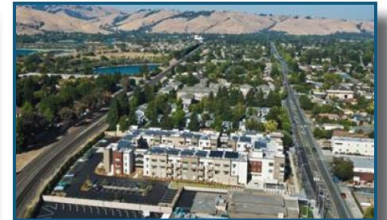




GENERAL PLAN

Housing Element

2015-2023



**Adopted by City Council on December 2, 2014
Resolution 2014-60**



**Community Development Department
Planning Division
39550 Liberty Street
Fremont, California 94537-5006**

Housing Element

2015 – 2023

City Council

Bill Harrison, Mayor
Vinnie Bacon, Vice Mayor
Anu Natarajan
Suzanne Lee Chan
Raj Salwan

Planning Commission

Ed Pentaleri, Chair
Rick Jones, Vice Chair
David Bonaccorsi
Roman Reed
Reshma Karipineni
Ripple Leung
Brannin Dorsey

City Manager

Fred Diaz

Community Development Director

Jeff Schwob

Planning Division

Housing Division

Human Services Department

TABLE OF CONTENTS

CHAPTER 1: INTRODUCTION.....	1
1.1 PURPOSE	1
1.2 SENATE BILL (SB) 375.....	1
1.3 STREAMLINED REVIEW	2
1.4 HOUSING AND GENERAL PLAN VISION	3
1.5 THE “FAIR SHARE” PROCESS	4
1.6 COMMUNITY PARTICIPATION	6
1.7 ORGANIZATION OF THE ELEMENT	8
CHAPTER 2: HOUSING GOALS, POLICIES, PROGRAMS AND OBJECTIVES.....	11
CHAPTER 3: ACCOMPLISHMENTS UNDER 2009 – 2014 HOUSING ELEMENT	45
3.1 PROGRESS IN IMPLEMENTATION.....	46
3.2 SUMMARY.....	54
CHAPTER 4: NEEDS ASSESSMENT	73
4.1 INTRODUCTION	73
4.2 FREMONT’S POPULATION.....	73
4.3 INCOME AND HOUSING AFFORDABILITY	83
4.4 EMPLOYMENT	90
4.5 SPECIAL NEEDS HOUSING	95
4.6 FREMONT’S HOUSING STOCK.....	110
CHAPTER 5: HOUSING RESOURCES	125
5.1 INTRODUCTION	125
5.2 METHODOLOGY FOR CREATION OF EXISTING INVENTORY TO ACCOMMODATE HOUSING	126
5.3 AVAILABILITY OF SITES TO ACCOMMODATE RESIDENTIAL HOUSING PRODUCTION	130
5.4 CAPACITY TO MEET THE REGIONAL HOUSING NEED ALLOCATION	135
5.5 OPPORTUNITIES FOR SPECIAL NEEDS HOUSING	136
5.6 RESOURCES FOR HOUSING PRODUCTION	143

5.7	OPPORTUNITIES FOR ENERGY CONSERVATION	147
CHAPTER 6: CONSTRAINTS ON HOUSING.....		151
6.1	POTENTIAL CONSTRAINTS	151
6.2	GOVERNMENT CONSTRAINTS.....	151
6.3	NONGOVERNMENTAL CONSTRAINTS	171

Chapter 1: Introduction

1.1 Purpose

The purpose of the Housing Element is to ensure that a decent, safe, affordable supply of housing is provided for current and future Fremont residents. The Element strives to conserve the City's existing housing stock while providing opportunities for new housing for a variety of income groups.

The Housing Element is part of the Fremont General Plan. Unlike the other elements, however, it is subject to review and certification by the State of California. Each city and county in the state must submit their Housing Element to the Department of Housing and Community Development (HCD). HCD evaluates the document based on specific criteria to determine whether it meets the requirements that have been set by the California Government Code. State certification assists the City in qualifying for affordable housing funds. It also helps ensure the legal adequacy of the General Plan and demonstrates that the City is doing its fair share to address regional housing needs. While the Housing Element must address specific statutory requirements, it is also intended to reflect local community values and priorities, as outlined in other Elements of the General Plan and via community input.

