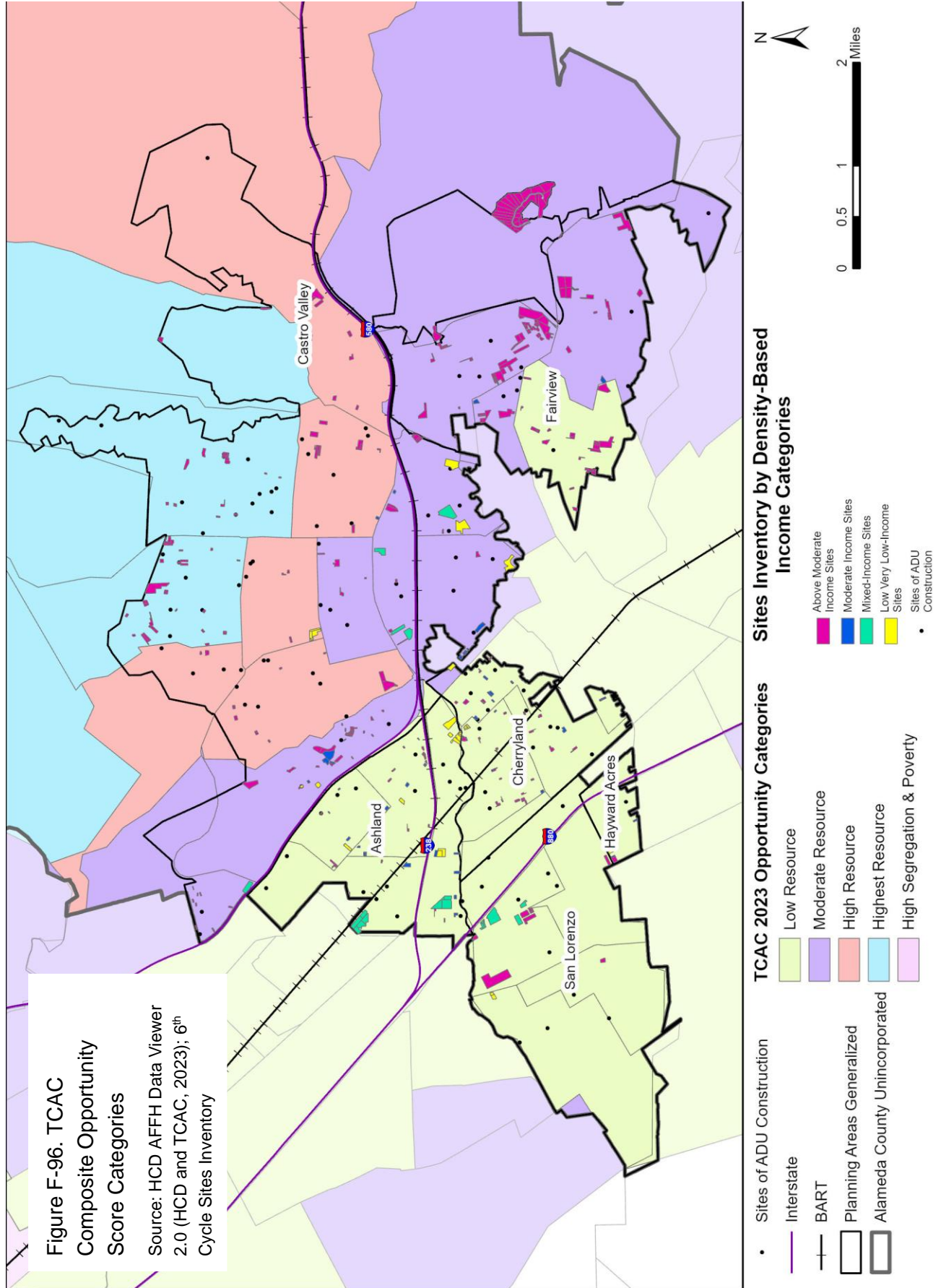
	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
Highest Resource	881	15.9%	761	28.2%	2	0.2%	118	5.8%
High Resource	279	5.0%	168	6.2%	34	4.2%	77	3.8%
Moderate Resource	1,895	34.2%	872	32.3%	342	42.7%	681	33.5%
Low Resource	2,480	44.8%	901	33.3%	423	52.8%	1,156	56.9%
Total units	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%

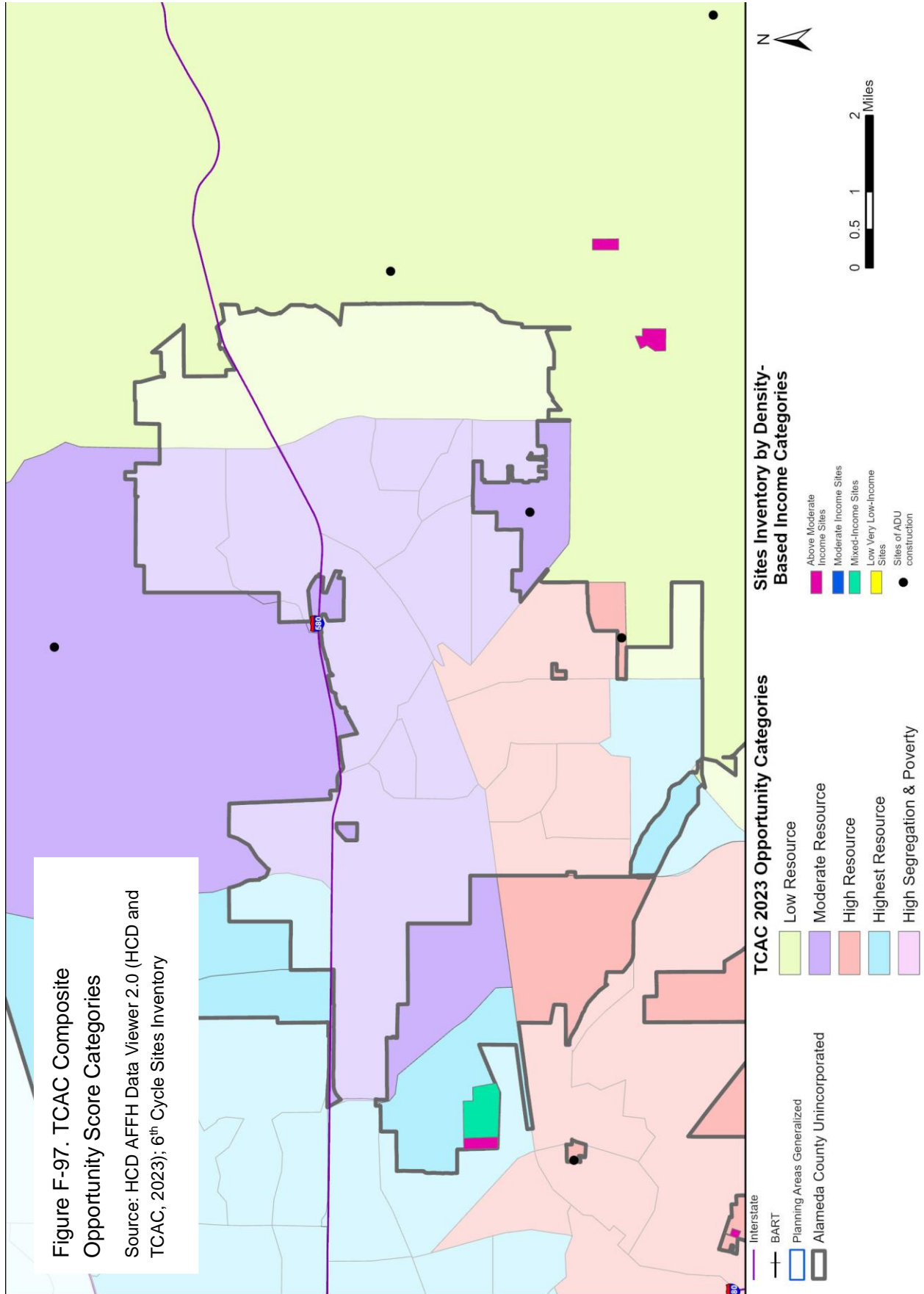
Source: HCD and TCAC, 2023; 6<sup>th</sup> Cycle Sites Inventory.

Overall, the placement of primarily Above Moderate units in High and Highest resource areas further class segregates. While there is a mixture of units projected in Low and Moderate Resource areas, the large percentage of low/moderate income units located in these areas will further segregate unincorporated communities and does not help these households access more resources. At the same time, bringing higher income households (901 above moderate units) into Low Resource areas has the possibility of encouraging displacement of households in these areas, especially for those with precarious financial situations.



To ensure the distribution of units does not further exacerbate existing issues accessing opportunity, the Alameda County will work to implement a host of policies and programs, described in section F.7 as well as in the forthcoming Environmental Justice Element, anticipated for adoption in June 2024.





## CalEnviroScreen 4.0

As discussed in the previous CalEnviroScreen 4.0 section (with Figures F-38 and F-39), the composite score combines a variety of different data sources to enumerate the overall pollution burden of a given census tract.

The largest number of units are in census tracts with CalEnviroScreen Scores percentiles between 35.01% and 45% (1,715 units, or 31%), with the second largest number of units located in tracts with CalEnviroScreen Scores between 55.01% and 65% (1,541 units, or 27.8%) (Table F-36).

33.7% (911) of above moderate units are in census tracts with CalEnviroScreen Scores percentiles between 35.01% and 45%. The remainder of above moderate income units are relatively spread out among the categories of percentiles. Moderate income units and low and very low income units are concentrated in tracts with scores above 35%. In Figures F-98 and F-99, these areas include most of the Eden Area and southern Castro Valley. The largest percentage of low and very low units (38.2%, or 776) are located in tracts with percentiles between 55.01 and 65% category; this includes areas like western Castro Valley and parts of Ashland..

Notably there are primarily only above moderate income units (680 of 798 units) located in the lowest CalEnviroScreen score strata (scores below the 35<sup>th</sup> percentile). These areas, the darkest green in In Figures F-98 and F-99, include northern Castro Valley, parts of Fairview, and much of East Alameda County. These same tracts, as shown in Figures F-80 and F-81, also have among the highest median incomes in Unincorporated Alameda County.

Low-income communities of color are often concentrated in areas with higher pollution. The Castro Valley and Fairview neighborhoods have lower scores, representing areas with less pollution and environmental hazards. Areas located north of Castro Valley Boulevard and south of I-580 East have low CalEnviroScreen scoring areas match with higher median income (Figures F80 and F-81) and higher resource areas (In Figures F-96 and F-97). Similarly, areas located south of Fairview Avenue and north of Maud Avenue have the lowest CalEnviroScreen scores.