1.2 Senate Bill (SB) 375

The Housing Element is also distinguished from the rest of the General Plan in that the Government Code requires that it be updated regularly. Previously, the required update timeframe was every five years. Legislative amendments (SB 375) adopted in 2008, now align the Housing Element planning process with the adoption of Regional Transportation Plans (RTPs), effectively changing the Housing Element update cycle from five to eight years. The intent of SB 375 is to reduce greenhouse gas (GHG) emissions from cars and light trucks by linking the existing regional transportation planning process with land use policy. SB 375 directs the California Air Resources Board (CARB) to set regional targets for reducing greenhouse gas (GHG) emissions and local Council of Governments (COGs) to address GHG emission reduction targets by creating a Sustainable Communities Strategy (SCS), which is *Plan Bay Area* for the Association of Bay Area Governments. To strengthen the connection between housing and transportation planning, SB 375 amended the scheduling provisions in Housing Element law so that the Regional Housing Need Allocation (RHNA) and local government housing element updates are aligned with the schedule for adopting RTPs.

The previous Housing Element, adopted in April 2009, covers the period from 2007 to 2014. This updated Housing Element will cover an eight-year planning period from January 2015 to 2023.

1.3 Streamlined Review

HCD has implemented new procedures for streamlining review of updated Housing Elements. This process creates efficiency both for HCD in their review process and also for local jurisdictions as they update their Elements. For many local governments, information or particular circumstances found in certified Housing Elements has not changed significantly since the last update. Rather than producing an entirely new document, jurisdictions with a certified Housing Element for the previous planning period may opt to use a streamlined approach and template that show where changes from the previously adopted Housing Element were made.

The Streamlined Review is a voluntary option and there are no implications in HCD's review of compliance for not using the streamlined option. Jurisdictions utilizing the Streamlined Review process will receive priority during HCD's review process. Streamlined Review is applicable to the following areas only:

- Sites Inventory and Analysis
- Analysis of Governmental and Non-Governmental Constraints
- Housing Needs Assessment, including special needs groups (excluding the quantification and analysis of homeless individuals and families)
- Units At-Risk of Conversion to Market Rate
- General Plan Consistency
- Coastal Zone Housing

The Streamlined Review is not available for the following areas:

- Review and Revise (i.e., evaluation of the 2009 Housing Element policies and programs)
- Public Participation
- Programs and Quantified Objectives
- Any new statutory requirements since the prior update

The City's previous Housing Element was found to be in compliance with State law, and meets all other eligibility requirements to use the Streamlined Review process. Therefore, the City will request the Streamlined Review process from HCD, and for those sections of the previous 2009 Housing Element where it is applicable, only those portions that have changed have been updated. Changes are shown in this Draft 2015 Element as *underlined* new text. Jurisdictions are not required to show text in strikethrough format. Tables that have been changed significantly or entirely are highlighted in yellow.

The policies included in this Housing Element continue and build upon the solid foundation of housing programs developed by the City in previous updates. New objectives and programs have been added as those contained in this Element are accomplished and new housing goals and priorities arise.

1.4 Housing and General Plan Vision

In 2007, the City launched a comprehensive General Plan update intended to guide growth and development through the year 2035. The new General Plan, adopted in 2011, reflects the City Council’s vision for meeting the City’s housing needs through focused development near public transit. The Plan calls for and helps to facilitate the transformation of the Fremont BART Station area and City Center/Downtown, the area near the Centerville Train Station, and the future Irvington and Warm Springs/South Fremont BART station areas into mixed use communities with new housing, offices, retail shops, public facilities, and open spaces.

This Housing Element specifically identifies opportunities for construction of 5,455 new housing units in the 2015 – 2023 time horizon. The updated General Plan places great emphasis on sustainability and infill development near transit, as well as the preservation and improvement of the City’s existing residential neighborhoods. The Plan continues to recognize the benefits of a diverse, well-maintained housing stock. The General Plan provides the policy framework to direct this focused growth and achieve this reality.

Fremont voters have enacted two initiatives—Measure A in 1981 and the Hill Area Initiative of 2002—that limit the amount of housing development in Fremont’s hill areas. The Housing Element is consistent with these two measures. The updated General Plan, with its focus on future intensification in developed core areas of the City near transit and services, remains consistent with these measures.

While the focus of the General Plan is the City of Fremont, it is important to view the Plan in the larger regional context of the San Francisco Bay Area. The shortage of affordable housing is widely recognized as one of the greatest challenges facing the Bay Area today. The region’s housing costs are consistently the highest in the nation, potentially threatening its future economic vitality, environment and quality of life. The regional population is expected to grow by another two million residents by 2035, with housing supply continuing to lag behind demand.

The housing shortage crisis has sparked a region-wide effort to make more efficient use of land in established communities and create a land use pattern that supports higher density housing and transit use. The City of Fremont’s updated Housing Element is in keeping with this movement. The updated Housing Element reinforces the General Plan’s emphasis on directing growth toward the core of the City where transit options and other services are more readily available.

Fremont needs new housing to survive as a healthy city. The City’s workforce is expected to grow by tens of thousands by 2035 as remaining vacant industrial lands are developed and older industrial and commercial sites are redeveloped, generating significant employment growth. Fremont needs housing for these workers, as well as for its teachers, its police and fire personnel, its nurses and child care workers and the retail and service workers that are the lifeblood of the local economy. Fremont also needs housing for seniors and others with limited mobility and fixed incomes. And the City needs housing for families in crisis and others who cannot find adequate shelter in the local marketplace.

Although the economic downturn during the past several years slowed residential construction, most of the new homes that were built have been affordable to just half the City’s population. Close to one-third of the City’s households are paying more than 30 percent of their income on housing costs alone. The Housing Element provides goals and policies that can assist with supplementing “market rate” housing with housing that is affordable to a larger segment of the population. This includes opportunities for first-time homebuyers, new rental housing, and housing especially designed for people with special needs, such as the elderly and disabled.

1.4.1 Consistency with General Plan Goals

The following chart outlines how the proposed Housing Element policies and actions align with General Plan goals and policies regarding Sustainability, Land Use, Mobility, Community Character and Conservation.

<u>Housing Element</u>	<u>General Plan</u>
<p><u>Policy 3.02</u> Promote opportunities to intensify development. (Action 3.02-C)</p> <p><u>Policy 3.04</u> Focus future housing, encouraging a mix of affordable and market-rate, in Transit Oriented Development (TOD) areas and along transit corridors. (Action 3.04-A)</p>	<p><u>Land Use Policies 2-11.7 through 2-1.11, and 2-3.8 promote higher intensities near transit.</u></p>
<p><u>Policy 2.02</u> To reduce transportation costs and encourage diverse housing stock, emphasize walkable, connected neighborhoods with multiple land uses and housing types, rather than self-contained residential subdivisions with single housing types (Actions 2.02-A and B)</p>	<p><u>Community Character Policy 4-4.1 promotes Complete Streets.</u></p> <p><u>Mobility Goal 3-2 is to reduce vehicles miles traveled</u></p>
<p><u>Policy 2.03</u> Promote energy efficiency in building and site design, and construction and landscape techniques. (Actions 2.03-A and B)</p>	<p><u>Conservation Policy 7-4.1 emphasizes water conservation and Policies 7-9.1 and 7-9.2 emphasize green building and energy efficiency in building and site design standards.</u></p>

1.5 The “Fair Share” Process

State law has established a process for assigning the responsibility for housing production in California to individual cities and counties. This process is known as the Regional Housing Needs Allocation (RHNA), or the “fair share” allocation process. Since 1980, the State has required each jurisdiction to plan for its share of the State’s housing need for households in four income categories: Above Moderate-, Moderate-, Low-, and Very Low-income. The RHNA is

the process by which each community is assigned its share of the housing need for an eight-year period.