Because sites, at a jurisdiction-wide level, are concentrated in areas with higher (and therefore worse) CalEnviroScreen scores, the county will implement programs and policies to improve the quality of life in these neighborhoods. The higher-scoring areas overlap with the EJ Element Priority Communities (see Figure F-3), and the forthcoming Environmental Justice Element Policies will be prioritized in this geography.<sup>39</sup>

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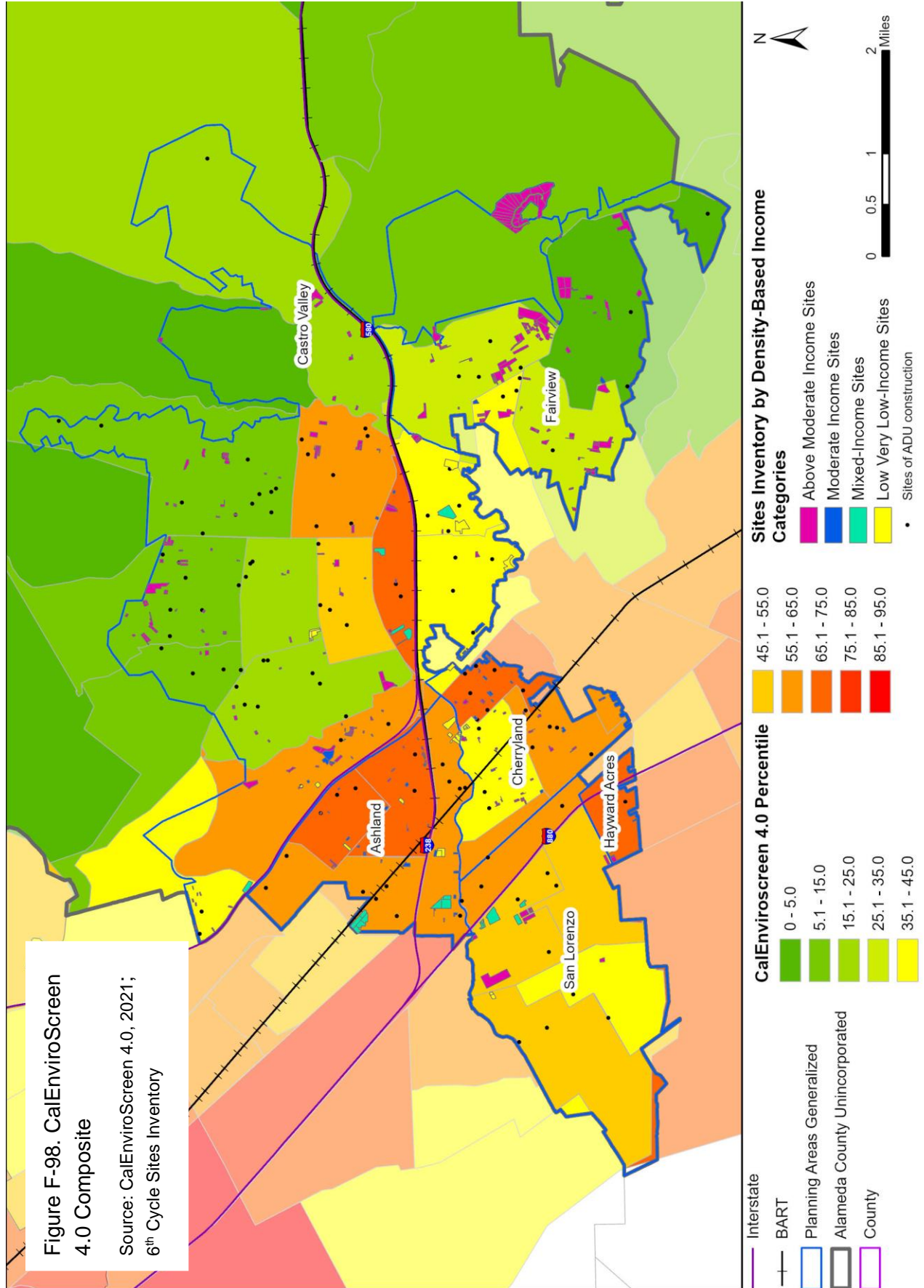
<sup>39</sup> The Environmental Justice Element will go to the Board of Supervisors for adoption in August 2024.

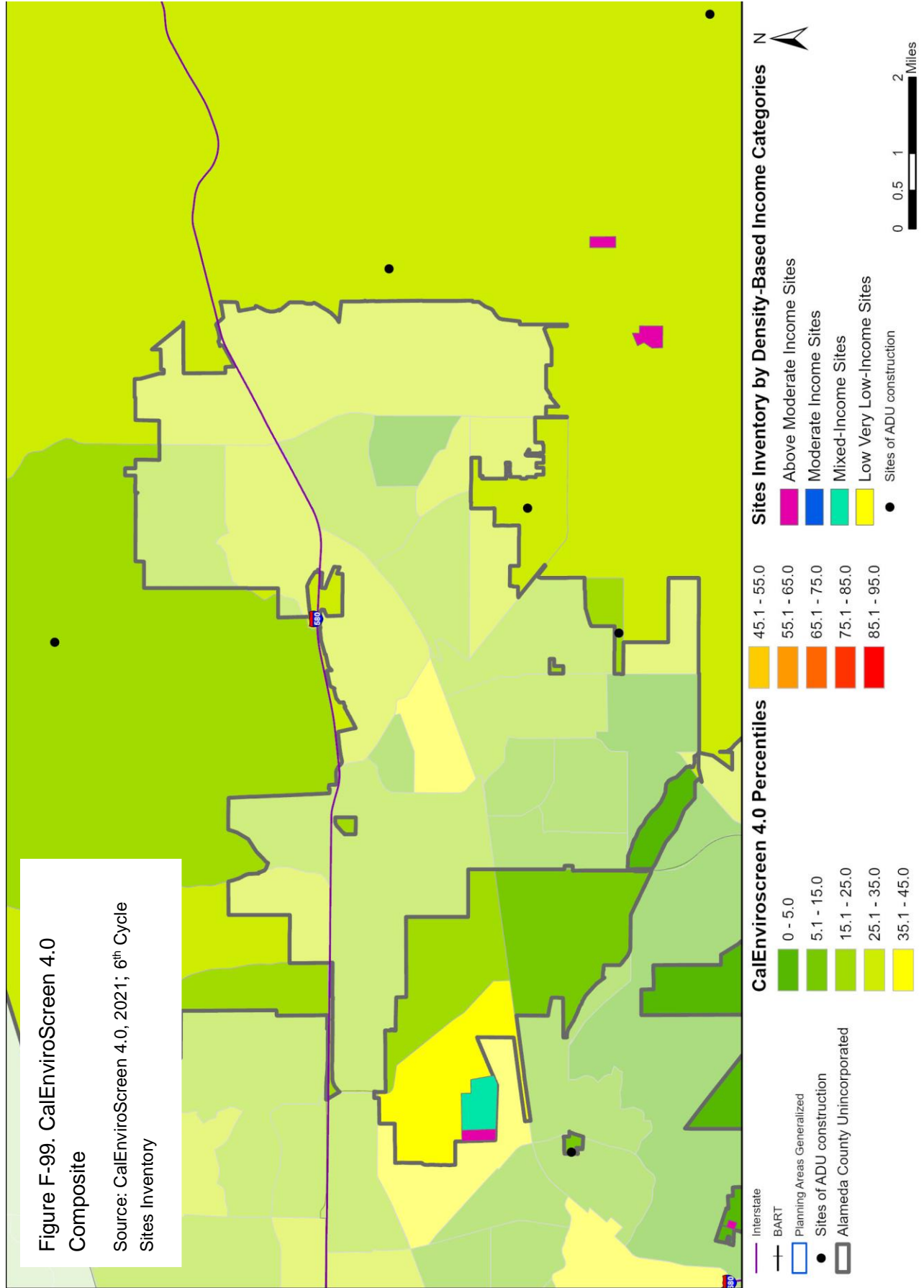
**Table F-36. CalEnviroScreen 4.0 Composite Scores**

	Sum of Total Units per Category	Overall Percentage of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
less than 5	144	2.6%	130	4.8%	12	1.5%	2	0.1%
5.01% - 15%	192	3.5%	172	6.4%	8	1.0%	12	0.6%
15.01% - 25%	143	2.6%	68	2.5%	7	0.9%	68	3.3%
25.01% - 35%	319	5.8%	310	11.5%	3	0.4%	6	0.3%
35.01% - 45%	1,715	31.0%	911	33.7%	192	24.0%	612	30.1%
45.01% - 55%	626	11.3%	367	13.6%	42	5.2%	217	10.7%
55.01% - 65%	1,541	27.8%	440	16.3%	325	40.6%	776	38.2%
65.01% - 75%	855	15.4%	304	11.3%	212	26.5%	339	16.7%
Grand Total	5,535	100.0%	2,702	100.0%	801	100.0%	2,032	100.0%

Source: CalEnviroScreen 4.0, 2021; 6<sup>th</sup> Cycle Sites Inventory







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## Section F.6                      A History of Housing in Unincorporated Alameda County

Current patterns of racial segregation throughout the Bay Area are the result of many forces. Historic government policies regarding housing – from all levels of government – influenced and were influenced by individual prejudice. By understanding these forces, we can better understand challenges to fair housing today.

### The Early Period

All of Alameda County sits on Ohlone land. The area this document considers is the historic lands of the Chochenyo-speaking Jalquin Ohlone people, one of many Muwekma Ohlone peoples. The descendants of these people are represented by the Confederated Villages of Lisjan and Muwckma Ohlone Tribe of the San Francisco Bay Area.

Spain was the first to colonize the Pacific Coast, stealing land from indigenous nations.<sup>40</sup> The Ohlone peoples, like many other indigenous nations in the Bay Area, were effectively enslaved and forced to work on Mission San Jose, located in modern-day Fremont, until the mission system was abolished in 1834. This is the first documented example of unfair housing in unincorporated Alameda County: Franciscan missionaries forced people from their homes and made them live in squalid conditions to serve the missions.