This allocation consists of two steps. First, HCD determines the total housing need for each region in the state. Second, it is the responsibility of the Association of Bay Area Governments (ABAG), as the Council of Governments for the San Francisco Bay Area, to develop a methodology for distributing this need to local governments. Once it receives its RHNA, each local government must update the Housing Element of its General Plan to show how it plans to meet its regional housing need in its community. For local jurisdictions within the Bay Area, this RHNA applies to the Housing Element planning period from January 31, 2015 to January 31, 2023, and Housing Element updates are required to be completed, with a finding of compliance by HCD, by January 31, 2015.

In consultation with ABAG, HCD determined that the Bay Area must plan for 187,990 new housing units from 2014 - 2022. This allocation is based on population projections produced by the California Department of Finance (DOF), which also took into account the uncertainty regarding the economy and regional housing markets. For this cycle, HCD made an adjustment to account for abnormally high vacancies and unique market conditions due to prolonged recessionary conditions, high unemployment, and unprecedented foreclosures. As a result, the RHNA from HCD for this cycle is lower than the RHNA for 2007-2014. The RHNA for the region, by income, is as follows:

Table 1-1: 2014 – 2022 RHNA

2014 – 2022 RHNA by Income	Percent	Units (Rounded)
Very Low Up to 50 Percent of Area Median Income	24.8%	46,680
Low Between 51 and 80 Percent of Area Median Income	15.4%	28,940
Moderate Between 81 and 120 Percent of Area Median Income	17.8%	33,420
Above Moderate Above 120 Percent of Area Median Income	42.0%	78,950
	100.0%	187,990

The Relationship of RHNA to Sustainable Communities Strategy (SCS)

As a result of SB 375, the RHNA must be consistent with the development pattern included in the SCS of the RTP. SB 375 requires that each region plan for future housing needs and complementary land uses, which in turn must be supported by a transportation investment strategy, with a goal of reducing GHG emissions from cars and light-duty trucks. ABAG and the Metropolitan Transportation Commission (MTC) have collaborated to develop *Plan Bay Area* to meet the requirements of SB 375. In the Bay Area, the SCS and the RHNA methodology are mutually reinforcing and were developed together to meet the overlapping objectives of SB 375 and Housing Element law. These objectives include increasing the supply, diversity and affordability of housing; promoting infill development and a more efficient land use pattern; promoting an improved intraregional relationship between jobs and housing; protecting environmental resources; and promoting socioeconomic equity. The Bay Area’s sustainable growth framework is built around the Priority Development Areas (PDAs) and

Priority Conservation Areas (PCAs). PDAs are existing neighborhoods near transit nominated by local jurisdictions as appropriate places to concentrate future growth.

The City has identified four PDAs outlined in the General Plan: Centerville surrounding the ACE train station, City Center/Downtown, surrounding the BART station, Irvington, centered around the proposed Irvington BART Station and Warm Springs, centered around the new Warm Springs/South Fremont BART Station. The City has envisioned increased job and housing growth in these areas based on their proximity to existing or proposed transit facilities.

ABAG’s methodology for distributing the RHNA to local jurisdictions took into consideration projected growth in PDAs. Following the land use distribution specified in the SCS which allocates new housing into PDAs and non-PDA areas, 70 percent of the region’s housing need was allocated based on growth in PDAs and the remaining 30 percent was allocated based on growth in non-PDA locations.

Fremont’s assignment for the 2014 – 2022 RHNA period is 5,455 units. This is higher than the assignment for the previous Housing Element (4,380 units), in part due to projections for employment and housing unit growth in Fremont PDAs. Additionally, per Senate Bill 375 (Steinberg) the Housing Element cycle went from five to eight years in length. In general, the City’s RHNA increased 25% percent overall and increases in individual income categories as follows: 27 percent in the very low, 4.3 percent in the low, 11 percent in the moderate, and 44 percent in the above moderate income categories. The City’s assignment includes 1,714 units affordable to very low income households, 926 units affordable to low income households, 978 units affordable to moderate income households, and 1,837 units affordable to above moderate income households. Although State law does not require the City to physically develop these units, it does require that adequate sites be provided for their construction and that programs be implemented to facilitate their development.

Since the current period began in January 2014, the City has made progress toward meeting its fair share targets. Approximately 126 housing units have been approved, of which 64 units were low-income housing. This progress is further documented in Chapter 5, Housing Resources.

1.6 Community Participation

Beginning in February 2014, the City conducted public outreach on the proposed Housing Element update. The City used a variety of methods and venues to reach varied audiences and solicit input on housing goals and issues of concern to the broader community. The outreach process is described in more detail below.

1.6.1 Community “Townhall” Meeting

On February 5, 2014, the City convened a community Townhall meeting to obtain broader public input on the Housing Element update process. Notices of the meeting were mailed and e-mailed to over 150 interested persons and organizations, including landlord associations, housing advocacy groups, for- and non-profit housing developers, realty organizations, and the Chamber of Commerce. In addition, the meeting was also advertised through the media, the

City’s website, and City newsletter. The meeting attracted over 40 residents and interested parties from all parts of the City. The three hour meeting allowed residents to learn about the Housing Element process, recent demographics and housing need information, and discuss topics concerning affordable housing programs and the Housing Element. In general, comments centered around six issues: distribution of affordable housing, needs assessment, production of affordable housing, the Affordable Housing Ordinance/financial incentives, development standards to facilitate affordable housing, and rental housing.

1.6.2 Focused Stakeholder Meetings

The City also conducted two smaller, focused stakeholder meetings (February 11 and June 9) with representatives from various housing stakeholder organizations, for- and non-profit developers, the School District, and housing advocacy groups. The stakeholder meetings were geared to gaining more particular and focused input on housing issues facing the City. The stakeholder meetings allowed a more informal opportunity for groups with varying interests and goals to discuss their views.

1.6.3 Boards and Commissions

Staff provided briefing sessions to the Planning Commission and City Council and also conducted two public meetings to allow additional public input and discussion on the draft document. The Draft Housing Element was considered by the Planning Commission on June 26, 2014 on July 15, 2014 by the City Council. Recommendations for changes have been incorporated into this draft document.

In addition, staff presented information about the Housing Element to other Boards and Commissions, including the Economic Development Advisory Commission; the Human Relations Commission, which advises the City Council on the provision and quality of human services to the City, including coordination of all human services, public and private; and the Citizens Advisory Committee, which advises the City Council on how to fund various housing programs and projects using CDBG federal funds.

1.6.4 On-line Public Space

Webpage

The City’s General Plan web page at: www.fremont.gov/housing serves as an on-line public space for providing input and accessing Housing Element update information. The City has posted general information on the purpose of Housing Elements, governing state law, the update process, notice of public meetings, opportunities for input, and also summaries on past meetings held in relationship to the update process. The update process was included on both the Planning and Housing Division webpages to encourage greater visibility and access to the information.

Fremont “Open City Hall”

Fremont Open City Hall is an online forum for civic engagement. The site is located on the City’s main webpage. Similar to other social media venues, it allows members of the public to

view what other community members are saying about important Fremont topics, and then to post their own statement. It also allows City officials to read the statements and incorporate them into their decision-making process. In order to engage discussion and input on housing issues relative to the Housing Element update process, the City posted thought provoking questions including “what are the key housing issues facing the City of Fremont.” To date the site has had 306 visitors to the Housing Element posting and received 29 statements.

Public Hearings on CDBG Action Plan

The City also held three public hearings to develop the CDBG Action Plan during 2014. At the public hearings, citizens were able to provide input on housing and community development needs in the area, as well as resources and funding. The information gleaned from these public meetings will assist in developing programs to assist with housing as well supportive service programs.

1.6.5 Public Input

Throughout the Community Outreach process, public input and comments were received and considered by staff. At the final Stakeholder meeting on June 9, a draft of proposed Housing goals, policies, programs, and actions were provided to participants for more careful consideration and discussion. At that meeting, comments and proposed revisions were noted and incorporated into the Draft Housing Element provided to the Planning Commission in June and City Council in July.

In preparation for the Planning Commission and City Council meetings, the City also received comment letters from two non-profit housing organizations. These letters are provided in Section 2 of the Appendix for reference. New and updated goals, policies, objectives, and actions have been added as a result of input from the community, stakeholders, as well as the Planning Commission and City Council. These include goals to address and mitigate constraints to housing challenges, and to maintain an updated Housing Element, policies related to encouraging development of varied housing types, both large and small, legislative advocacy to address affordable housing issues locally through lobbying at the regional, state, and federal levels, and a program displacement of tenants.