By 1800, three years after the founding of Mission San Jose, several hundred Ohlone people were made to live at the mission under the rule of Spanish Franciscan missionaries. As Spanish, and later American, colonization progressed, the Indigenous peoples of the Bay Area were systematically and violently removed from their lands and homes. In the 1850s, indigenous removal culminated in a messy attempt at negotiating treaties to move indigenous nations onto reservations. Simultaneously, Congress created a land title verification system for California without informing any native peoples. Together, these two processes effectively removed native people throughout California from their lands.<sup>41</sup> This was only one form of violence the Ohlone and many others withstood; from the start of colonization through the 1880s, the Ohlone population in the Bay Area dropped by almost 90% due to violence, displacement, and widespread disease brought by colonizers.<sup>42</sup>

When Mexico won its independence from Spain, the family of Don Guillermo Castro received Rancho San Lorenzo, while Rancho San Lorenzo Baja was given to the family of his sister, Barbara Soto. These ranchos covered the majority of modern Unincorporated Alameda and were used for ranching cattle.

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<sup>40</sup> For detailed history on the Mission period in the Bay Area: <https://www.loc.gov/collections/california-first-person-narratives/articles-and-essays/early-california-history/missions/>

<sup>41</sup> State of California Native American Heritage Commission, <http://nahc.ca.gov/resources/california-indian-history/>

<sup>42</sup> Roots and Race, UC Berkeley Belonging Institute, Haas Institute, 2019 [https://belonging.berkeley.edu/sites/default/files/haasinstitute\\_rootsraceplace\\_oct2019\\_publish.pdf](https://belonging.berkeley.edu/sites/default/files/haasinstitute_rootsraceplace_oct2019_publish.pdf)

American ownership of California and the Gold Rush brought more people to the Bay Area and further complicated rancho ownership. Newcomers squatted on Rancho San Lorenzo, so much so that today's San Lorenzo was called Squattersville. Both Mexican and American claims to the land ignored the claims of Ohlone peoples, who had survived the mission periods, to the land. Castro ultimately ceded his ownership of the area, and after 1865, he began to officially sell off pieces of Rancho San Lorenzo to its existing residents.

At this time, the areas between Oakland and Hayward were very rural, with people building their own homes. This is a period where few could afford to own land or held the right to own land in the US.

Among those buying land was William Meek, who went on to build the Meek Estate and run an agricultural empire of 3,000 acres in Alameda County. While Meek and other wealthy people built mansions, most people did not live this way. In a recorded interview, Meek's late granddaughter Gladys Volkman (1887-1984) recalled how Chinese families, and later Japanese families, employed by the estate lived in a village of 'shacks' on the property.<sup>43</sup> Chinese American workers lived in similar conditions on neighboring properties and large businesses. The difference in living conditions – shacks compared to the still-existing Meek Estate – highlights the way economic class and race limited peoples' access to housing at this time.

## **The Twentieth Century**

At the beginning of the 1900s, most of Alameda County was unincorporated, and much of the area was still agricultural. An advertising brochure, *The Garden of Eden*, published by the *Hayward Review* in 1905 details a variety of agricultural uses for the area: orchards, berries, vegetables, grains, poultry and dairy farms. It details how tracts of 10-20 acres were being made for people of 'small means,' but in reality purchasing any amount of land required then, as it does now, access to wealth.<sup>44</sup>

The gradual subdivision of the Meek estate meant others had opportunity to purchase land. Southern and central Alameda County were desirable areas in part because of their relative proximity to San Francisco and excellence for agriculture. Advertisements presented Cherryland as a way of accessing the splendor of previous generations. One ad (Figure F-100) reads "If you were in Cherryland today, you could ... enjoy a beautiful manor house where life may be enjoyed in the big generous way of the old regime."<sup>45</sup>

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<sup>43</sup> Meek Mansion (All Roads Lead to Hayward), 2013. <https://www.youtube.com/watch?v=uSFnpUfcUMs>.

<sup>44</sup> The Garden of Eden pamphlet, published in 1905 by the Hayward Review, is available digitized and hosted online by the Hayward Area Historical Society. It and other resources are available here: <https://www.haywardareahistory.org/resources-for-researchers-index>

<sup>45</sup> Advertisement of housing and land in Cherryland published in San Francisco Call, Volume 110 on November 30, 1911. Newspaper clipping was accessed at the Hayward Area historical Society on September 23, 2022.



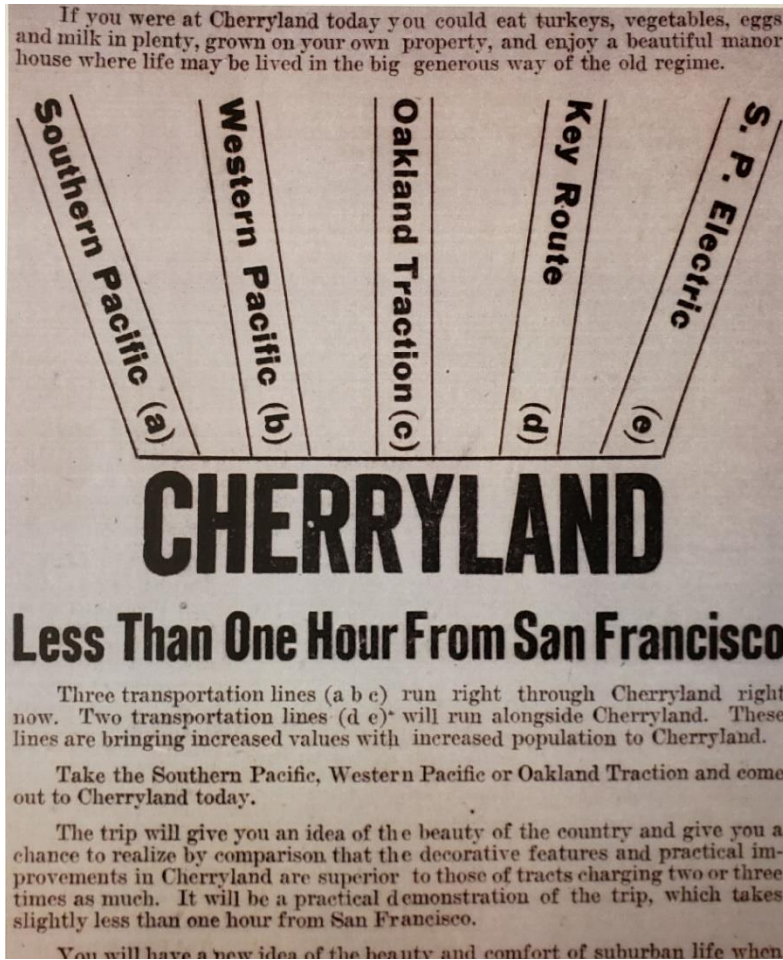


Figure F-100. Advertisement of housing and land in Cherryland published in *San Francisco Call*, Volume 110 on November 30, 1911. Newspaper clipping was accessed at the Hayward Area historical Society on September 23, 2022.

From the 1920s through the 1940s the number of farms and orchards continued to slowly decrease as the population of the area grew and farms were subdivided for housing tracts. In the 1940s through the 1960s the conversion of agricultural land to housing accelerated dramatically.<sup>46</sup> Throughout this period, racial and ethnic minorities were actively excluded from owning property and living in predominately

white neighborhoods due to exclusionary housing policies and practices including redlining and racial steering. While the unincorporated areas of the County were not subject to redlining, racial steering tactics, such as restrictive covenants on property deeds, prohibited the sale of property to people from non-white racial groups. As an example of this practice, local newspaper advertisements published in 1940 for “Castro Valley Orchards” noted that “Building and race restrictions insure your investment” (Figure F-101). These practices forced racial and ethnic minorities into the few neighborhoods available to them, including Russell City and Kelly Hill in the unincorporated community of Fairview.

<sup>46</sup> Hayward Area Historical Society 2021. <https://www.haywardareahistory.org/agricultural-history>.





Figure F-101. Ad for “Castro Valley Orchards” housing placed in the Oakland Tribune in 1940. Similar ads were placed throughout 1939 and 1940. It reads that “Building and race restrictions guarantee your investment and assures correct environment.” Oakland Tribune. Newspaper clipping accessed at the Hayward Area historical Society on September 23, 2022.

### Anti-Chinese Racism in the Bay

The Workingmen’s Party and Anti-Coolie Association were active throughout the Bay Area, including in central Alameda County; their efforts resulted in racialized zoning ordinances in the 1870s and 1880s, the California Anti-Coolie Act in 1862, and the federal Chinese Exclusion Act. Passed in 1882

it prohibited all immigration of Chinese laborers for 10 years. In the Bay Area, San Pablo, San Jose, Antioch, and other towns forcibly expelled Chinese American residents in 1886.<sup>47</sup>

San Francisco attempted to ban laundry washing businesses in all-white neighborhoods in 1880; this ordinance implicitly targeted Chinese peoples and was not used against non-Chinese laundry owners. Ultimately, the US Supreme Court declared the ordinance unconstitutional in 1886 in the case *Yick Wo v. Hopkins*. In 1890, San Francisco tried to outright ban Chinese Americans from living in specific parts of the city through Bingham Ordinance in 1890. It was quickly struck down by a federal court, but not long after, neighboring Berkeley’s 1916 zoning ordinance was used as a tool of racial segregation. Neighborhoods petitioned to be zoned, with some residents citing the locations of Chinese- and Japanese- owned laundries or of gathering spaces for the Black community as reasons to enact zoning.<sup>48</sup>

The state government also played a role in limiting Chinese and Japanese access to land. California enacted a series of alien land laws in 1913 and 1920 to generally limit immigrants’

<sup>47</sup> Roots and Race, UC Berkeley Belonging Institute, Haas Institute, 2019  
[https://belonging.berkeley.edu/sites/default/files/haasinstitute\\_rootsraceplace\\_oct2019\\_publish.pdf](https://belonging.berkeley.edu/sites/default/files/haasinstitute_rootsraceplace_oct2019_publish.pdf)

<sup>48</sup> Ibid.

rights to property and specifically remove Japanese farmers from California's agricultural economy, eventually banning their ability to lease or subcontract on agricultural land.<sup>49</sup>

### Japanese Internment

The late 1800's saw an increase in the number of Japanese immigrants entering California, primarily through San Francisco. As a result, the first large settlement of Japanese in California was in San Francisco, with smaller communities forming later in Alameda County. According to the U.S. Census, in 1890 184 Japanese lived in Alameda County. By 1910, the Japanese and Japanese American population in Alameda County had grown to 3,266.<sup>50</sup> Many of the early Japanese immigrants, who were primarily men seeking work, settled in the Eden area of unincorporated Alameda County. Some worked in the salt works in what is now Newark and Union City. Many worked in agriculture, starting as laborers or working as sharecroppers on local farms since they could not initially afford to buy land or equipment, but were eventually able to start their own successful flower-growing businesses.<sup>51</sup>