1.7 Organization of the Element

Following this introduction, the Housing Element contains the following chapters:

- Chapter 2: **Goals, Policies, and Actions**, designed to address the City’s housing needs, reduce housing constraints, and create a positive environment for affordable housing production and conservation. This section includes quantified objectives that may be used to measure the City’s progress. It also serves as an **Implementation Plan**, as it summarizes local housing programs and establishes a timeline and responsible party for carrying out Housing Element actions

- Chapter 3: A review of the prior (2009) Element, including an analysis of the City’s progress toward achieving its adopted goals and objectives, and an appraisal of its housing policies.
- Chapter 4: A Needs Assessment, which analyzes socio-economic conditions, housing conditions, population projections, and market trends to determine the City’s current and future housing needs.
- Chapter 5: A Housing Resources Analysis, which identifies potential sites where new housing may be constructed, including what land remains vacant and underutilized for residential development. Additionally, this chapter analyzes the feasibility of zoning and public facilities to develop these housing sites, and realistic possibility of these sites developing within the next planning period.
- Chapter 6: A Constraints Analysis, which addresses governmental constraints to housing development such as zoning and fees, and non-governmental constraints, such as the high cost of land.

Chapter 2: Housing Goals, Policies, Programs and Objectives

Chapter 2 is not subject to Streamline Review. As such, this chapter has been entirely revised.

The California Government Code requires the Housing Element to contain “a statement of goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing” (Section 65583(b)(1)). This chapter fulfills that requirement. It builds upon the information presented in the Element to provide direction on key housing issues in Fremont.

The Element’s eight goals define the major topics covered by the Element. These are:

- Goal 1 Preserve, Maintain, and Improve the Existing Affordable Housing Supply and Neighborhoods**
- Goal 2 Ensure Availability of High Quality, Well-Designed, and Environmentally Sustainable New Housing of All Types and Income Levels Throughout the City**
- Goal 3 Facilitate the Development of Affordable and Market-Rate Housing in Order to Meet the City’s Regional Housing Need Allocation (RHNA)**
- Goal 4 Ensure that all Persons Have Equal Access to Housing**
- Goal 5 Promote Regional Collaboration to Maintain and Expand the Range of Housing Alternatives in Fremont**
- Goal 6 Ensure Availability of Supportive Services to Help People Stay Housed**
- Goal 7 Address and Mitigate Constraints to Housing Challenges**
- Goal 8 Maintain an Updated Housing Element that is Reviewed, Updated and Effectively Implemented**

The above goals and corresponding policies and actions that follow represent a core set of goals derived through the General Plan update process in 2011. Each of the Element’s goals is also accompanied by policies and action programs. The policies are intended to guide day to day decisions on housing, while the actions identify the specific steps the City will take after the Element is adopted. New and updated Goals, Policies, Objectives, and Actions have been added as a result of input from the community and stakeholders. These include goals to address and mitigate constraints to housing challenges, and to maintain an updated Housing Element, policies related to encouraging development of varied housing types, both large and small; legislative advocacy to address affordable housing issues locally through lobbying at the regional, state, and federal levels; and displacement of tenants.

Numerical objectives have been developed for several of the program actions. Each objective represents a target for the number of housing units to be preserved, improved, or developed—or

the number of households to be assisted—during the time period covered. The objectives provide a way to measure the City’s progress toward the implementation of the Element.

GOAL 1: Preserve, Maintain, and Improve the Existing Affordable Housing Supply and Neighborhoods

Fremont was incorporated in 1956, and the City experienced rapid growth in the fifties, sixties, and seventies. Much of the City’s housing stock and infrastructure is, therefore, at least fifty years old. Seventy percent of Fremont’s housing stock was built between 1960 and 1980. Fremont’s existing housing stock also contains more than 1,000 rental units that are income restricted as well as almost 800 mobile homes and over 20,000 multi-family units, which are not income restricted, but can be affordable housing options for individuals and families.