In 1908, the United States and Japan entered into the "Gentleman's Agreement," an informal agreement between the two governments whereby Japan agreed to not allow further emigration to the U.S. and the U.S. agreed to not impose restrictions on Japanese immigrants already living in the country. In 1913 California passed the Anti-Alien Land Law which prohibited any Japanese alien from buying land. In 1920, a second state law prohibited Japanese aliens or companies from buying or leasing land in California. One of the properties confiscated by the state as a result of this law was the Shibata family's Mount Eden Nursery, which had been in operation since 1918 (Mount Eden is now part of the City of Hayward.). The Shibatas were eventually able to regain ownership of the land after a long legal battle.<sup>52</sup>

Social organizations became the center of a thriving Japanese American community in the Eden area despite racist barriers to their success. In 1931, Minoru and Masa Okada donated farmland next to their nursery in Ashland for construction of the Ashland Gakuen. Japanese American children from the East Bay commuted there for after-school Japanese language instruction, and the gakuen also served as a social gathering place. The gakuen thrived for over ten years until Japanese Internment in 1942.<sup>53</sup>

In February 1942, President Franklin Roosevelt signed Executive Order 9066 which granted permission for military commanders on the West Coast to relocate Japanese American citizens from their homes for the duration of World War II. Local Japanese American citizens, including those from the nearby unincorporated areas, were required to register at the office of the War Relocation Authority located on C Street, near Mission Boulevard in Hayward. Within a few weeks, families had to sell their properties or find someone to operate their businesses and

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<sup>49</sup> Ibid.

<sup>50</sup> *National Park Service, A History of Japanese Americans in California: Patterns of Settlement and Occupational Characteristics* [https://www.nps.gov/parkhistory/online\\_books/5views/5views4b.htm](https://www.nps.gov/parkhistory/online_books/5views/5views4b.htm)

<sup>51</sup> Yo Kasei, *Eden Japanese Community History*, Hayward Area Historical Society

<sup>52</sup> Ibid.

<sup>53</sup> *Eden Japanese Community Center website*, <http://www.edenathleticclub.org/edenjcc.html>

report for removal to the interior of the country to live in internment camps. Many of the area nurseries fell into disrepair during the internment of the Japanese American community.<sup>54</sup> The Shibatas were able to lease their nursery to William Zappettini, an Italian immigrant, until they returned. After the war ended in 1945, many, but not all, of the nursery owners were able to regain control of their businesses and the nurseries recovered.<sup>55</sup>

The school hall at the Ashland Gakuen functioned as a hostel for returning and relocating Japanese Americans for a few years following the war, but the building was subsequently destroyed by fire. In 1960, the Eden Township Chapter of the Japanese American Citizens League (JACL) organized an effort to rebuild the Eden Japanese Community Center at the original site of the Ashland Gakuen and construction was completed in 1962. The Eden Japanese Community Center continues to operate today at 710 Elgin Street in Ashland as the home of the Eden Athletic Club (EAC), the Eden Chapter of the JACL, the Eden Youth Group, and the Eden Senior Center.<sup>56</sup> In later years, those associated with JACL have also worked to create supportive housing for community elders.

Many of the nurseries continued to operate into the early 1980s when the last of the properties were purchased by developers for new homes and industries.<sup>57</sup> The federal Civil Liberties Act of 1988 granted reparations to Japanese Americans who had been wrongly interned by the United States government during World War II. The act granted each surviving internee \$20,000 in compensation.

### **Redlining in the Bay Area**

Exclusionary zoning like that in Berkeley caught on throughout the Bay Area and the country. By establishing neighborhoods or entire towns that did not allow more dense, more affordable housing, the Bay Area became more clearly segregated through race and class. Historic analysis makes clear that these zoning decisions – many of which continue to shape the Bay Area today – were motivated by racism.<sup>58</sup> Exclusionary zoning created areas of concentrated poverty and concentrated wealth, and the opportunities or lack thereof available in neighborhoods reinforced cycles of poverty and the building of wealth, respectively.<sup>59</sup>

Redlining began in the 1930s and started because the federal government was only willing to back certain mortgages. The entity in charge of the program, HOLC or the Homeowners Loan

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<sup>54</sup> *Hayward Area Historical Society*, <https://www.haywardareahistory.org/wwii-homefront-japanese-americans>

<sup>55</sup> *Hayward Area Historical Society website*, <https://www.haywardareahistory.org/mount-eden>

<sup>56</sup> *Eden Japanese Community Center website*, <http://www.edenathleticclub.org/edenjcc.html>.

<sup>57</sup> *Hayward Area Historical Society website*, <https://www.haywardareahistory.org/mount-eden>.

<sup>58</sup> *Roots and Race*, UC Berkeley Belonging Institute, Haas Institute, 2019 [https://belonging.berkeley.edu/sites/default/files/haasinstitute\\_rootsraceplace\\_oct2019\\_publish.pdf](https://belonging.berkeley.edu/sites/default/files/haasinstitute_rootsraceplace_oct2019_publish.pdf)

<sup>59</sup> The Century Foundation. <https://tcf.org/content/facts/understanding-exclusionary-zoning-impact-concentratedpoverty/?agreed=1&agreed=1>

Corporation, devised a method of mapping communities based on ‘desirability’ to ensure they offered loans to people that were more likely to pay them off.

In the Bay Area and throughout the country, exclusively white communities were more likely to be ranked as ‘best’ while those with multiple races or those closer to industrial sites – places that were already deemed undesirable – were likely to be categorized as ‘hazardous’ or ‘definitely declining.’ Successfully applying for loans for homes in ‘lower’ ranked neighborhoods was more difficult than applying for loans in ‘higher’ ranked neighborhoods. HOLC’s ranking system effectively barred people of color, immigrants, and Jewish people from building wealth and specifically directed public and private investment into white neighborhoods.

Most of Alameda County was too rural to be mapped at the time, but Berkeley, Oakland, and Alameda were mapped by HOLC. Nationally, 74% of neighborhoods called “Hazardous” are low to moderate income today and almost 64% are primarily peopled by people of color.<sup>60</sup>

### **Industrial Boom and Exclusionary Housing Practices in Central Alameda County**

World War II brought people from across the country to the Bay Area seeking jobs in the defense industry. This rapid population growth continued after the war and was accompanied by a boom in the construction of housing throughout the Bay Area for the workers and their families. The earliest phase of San Lorenzo Village, an unincorporated community comprising 3,000 single-family homes, as well as schools, churches, and commercial buildings, was built between 1944 and 1951. By industrializing the construction process and standardizing the design of the housing units, developer David Bohannon was able to construct the homes in the Village at an unprecedented rate, significantly reducing the cost.<sup>61</sup>

Parts of the unincorporated area were designed to build wealth through homeownership, but explicitly excluded communities of color from these opportunities. San Lorenzo Village was one of the United States’ first planned communities built toward the end of World War II, subsidized by the U.S. Navy to house white war-industry workers in single family homes.

Planning for San Lorenzo included: schools, churches, parks, and retail centers, serving as the blueprint for similar developments indicative of the time period and across the country. Policies of redlining and racial covenants excluded non-white workers from homeownership, codifying segregation and reducing opportunities for intergenerational wealth transfer for non-white families who were forced to rent, or to purchase homes in areas with lower appreciation on their investment.

The Federal Housing Administration (FHA) subsidized the construction of the Village, and FHA and Veterans Administration (VA) loan guarantees made it possible for many working-class families to buy the newly constructed homes. However, racially restrictive covenants on the deeds limited ownership to whites only. The FHA refused to insure mortgages for Black people

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<sup>60</sup> HOLC “Redlining Maps,” The persistent Structure of Segregation and Economic Inequality, NCRC, Bruce Mitchell, PhD. Accessed February 20 2023. <https://ncrc.org/holc/>.

<sup>61</sup> Andrew Hope, “Evaluating the Significance of San Lorenzo Village, a Mid-20<sup>th</sup> Century Suburban Community,” *CRM Journal*, Summer 2005.

based on the justification that if Black people purchased homes in or near the suburbs, the property values of white-owned homes whom they were insuring would decline, making mortgage loans to Black people a financial risk. In effect, this meant that people who were not white had access to less housing options and, in turn, the possibility of building generational wealth through homeownership.

Some racial restrictions were less formal and more dangerous than restrictive deeds. Neighboring San Leandro was likely a sundown town, forcing people of color seeking employment in the town's growing industrial sector to live further away from their jobs.<sup>62</sup> The combination of some neighborhoods in Unincorporated Alameda County having racial deed restrictions (Castro Valley, San Lorenzo) and neighboring towns having restrictions as well helped facilitate patterns of segregation seen in other parts of this appendix.

After the landmark United States Supreme Court case *Shelley v. Kraemer* made it illegal to enforce racial covenants in 1948,<sup>63</sup> Hayward-area law firm M. C. Friel and Associates would develop workarounds to this rule for homeowners who wanted to maintain segregation.<sup>64</sup> Even

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<sup>62</sup> City of San Leandro. "Chapter 5: Affirmatively Furthering Fair Housing (AFFH)," 2022. <https://slhousingelement.com/wp-content/uploads/2023/02/5-Affirmatively-Furthering-Fair-Housing.pdf>.

<sup>63</sup> You can read about this landmark case here: [https://www.law.cornell.edu/wex/shelley\\_v\\_kraemer\\_\(1948\)](https://www.law.cornell.edu/wex/shelley_v_kraemer_(1948))

<sup>64</sup> Self, Robert O. *American Babylon: Race and the Struggle for Postwar Oakland*. Princeton University Press, 2003. <http://hdl.handle.net/2027/heb08985.0001.001>.



without legal ability to enforce racial covenants, some homeowners' associations in Castro Valley worked to keep their neighborhoods white, as depicted in Figure F-102.