This goal focuses on the importance of preserving, maintaining and improving the City’s existing affordable housing supply and neighborhoods. Not only is the City’s older existing housing stock critical to meeting housing needs, but preserving these buildings is far more environmentally sustainable than replacing them with new construction. At the same time that the City promotes construction of new housing, it will work to retain the existing supply of affordable housing options.

POLICY 1.01 Continue programs assisting rental property owners and lower income homeowners with the repair of their housing units.

► **Action 1.01-A: Neighborhood Home Improvement Program.**

Using Community Development Block Grant (CDBG) funds, provide loans and grants to eligible rental property owners and homeowners to: rehabilitate their housing units through the *Housing Rehabilitation Loan Program*; address the immediate needs of small repairs of eligible homeowners through the *Emergency Minor Home Repair Program*; and increase energy efficiency in low and moderate income households through the *Energy Efficiency Program*.

Also continue to work with Alameda County to abate lead paint hazards that might result from rehabilitation efforts; and the Apartment Preservation Program to identify and repair substandard apartment units and to encourage their long-term maintenance.

Time Frame:	Ongoing
Objective:	Assist 30 households annually
Responsible Party:	Human Services Department and Community Preservation Division (Apartment Preservation Program)
Funding Source:	Community Development Block Grant (CDBG)

► **Action 1.01-B: Training for Apartment Owners and Property Managers.**

In collaboration with interested stakeholders, provide training to multi-family property rental property owners and managers regarding project maintenance.

Time Frame:	Ongoing
Objective:	80 to 90 managers trained annually

Responsible Party:	Community Development Department, Housing Division
Funding Source:	General Fund (Staff Time)

POLICY 1.02 Identify and program the construction of basic neighborhood improvements (sidewalks, street trees, etc.) and public facilities (roads, lighting, etc.) in areas where they are lacking or substandard.

► ***Action 1.02-A: Citywide Capital Improvements.***

Every two years, the City adopts a capital budget, known as the Capital Improvement Program budget (CIP). Separate from the annual city operating budget, the CIP funds public infrastructure projects, including street repair, traffic improvements, and park development and maintenance. Through the Capital Improvement Program, the City identifies and schedules periodic maintenance and improvement of residential facilities such as streets and sidewalks. The current CIP was adopted in 2013 and covers the Fiscal Years (FYs) between 2013/2014 – 2017/2018.

Time Frame:	Ongoing (CIP developed bi-annually) In 2015, adopt new CIP for FYs 2015/2016 – 2019/2020; and In 2017, adopt new CIP for FYs 2017/2018 – 2021/2022.
Responsible Party:	Community Development and Public Works Departments
Funding	Various including General Funds leveraged with regional, state, and federal funding.

POLICY 1.03 Assist private initiatives to maintain and improve neighborhoods and homes.

► ***Action 1.03-A: Liaison with Business and Neighborhood Associations.***

Maintain regular contact with business/neighborhood associations, such as the Fremont Chamber of Commerce, and Business Associations in Mission San Jose, Irvington, Centerville, and Niles Community Plan areas, to review maintenance and development concerns and assist in private initiatives to improve neighborhood. Many of these associations have regular monthly meetings. The City monitors these meetings and will attend as appropriate or requested to provide information and updates of interest to these various organizations relative to neighborhood improvement programs throughout the City.

Time Frame:	Attend 1-2 meetings annually. Monitor meetings and share information monthly.
Responsible Party:	Public Works and Community Development Departments
Funding	General Fund (Staff Time)

► ***Action 1.03-B: Community Engagement.***

Continue to work with neighborhood groups through programs such as National Night Out, Neighborhood Crime Watch, the Crime Free Multi-Housing (CFMH) program, and the Community Emergency Response Team programs to build capacity for neighborhood problem solving, which often results in improved levels of maintenance of homes and neighborhoods.

In 2013, there were 523 active crime watch groups in Fremont. Through the CFMH program, the Police and Fire Departments currently work in partnership with over 45 apartment communities to foster safe, healthy, and crime-free communities in rental housing. To date, the City has 12 certified communities.