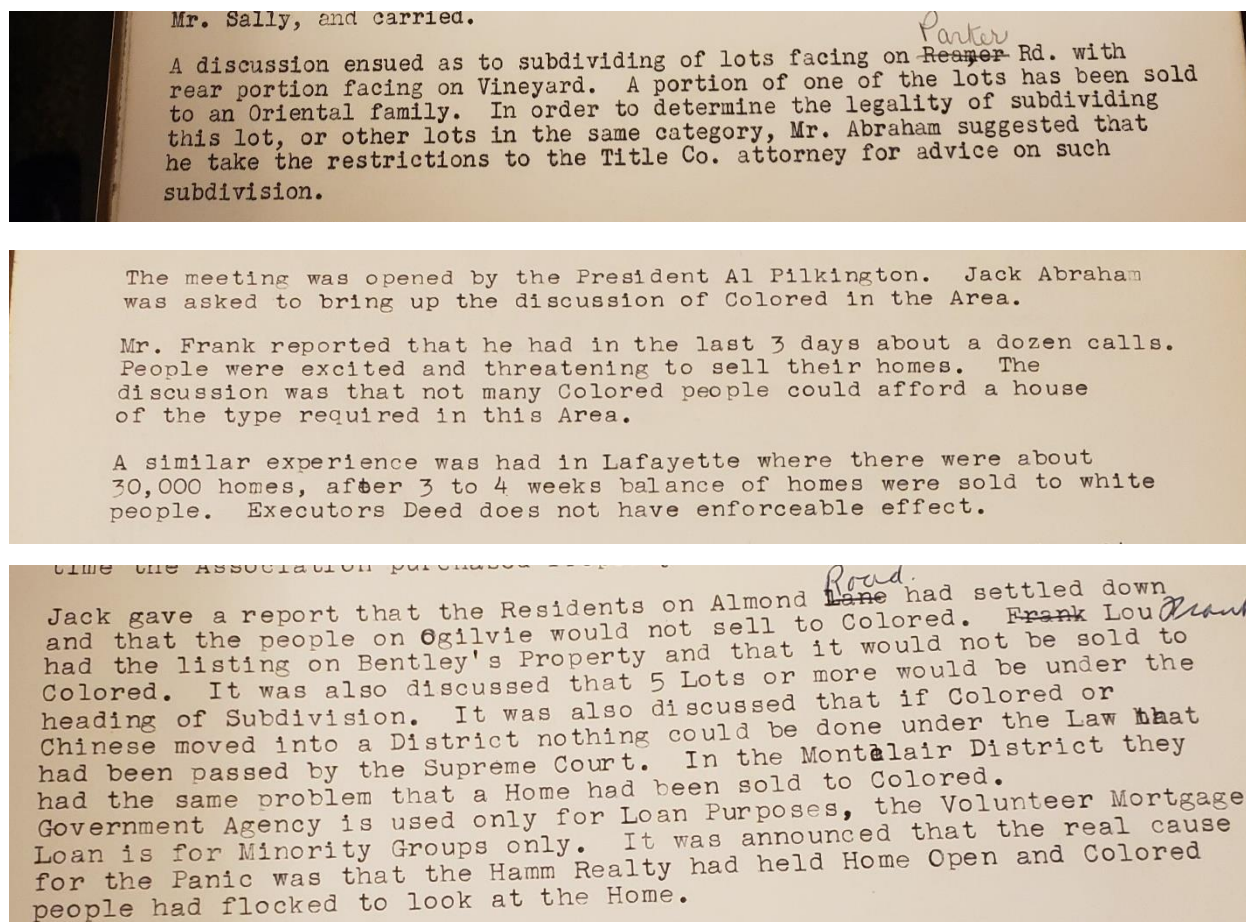


Figure F-102. These excerpts show several paragraphs of Castro Valley Orchards' HOA minutes from 1956 and 1957. The text describes concern over an Asian family purchasing land, neighborhood panic over the idea of a Black family buying a home, and the realization that the HOA could not legally stop people of color from buying homes, but that individual sellers could choose not to sell to families of color. Minutes were accessed at the Hayward Area Historical Society on September 23, 2022.

Anecdotally, people continued to experience racism in Castro Valley well after racial deed restrictions were no longer enforceable. For example, Bay Area Author Lalita Tademy has given quotes for many years about the difficulties her family faced as Black residents in Castro Valley after moving into a house her father built in 1957 and how unwelcome neighbors made them feel.<sup>65</sup>

<sup>65</sup> Examples of interviews with Tademy: <https://www.kqed.org/forum/201503051000/lalita-tademy-from-silicon-valley-executive-to-bestselling-novelist> and <http://collegeadmissionbook.com/diversity-lalita-tademys-aha-moment>

Many Mexican and Mexican American East Bay residents lived in colonias. These communities predated the war, and while they gave Latine residents greater housing choice than their Black counterparts, this housing stock faced similar problems. Particularly in unincorporated county, this housing was old, owned by absentee landlords, and lack basic services or amenities from Alameda County like sidewalks or paved streets. People lived in overcrowded units and were constantly under threat of being removed and having their community redeveloped like the formerly-agricultural land around them. These problems are, in many ways, the very same that face modern residents of Unincorporated Alameda County.<sup>66</sup>

## Post-War

In the 1950s, there was an explosion of incorporation and urbanization throughout Alameda County. Many of the orchards characteristic of the area became housing. Newark, Union City, and Fremont came out of the annexation spree of this time, and Hayward expanded as well. San Lorenzo, Castro Valley, and the nearby nursery lands of Ashland and Cherryland remained unincorporated. Particularly in San Lorenzo and Castro Valley, racial segregation in housing was consistent and persistent.

The county's first General Plan in 1957 designated the entire planning area as 'Low Density Residential,' allowing for 3-7 units per gross residential area. This designation served to preserve existing single family homes and ensure apartment buildings, a denser form of housing more likely to be affordable, would not be constructed within the unincorporated areas. Though controversial, older housing units are a part of what's known as NOAH, or naturally occurring affordable housing, due to its age; this zoning designation precluded the possibility of developers building denser housing, resulting in less NOAH now.

In the 1963 Interim and 1966 General plan, Ashland, Cherryland, and Hayward Acres were upgraded to Low Medium Density to better reflect existing housing, with portions upgraded to even higher densities. In this context, 'high' density here, means dwellings of at least 2,000 square feet per unit. In current Eden Area General Plan, high density housing goes to 86 units per acre.

Homeowning residents of unincorporated Alameda County, much like their neighbors in nearby cities, actively fought the creation of denser, multifamily housing. The following is a passage from Robert Self's *American Babylon* on page 278:

"A typical example [of stopping multifamily housing] was the 1965 effort of the West Castro Valley Homeowners Association to block a seven-acre apartment complex in the unincorporated, but highly developed, Castro Valley area southeast of San Leandro. Declaring that 'Castro Valley homeowners need representation at the County Planning Commission,' organizers assembled four hundred homeowners to protest at a County Board of Supervisors meeting. A parade of Castro Valley residents went to the

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<sup>66</sup> Self, Robert O. *American Babylon: Race and the Struggle for Postwar Oakland*. Princeton University Press, 2003. <http://hdl.handle.net/2027/heb08985.0001.001>.

microphone where they pleaded with the board to reject the project. ‘It is against the public interest to zone for apartments in this predominantly single-family area,’ Joe Van Noy, West Castro Valley chairman told the board.”

For the historic members of the West Castro Valley Homeowners Association, the public they were defending did not include the needs of people who might live in apartments. What public was the chairman referring to? The one that already lived in Castro Valley. Implicit in the rejection of multifamily housing is the assumption of who will live in apartments – people with less money than the homeowners, and people who are more likely to be Black or Latine. Ultimately, acts like this contributed to the lack of ‘middle’ housing in Alameda County.

## **Russell City**

In the late 1800s, Russell City, located between Hayward and the San Francisco Bay, was initially settled by farming Dutch and Swedish peoples. By World War II, Russell City had become one of relatively few neighborhoods in the entire Bay Area where a Black person could find housing. The neighborhood was also home to many Latine people.

Russell City lacked sewage, plumbing, and electricity. Like neighboring areas, Russell City was agricultural; unlike the orchards of the Eden Area, it was home to locally owned but noxious agricultural use, a pig farm. Russell City was also a cultural center with people in need of services and public facilities.<sup>67</sup> As an unincorporated community, the most local representative for the people of Russell City was their county supervisor; the County of Alameda was responsible for their wellbeing in the way any government body would be.

In the early 1950s, at the same time that post-war housing was being built throughout the Bay Area, residents of Russell City worked with the Eden Council for Civic Unity to push the County Board of Supervisors to provide running water and sewer services to their neighborhood. By 1950, the neighborhood had neither, and consequently the County refused to issue new building permits to people in Russell City “due to health and sanitation reasons.” In 1950, the *Daily Review* ran a series of articles detailing political arguments over which jurisdiction should be responsible for providing water and sewer to Russell City: the County or the neighboring City of Hayward.<sup>68</sup> Hayward elected officials and County Supervisors both pointed to the other as responsible for extending water and sewer lines to Russell City.

Supervisor Harry Bartell went so far as to say that the County had no legal authority to install water or sewer in the neighborhood, nor was the county under obligation of any promise to do so

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<sup>67</sup> Schwartz, Katrina. “Remembering Russell City: A Thriving East Bay Town Razed by Racist Government.” KQED. Accessed September 6, 2022. <https://www.kqed.org/news/11922175/remembering-russell-city-a-thriving-east-bay-town-razed-by-racist-government>.

<sup>68</sup> This includes “Verbal Tilt Over Russell City Water” published on June 28, 1950 and “Harry ‘Passes Buck’ to George on Bad Russell City Water Problem” published on August 16, 1950. Newspaper clippings were accessed at the Hayward Area Historical Society on September 23, 2022.

– to install a basic sanitation services in the rapidly densifying part of the Bay Area.<sup>69</sup> Disagreements about which jurisdiction’s waterline made more sense to extend ultimately meant that the people of Russell City were forced to live without sewer, running water, or the ability to legally construct new buildings. Whether or not Alameda County was legally responsible for the wellbeing of Unincorporated residents, the Board of Supervisor’s refusal to fund water and sewer to the neighborhood ultimately resulted in inadequate and unsanitary housing as well as a barrier to building additional buildings.

The people of Russell City spent more than 10 years trying to navigate local government processes to keep their community intact. Residents attempted to fund infrastructure on their own, but the ‘improvements on the area’ – the buildings the people of Russell City lived their lives in – were deemed not valuable enough to issue a bond to fund any improvement. Residents formed a community services district and applied for incorporation of the neighborhood into a legally recognized city. Instead, Russell City was labeled as ‘blighted’ and a ‘slum’ and told they did not have the tax base to afford services. Residents of Russell City pushed to be zoned for ‘single family residential’ as a way to qualify for federal redevelopment grants. At the same time, one of a series of Alameda County Grand Juries on Russell City had recommended that the neighborhood be rezoned for industrial use.<sup>70</sup>

In 1963, the County Board of Supervisors approved a \$1.8 million dollar plan to turn Russell City into an industrial park. That same year, Hayward made plans to run water and sewage lines to the area to serve future industry.<sup>71</sup> Before 1963 had ended, homes in Russell City were being condemned and appraised for purchase value. The City of Hayward began purchasing properties in Russell City and annexed the community in 1964. The remaining residents were evicted using eminent domain, and an industrial park was built.

In 2021, the city of Hayward issued a formal apology for its role in removing the Russell City community; since then, Hayward has begun the Russell City Reparative Justice Project.<sup>72</sup> At the time of this writing, the project is ongoing and has not made recommendations.

## **1960s Kelly Hill**

In 1967, the city of Hayward’s Human Resources Commission published a study of the Fairview area, looking specifically at the racial composition of Kelly Hill. The rationale for creating this report was not included in the document, but it was produced at the same time as the industrial redevelopment of Russell City and redevelopment elsewhere in the region. The statistics presented in the report seem to paint Kelly Hill as a middle-class neighborhood unaffected by

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<sup>69</sup> “Bartell’s Answer” was published in the *Daily Review* on August 25, 1950. Newspaper clipping was accessed at the Hayward Area Historical Society on September 23, 2022.

<sup>70</sup> Digitized newspaper clippings about Russell City are hosted online by the Hayward Area Historical Society and are available here: <https://www.haywardareahistory.org/resources-for-researchers-index>

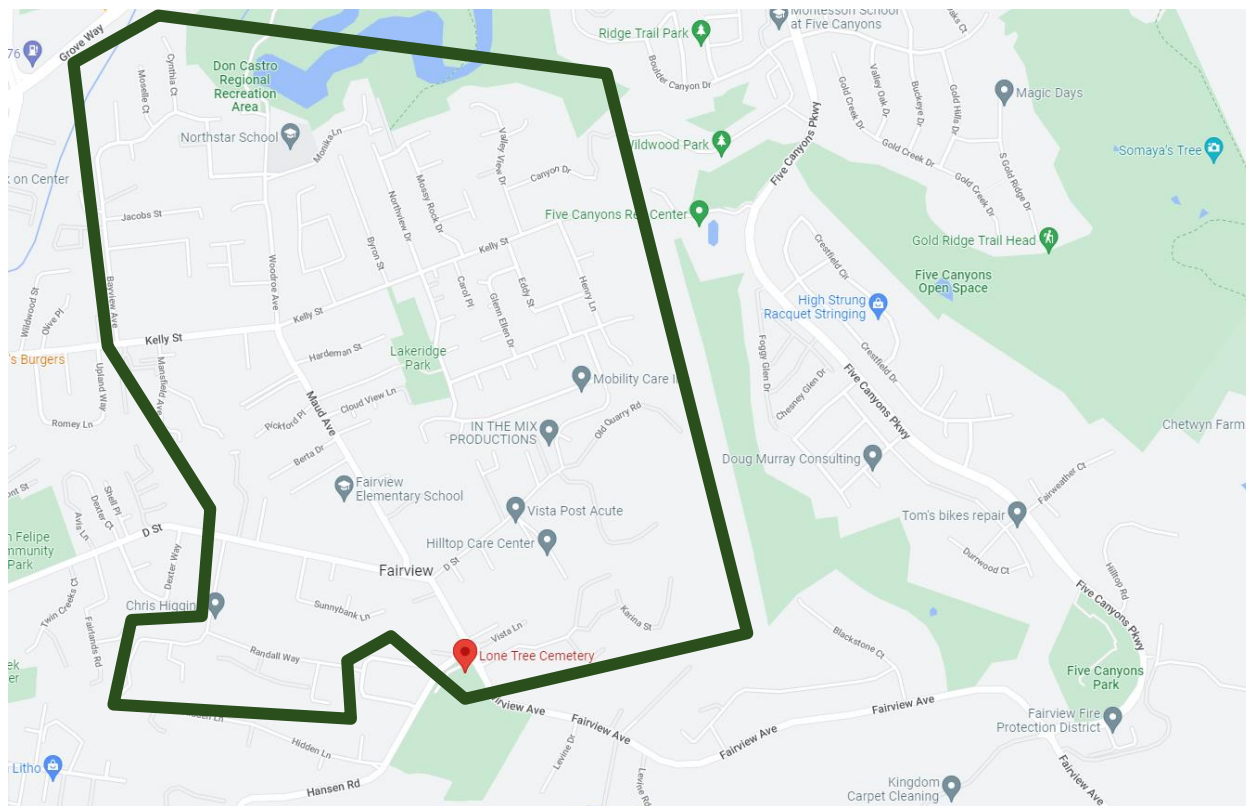
<sup>71</sup> Ibid.

<sup>72</sup> More information about the Russell City Reparative Justice Project can be found on the City of Hayward’s website here: <https://hayward-ca.gov/russell-city-reparative-justice-project>



displacement of Black communities throughout the county, populated by people who would not have chosen to live elsewhere if they could safely have done so.

Volunteers interviewed approximately 600 of the 900 households between December 1965 and February 1966 residing in the following area depicted in Figure F-103: along Kelly St from Bayview Ave east to the end, streets leading into Kelly from the north, bordered by D St from Medieros east and along Fairview to the Fairview Cemetery.



*Figure F-103. Approximate visualization of the area surveyed by Hayward's Human Resources Commission in 1967.*

According to the survey, about one third of residents were Black. A small 2%, or about 12 of the households surveyed, were of Eastern Asian descent, and the remaining majority were white. While Black residents of Kelly Hill were, on average, more highly educated than their white neighbors, they generally made less income. More of the Black families (93%) were home buyers than the white families (80%).

Starting in the 1950s, the survey found that increasingly more Black families were moving to Kelly Hill, and that three quarters of the Black families surveyed had moved to the neighborhood between 1960 and 1965. Though not acknowledged in the report, the 1950s and early 1960s was also a time of great upheaval through the federal redevelopment programs throughout the country and in the Bay Area,

In 1964 and 1965, the commission found that most of the white people moving to the area were renters. 75% of Black families surveyed had moved in in the past 6 years (1960-65) while about 52% of white families surveyed moved in during the same time period. Specifically, 50% of Black



families moved to the area after 1963, while 50% of white families had moved to Kelly Hill since 1958.

This document referred to the neighborhoods of Unincorporated Alameda directly adjacent to Hayward as ghettos. The report found that about half of residents lived on streets that were at least 90% Black or white, while the other half of residents lived on streets that had 10% or more residents of another race than the majority. In other words, about half of Kelly Hill was integrated on a street-by-street basis, and half was not.

When asked why they left their previous homes, redevelopment was few Black households' primary answer (6%, or about 36 households). 59% of Black families surveyed originated in Oakland, and 40% of Black families surveyed stated they were looking for nicer housing. Together, these statistics present Kelly Hill as a middle-class suburb that just happens to have a concentration of Black residents. With so few people saying their primary reason for moving to Kelly Hill was redevelopment, the connection between the neighborhood and other no longer existing Black neighborhoods, like Russell City, is lost.

Raw survey data was not made public in the report, so it is unclear whether 'redevelopment' was among the secondary reasons people offered for moving to Kelly Hill. It's also unclear whether survey participants would have felt comfortable offering a critique of government programs like federal redevelopment to the volunteers administering the survey.

While this report claims objectivity, it over-simplifies the nuanced reasons people have for moving anywhere. This report sheds some light on the housing history of Fairview, but it also obscures the complexity of racism's role in housing.

### **Reflection on Planning Documents from the Late 20<sup>th</sup> Century**

The 1981 Plan called for new development throughout unincorporated to be designed in compatible ways with existing development, i.e., the single family home that the zoning code had spent decades protecting. This translated to:

- New single family homes in exiting single family home areas being built at similar densities, at a similar size. This pattern of development preserves the existing neighborhood development pattern at the cost of potential growth.
- New medium or high density projects only being allowed as infill sites, near major streets and near community resources.

The majority of the Urban Unincorporated communities are not comprised of 'major streets.' These policies limited the number of parcels that could be developed into denser multifamily units at a time when there were still tracts of under-developed agricultural and nursery land being developed into housing.

In the 1983 Unincorporated Eden Area (Portion) Plan, objectives for housing are conflicting – it begins with a call for affordable housing and the need to offer adequate housing for residents with special housing needs. Given the existing housing structures (majority single family homes) in the Eden Area at this time, it seems unlikely that there was a significant existing demand for affordable housing from within the community. However, throughout its discussion of housing densities the plan maintains that developments should remain consistent with existing housing,

even in the medium/high density housing zones. These policies effectively precluded higher density housing development.

Within the same document, a policy notes that “development which enhance the character of the community and is consistent with the desire of the local residents should be encouraged” (Policy 3.4, page 17). This language is a double-edged sword – it is extremely important for residents to determine how their community grows. Simultaneously, can this language not be mobilized to stop denser housing development when the existing community – which includes less people living in denser housing because there is so much less – does not want it? This is not unique to Unincorporated Alameda County, but it is important.

Into the 2000s, planning documents for unincorporated Alameda County have privileged the ‘character’ of existing homes as a means for limiting the density and expanding the sizes of proposed housing projects.

### **Caltrans 238 Bypass Corridor Parcels**

In the mid-1960s, in anticipation of construction of the 238 Bypass Corridor project, the California Department of Transportation (Caltrans) purchased over 400 parcels of land in a narrow band running generally east of and parallel to Foothill and Mission Boulevards, from the State Route 238/I-580 interchange in Castro Valley to Industrial Parkway in the City of Hayward. While most of the planned route for the bypass was located in the City of Hayward, the northernmost portion was within the County’s jurisdiction. In the Unincorporated Area, the parcels purchased by Caltrans included a mix of developed and vacant land, primarily zoned for residential uses of varying densities, traversing a portion of an established residential neighborhood. At the time Caltrans purchased the properties, the households occupying the existing residential units were mainly low-income and included both renters and owner-occupants. Caltrans continued to rent the units during the planning phases of the by-pass project, but the tenants occupying the housing faced eviction when construction of the by-pass would begin.

In 1971, a community group representing residents that would be displaced by construction of the bypass filed a lawsuit to stop the planned 238 Bypass (La Raza Unida of Southern Alameda County, et al v. California Department of Transportation and the City of Hayward (Alameda County Court Case No. RG 09476468)). Caltrans subsequently abandoned the bypass project, effectively saving residents from displacement. In 2007, the City of Hayward began work on a land use study, funded by a grant from Caltrans, to identify appropriate land uses for the Caltrans-owned parcels in anticipation of their disposition. County staff participated in the preparation of the study and incorporated the land use designations under consideration in the Draft Castro Valley General Plan and Draft Eden Area General Plan, both undergoing updates at the time.

In 2009, Governor Arnold Schwarzenegger directed Caltrans to sell all property not needed for existing Local Alternative Transportation Improvement Program (LATIP) projects. The directive led to negotiations and a legal settlement between Caltrans, the City of Hayward, and tenants residing on the 238 Bypass Corridor properties. While the negotiations were primarily a city-driven process given the previous lawsuit involving the 238 corridor tenants and the City of Hayward (the County was not a party to this suit), the County’s Housing and Community Development Department (County HCD) was involved in these discussions to ensure that the

same benefits were made available to all tenants in the 238 corridor, regardless of whether they lived in the City or the County. Under the settlement agreement, every tenant household living in the Corridor as of January 1, 2010, received a lump sum stipend, which was determined based on Caltrans policies with consideration given to length of tenancy, household size, and income. The lump sum stipends included a relocation payment and moving stipend. Many individual tenants living in housing on the Caltrans-owned parcels were able to purchase the units they occupied with assistance provided through the settlement agreement, making homeownership possible for these households who would otherwise have had difficulty purchasing a home.

In 2016, the City of Hayward entered into a Purchase and Sale Agreement with Caltrans under which the City purchased ten different parcel groups along the corridor from Caltrans to enable the City to pre-plan and partially entitle each parcel group before it is sold to a developer. Parcel Groups 8 and 9 include parcels in the Unincorporated Area as well as within the City. The County maintains land use authority over the unincorporated parcels and is coordinating with the City in the planning for these parcel groups.<sup>73</sup> Several vacant parcels along Oak Street which were previously owned by Caltrans provide the opportunity for additional missing-middle and low-income housing and are included in the site inventory in Appendix B of this document.

### **Rental Protections and COVID-19**

At the start of the COVID-19 pandemic in March 2020, Alameda County implemented an eviction moratorium. As the pandemic wore on, the moratorium became increasingly contentious, and many landlords in the county pushed for its removal. This was compounded by discussion of rental protections. In February 2023, the lifting of the county's COVID-19 emergency set in motion the end of the eviction moratorium on April 29, 2023.

In 2020, the Community Development Agency's (CDA) Housing and Community Development Department (HCD) began its work to explore possible tenant protection ordinances in the Unincorporated County when it received the Partnership for the Bay's Future Challenge Grant. Over the course of 2 years, HCD staff worked extensively with advocates, landlords, members of the public, the Board of Supervisors and their subcommittees, and other county staff to develop ordinances on the following topics:<sup>74</sup>

- **Just Cause Eviction.** Under this ordinance, landlords would only be able to evict tenants for the following reasons: not paying rent, material lease violations, substantial damage to or rehabilitation of the unit, certain criminal activity, refusal to allow the landlord access to the unit, owner occupancy of the unit, or removal of the housing unit from the rental market under California's "Ellis Act." It would also protect families with school-age children and Alameda County school employees from no-fault evictions during the school

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<sup>73</sup> City of Hayward Website - <https://www.hayward-ca.gov/238/background> and various county documents.

<sup>74</sup> Alameda County Department of Housing and Community Development. "Tenant Protections in the Unincorporated County." Presented at the Board of Supervisors Unincorporated Services Committee, February 22, 2023. [https://www.acgov.org/board/bos\\_calendar/documents/DocsAgendaReg\\_2\\_22\\_23/GENERAL%20ADMINISTRATION/Regular%20Calendar/Item\\_2\\_tenant\\_protections\\_USC\\_2\\_22\\_23.pdf](https://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_2_22_23/GENERAL%20ADMINISTRATION/Regular%20Calendar/Item_2_tenant_protections_USC_2_22_23.pdf).

year. This ordinance would further cover units not covered by state law **AB 1482** (2019), protecting renters in single-family homes, renters in units built within the last 15 years, and renters who have lived in their unit for less than a year. Renters in buildings of 4 units or less where the owner is also a resident would not be protected.

- **Rental Registry.** This would create a registry of all rental housing units in the County's unincorporated areas. Owners would need to register every rental housing unit and mobile home park space and pay a registration fee, and registrations and fees would need to be updated and paid annually.
- **Fair Chance Housing.** This would make it illegal for the owners of housing to request or require information about applicants' criminal history or imply in advertising a rental property that applicants with criminal records will not be considered. Buildings of 4 or less units where the owner is also a resident would be exempt, and federal laws barring people convicted of certain drug and sex offenses from publicly funded housing would still apply. This would go into effect after the expiration of the County's eviction moratorium expired in April 2023.

The Just Cause Eviction, Rental Registry, and Fair Chance Housing ordinances were proposed as the first phase of several phases of housing-related ordinances.<sup>75</sup> Future phases included the following topics: Rent Stabilization, an evaluation of a Rent Board & Rent Review program, modification of the Rent Mediation Ordinance, an Anti-Harassment Ordinance, and a Proactive Rental Inspection run through Code Enforcement.<sup>76</sup>

At the first reading of the first ordinance package on December 20, 2022, four fifths of the Board of Supervisors voted to pass the ordinances. However, at the second reading in January 2023, a new Board with different priorities was seated. The Fair Chance Housing Ordinance was sent back to committee, and the other two were tabled until further notice.

In March 2023, the Board approved a pilot version of the Rental Inspection program that was complaint-based rather than proactive. The pilot will continue through December 31, 2024. Based on the first yearly report, Code Enforcement staff are working to better promote the program to more renters in unincorporated Alameda County.

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<sup>75</sup> Rivera, Sandra. "FIRST READING OF THREE (3) ORDINANCES TO PROVIDE TENANT PROTECTIONS IN THE UNINCORPORATED COUNTY." Staff Report for the Alameda County Board of Supervisors, 2022.  
[https://www.acgov.org/board/bos\\_calendar/documents/DocsAgendaReg\\_12\\_06\\_22/GENERAL%20ADMINISTRATION/Set%20Matter%20Calendar/CDA\\_341608.pdf](https://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_12_06_22/GENERAL%20ADMINISTRATION/Set%20Matter%20Calendar/CDA_341608.pdf).

<sup>76</sup> Alameda County Department of Housing and Community Development. "Tenant Protections in the Unincorporated County." Presented at the Board of Supervisors Unincorporated Services Committee, February 22, 2023.  
[https://www.acgov.org/board/bos\\_calendar/documents/DocsAgendaReg\\_2\\_22\\_23/GENERAL%20ADMINISTRATION/Regular%20Calendar/Item\\_2\\_tenant\\_protections\\_USC\\_2\\_22\\_23.pdf](https://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_2_22_23/GENERAL%20ADMINISTRATION/Regular%20Calendar/Item_2_tenant_protections_USC_2_22_23.pdf).

Beginning in 2023, Supervisor Nate Miley began hosting a series of public housing summits as well as private meetings with advocates and landlords to further discuss rental protections.<sup>77</sup> In 2024, a different just cause ordinance was introduced by Supervisor Miley. This ordinance would increase the relocation payment for no-fault tenancy terminations from one month's rent (currently required by AB 1482) to up to five months of rent or HUD's fair market rent, whichever is greater. The ordinance also attempted to fix the price of recently renovated units at their price pre-renovation and established a fee to pay for the ordinance's administration. Pro-tenant organizations like My Eden Voice (MEV) have critiqued these bills as not going far enough to protect renters, as the proposed just cause eviction ordinance would exclude renters of single family homes.<sup>78</sup> A significant portion of the housing stock in unincorporated Alameda County is single family homes. Per comment on the second draft of this Element (listed in full in Appendix E), the East Bay Housing Organizations (EBHO) has also noted that

“... each time the Board of Supervisors has considered tenant protection ordinances, including Just Cause for Eviction, Rental Registry, a Proactive Rental Inspection Program, the ordinances have been amended with greater exemptions and more narrow scopes, ones that recently have excluded the majority of renters, people and families of color most cost-burdened and at risk of displacement.”

Supervisor Miley's ordinance was initially scheduled for discussion in February 2024 but discussion was postponed.<sup>79</sup> There was initially a commitment from the Board of Supervisors to resolve the ongoing tenant protection policy discussion by summer 2024. At the September 17, 2024 Board meeting, Supervisor Miley requested that county HCD staff bring the following back to the board:

- A Just Cause Eviction ordinance expanding beyond AB 1482 by requiring 2 months of relocation fees for residents receiving a no-fault eviction notice and by applying to single family homes owned by landlords with 5 or more rental homes within the unincorporated areas, among other details.
- A Mandatory Dispute resolution with a 45 day limit to initiate mediation after notice of untenable conditions and a 14 day limit to begin mediation after learning the facts that have given rise to a dispute, among other details.

This most recent development is referenced in program 6.O.

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<sup>77</sup> Alameda County Supervisor Nate Miley. “2nd Alameda County Affordable Housing Summit.” Facebook post. Facebook, January 22, 2024. <https://www.facebook.com/SupervisorNateMiley/posts/last-week-i-convened-the-2nd-alameda-county-affordable-housing-summit-to-share-t/815652943909307/>.

<sup>78</sup> My Eden Voice. “Calling All Eden Area Residents and Allies!” Instagram, March 26, 2024. <https://www.instagram.com/p/C46itPdv8dd/>.

<sup>79</sup> Orenstein, Natalie. “What Nate Miley's Likely Reelection Could Mean for Alameda County Renters and Landlords.” The Oaklandside, March 12, 2024. <http://oaklandside.org/2024/03/12/alameda-county-board-supervisors-election-miley-esteen-housing/>.



## **Housing Now**

Residents continue to push for fair housing practices in Unincorporated Alameda. My Eden Voice and Eden Renters United are important voices in the fight for fair housing for renters. Some residents are organizing a community land trust, known as the Eden Community Land Trust, as an alternative means of providing long-term affordable housing.

In county government, the Housing and Community Development Department (HCD) continues to offer funding and programming to support residents around housing in many ways.

On March 28, 2023, the Board of Supervisors voted to establish a 15-member Reparations Commission with each Supervisor appointing three members. The Commission will create a draft action plan based on its research that will make significant and lasting progress toward repairing public and private systematic discrimination. The Commission will also maintain communication with local municipalities focused on reparations to have coinciding efforts, and if possible, collaborate jointly. The Commission will provide bi-monthly updates to the Board of Supervisors Ad Hoc Committee on Reparations. The draft action plan will include short-term, medium-term, and long-term recommendations. The Board of Supervisors Ad Hoc Committee on Reparations consists of no more than two members of the Board of Supervisors, who are overseeing the formation of the Reparations Commission, listening sessions and receive reports on the creation of the draft action plan from the Commission. The Commission will present a draft action plan to the Board of Supervisors Ad Hoc Committee no later than July 1, 2024, for final approval by the full Board of Supervisors.

Concurrent with the writing of the 6<sup>th</sup> Cycle Housing Element, planning staff are also completing the first Environmental Justice (EJ) Element, which was adopted in August 2024. The EJ Element outlines a series of policies to improve the quality of life of many residents in the Unincorporated communities, including around housing quality and access.

## Section F.7 Contributing Factors and Meaningful Actions

### F.7.1 Disproportionate Housing Need

#### Issue #1: Concentrations of sensitive communities at risk of displacement

Overcrowding does not appear as a significant issue based on census data, but it is consistently referenced as significant problem in the unincorporated communities through engagement. It is unclear whether overcrowded households in unincorporated communities are comprised of multiple individual families or of larger/multigenerational families. For some, better housing may be larger units; for others, better housing may just be additional affordable housing in their neighborhood.

Local knowledge presented by groups such as My Eden Voice make clear that many residents fear displacement, and there has been significant local support and staff-level work in support of increasing tenant protections for the unincorporated communities. Preserving existing affordable units is a significant part of maintaining affordability and mitigating displacement in urban unincorporated. Levels of rent burden and mortgage burden vary throughout urban unincorporated, but particularly in the Eden Area and southern Castro Valley managing the affordability of units can help existing communities thrive. These were also issues identified in the Environmental Justice Element.

*Table F-37. Disproportionate Housing Need Contributing Factors*

Contributing Factors	Priority Level	Goals and Actions
Overcrowding	Medium	Encourage development of ADUs and affordable multi-bedroom units  <i>See Program 1.K: ADU Ordinance Compliance; Program 2.C: ADU One-Stop-Shop; Program 2.J: ADUs with Multi-Family Developments; Program 6.K: Inclusionary Housing</i>
Overcrowding	Medium	Continue ADU legalization program with Code Enforcement
Increasing rental prices and cost burden	High	Work with community members and Board of Supervisors to determine appropriate legislative next steps to protecting existing affordable housing.  <i>See Program 6.O: Renter Protections</i>

*Table F-37. Disproportionate Housing Need Contributing Factors*

Contributing Factors	Priority Level	Goals and Actions
Increasing rental prices and cost burden	High	Potentially limit redevelopment of existing affordable housing and require the construction of replacement housing for losses of low- and moderate-income housing units. <i>See Program 2.L: Protect Existing Affordable Housing Units</i>
Mortgage burden	Medium	Increase outreach to homeowners about existing state funded and federally funded programs <i>See Program 6.M: Foreclosure Prevention</i>

## F.7.2 Access to Opportunity

### Issue #2: Lower resource access throughout the Eden Area and southern Castro Valley

As discussed throughout section F.5 AFFH and the Sites Inventory, the sites inventory is more heavily concentrated in lower resource areas as defined by the TCAC resource categories. As discussed in Appendix B, the sites inventory locations are a function of where vacant and underdeveloped lots exist. While the so-called lower resource areas of unincorporated Alameda County do not have access to the same educational, economic, or environmental resources as defined by their TCAC scores, they have access to the only public transportation currently serving the unincorporated communities. Specifically, downtown Castro Valley, the Bay Fair area, and the Mission Boulevard and East 14<sup>th</sup> St have the only High Quality Transit stops in the unincorporated communities. Areas around high quality transit have been privileged for housing through a variety of recent state laws. Low and moderate resource areas include the primary commercial and medical facilities in the unincorporated communities. There have been recent significant investments in Eden Area commercial areas: Mission Boulevard, East 14<sup>th</sup> Street, and Hesperian Boulevard have class IV bike lanes, wider sidewalks and street furniture, among other amenities now.

Meanwhile, the high and highest resource census tracts of Castro Valley do not have the same access to public transportation -- there are no buses running in the area, and narrow hillside streets may preclude them -- or grocery stores. While there are more parks per capita in these areas, there are fewer medical services.

Engagement through the concurrent Environmental Justice Element process details the kinds of amenities and resource needed by community members, and the element has a variety of programs and policies designed to improve the quality of life particularly in the EJ Priority communities. Mitigating air quality impacts is one of many such policies.

*Table F-38. Access to Opportunity Contributing Factors*

Contributing Factors	Priority Level	Goals and Actions
Need for investment in southern Castro Valley	Medium	Explore additional specific plan for southern CV to address community concerns  <i>See Program I.P: Southern Castro Valley Specific Plan</i>
Proposed addition of new lower income units in lower opportunity areas	High	Bring resources in addition to new housing to lower opportunity areas  <i>See Program 4.K Community Benefits Agreements, Program 7.D Environmental Justice Element, Program 7.F: Place Based Improvements: Capital Improvement Plan</i>
Indoor air pollution from highways	Medium	Partner with BAAQMD to promote and install air filters for new and existing units  <i>From the Environmental Justice Element: See Policy EJ2.2 Protect Sensitive Receptors and corresponding Action EJ2.2A and Action EJ2.2B</i>
Need for investment in the Eden Area	High	Implementation of the Environmental Justice Element  <i>See Program 7.C: Update the Community Climate Action Plan, Program 7.D Environmental Justice Element, Program 7.F: Place Based Improvements: Capital Improvement Plan</i>

### F.7.3 Integration and Segregation

#### Issue #3: Patterns of segregation between northern Castro Valley and the Eden Area

As described in the TCAC data discussions, very few units overall are proposed for higher-opportunity areas located in the Castro Valley hills, and those that are proposed are primarily for higher income households. Proposed units for a wide variety of incomes are in lower resource areas, primarily southern Castro Valley, Ashland, and the San Lorenzo Village area. Existing lower income households in these neighborhoods are at risk of displacement without additional policies to ensure existing affordable housing remains affordable in the face of new investments.

Disability-related data discussed throughout this appendix shows that there are not significant concentrations of people living with disabilities in the unincorporated communities; this points to

a need for more accessible housing throughout unincorporated communities. Similarly, there are not neighborhoods with significant concentrations of people living under the poverty line, pointing to a need for more affordable housing throughout the communities.

*Table F-39. Integration and Segregation Contributing Factors*

Contributing Factors	Priority Level	Goals and Actions
Greater access to accessible housing	Medium	Research, draft, and propose a Universal Design policy <i>See Program 4.G: Assist Seniors and Disabled Persons to Maintain and Rehabilitate their Homes</i>
Greater access to affordable housing	High	Research, draft, and propose Inclusionary Zoning policies <i>See Program 6.K: Inclusionary Housing</i>
Greater access to affordable housing	High	Continue to promote SB 9 lot splits through educational materials, including eligibility maps. Track yearly SB 9 units. <i>See Program 1.M: Senate Bill 9 Compliance</i>
Greater access to affordable housing	High	Continue to promote development through ADU construction in accordance with state laws to increase densities on smaller sites, particularly those in higher resource areas like northern Castro Valley. <i>See Program 1.K: ADU Ordinance Compliance; Program 2.C: ADU One-Stop-Shop; Program 2.J: ADUs with Multi-Family Developments;</i>
Lack of housing mobility	High	Encourage and promote new housing options in lower density and/or higher-income neighborhoods.  <i>See Program 1.M: Senate Bill 9 Compliance, Program 6.L: Innovative and Unconventional Housing Types Ordinance, Program 6.P Additional Housing Opportunities Near Transit, Program 6.Q: Housing Mobility Program</i>
Proposed addition of new higher income units in areas with	High	Work with community members and Board of Supervisors to determine appropriate legislative next steps to mitigating displacement.



*Table F-39. Integration and Segregation Contributing Factors*

Contributing Factors	Priority Level	Goals and Actions
heightened displacement risk		<i>See Program 6.O: Renter Protections</i>
Lack of sites in tracts with higher opportunity	High	Through the proposed rezoning of vacant residential land in parts of northern Castro Valley and Fairview to up to 17 units per acre, there will be greater opportunity for housing in these areas.  <i>See discussion of rezoning in Appendix B</i>
Lack of affordable housing in high resource areas	High	Through the Housing Element Overlay, all moderate and low or very-low income sites in the inventory will have the number of units identified in the sites inventory by-right, ensuring that all sites are maximized.  <i>See discussion of rezoning in Appendix B</i>
Mobile Home Protection	High	Staff will bring a Mobile Home zoning overlay to protect existing mobile home communities as a form of affordable housing.  <i>See Program 6.N: Mobile Home Overlay</i>

#### F.7.4 Fair Housing Enforcement and Outreach

Data show that the most common basis of discrimination involved in fair housing complaints received from the Unincorporated Area from 2016 to 2021 was disability and the second most common basis during this time period was race-based discrimination. The 2020 *Alameda County Analysis of Impediments to Fair Housing* identified lack of local private fair housing outreach and enforcement, lack of local public fair housing enforcement, and lack of resources for fair housing agencies and organizations as contributing factors in fair housing issues throughout the County. The report also states that stakeholders and participating jurisdictions have commented that inadequate funding and organizational capacity are the primary limitations on expanding or improving fair housing enforcement. Additionally, unincorporated Alameda County's disproportionately large re-entry population continues to face housing discrimination.

*Table F-40. Fair Housing Enforcement and Outreach Contributing Factors.*

Contributing Factors	Priority Level	Goals and Actions
Need for fair housing services	High	Continue to contract with fair housing service providers to educate about fair housing law and recommended practices, including the importance of reasonable accommodation under ADA; to respond to housing complaints; to mediate housing conflicts; to reach out to households with disproportionate housing need; and to continue fair housing testing and audits.  <i>See Policy 5.1; Program 6.H: Fair Housing Services</i>
Need for fair housing services	High	Provide financial assistance to clinics that provide free or reduced-costs legal services for low-income rental households facing barriers to affordable housing.  <i>See Program 6.G: Displacement Protection</i>

**Attachments:**

1. [Regional Analysis of Impediments to Fair Housing Choice](#), County of Alameda (Online only)