Given the number of community groups and interested citizens, responsible departments have and will continue to utilize additional opportunities to engage neighborhood organizations, property owners, and residents more immediately, including setting up booths at local events, street fairs, farmers market, that enable citizens to ask questions, and utilizing social media, i.e. websites, twitter, blogs, facebook, e-mail blasts, and the internet.

Time Frame:	Annually
Objective(s):	National Night Out – volunteer annually; Continue CFMH certifications and CERT disaster training annually.
Responsible Party:	Community Development, Fire and Police Departments
Funding	General Fund (Staff Time)

POLICY 1.04 Preserve homes and neighborhoods through home ownership.

► ***Action 1.04-A: Promote Home Ownership.***

Increase homeownership rate by promoting federal, state, and local homebuyer assistance programs and leveraging the efforts of real estate professionals to promote home ownership in Fremont.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Housing Division
Funding:	Not Applicable

POLICY 1.05: Preserve the existing supply of affordable housing, rental apartments, and mobile homes.

► ***Action 1.05-A: Monitor “At Risk” Affordable Housing Units.***

Continue to monitor affordable housing developments that could be at risk for converting to market rate. There are four developments at risk during the 2015-2023 time frame representing 165 total units. The City will utilize its financial resources (HOME and CDBG, State and Federal funding sources, etc.) if necessary to aggressively prevent the conversion of affordable housing units to market rate. City staff carefully monitors at-risk units and past success in achieving

continued affordability of at-risk units has shown that conversion of units can be prevented with minimal investment of the City’s limited affordable housing funds and maximum utilization of existing funding sources. The City utilizes a five-step strategy to prevent the loss of affordable housing that involves: 1) Early and proper notification of affected residents and government agencies; 2) Early discussion with apartment managers/owners to discuss potential options/incentives for renewal of contracts; 3) Working with owners/affordable housing developers who might be interested in acquiring property; 4) Seek out resources to assist; 5) If protection is infeasible, work with owners to ensure tenants are properly noticed and are provided with resources for assistance and information on alternatives. The City will also evaluate the potential of using outside funding to preserve the units. Given the economic rebound occurring following a long recession, market conditions are favorable for conversion of restricted units. Increased land costs, however, would also influence and decrease the City or non-profit’s ability to acquire property. For this reason, the City will need to be even more proactive in outreach to property owners in efforts to preserve at-risk units.

Time Frame:	Annually
Objective(s):	Preserve 131 units over planning period <ul style="list-style-type: none"> - Review list of potentially at-risk housing projects and incorporate preservation strategies as needed to retain units ; - Pursue potential funding opportunities; - Include rehabilitation as eligible use of funding through NOFA process
Responsible Party:	Community Development Department, Housing Division
Funding	General Fund (Staff Time)

► ***Action 1.05-B: Long-Term Affordability Restrictions.***

Continue to require long-term affordability restrictions for existing and new housing units assisted with public funds. Currently, the Affordable Housing Ordinance requires a 55-year affordable term for rental units and 30 years for ownership units. The City realizes its affordability goals through continued implementation of the Affordable Housing Ordinance during the project entitlement phase. The City works with developers early on during the entitlement process to determine an affordable Housing Plan and implement affordability restrictions consistent with the Ordinance. As a result of changing market conditions, the Ordinance now provides flexibility to pay an in-lieu fee or construct affordable units. However, the affordability deed restrictions required in the Ordinance are not flexible. The applicant is required to enter into an affordable housing agreement that binds the affordability terms and restrictions. Maintaining and implementing the affordability restrictions are critical during a rebounding economy, where the risk of conversion to market-rate is higher.

Time Frame:	Ongoing via entitlement process and prior to building permit issuance.
Objective:	Maintain minimum 55-year affordability for rental units; and 30 years for ownership units
Responsible Party:	Community Development Department, Housing Division

Funding	City Housing Funds (Staff Time)
----------------	---------------------------------

► ***Action 1.05-C: Apartment Acquisition/Rehabilitation.***

The City will continue to work with affordable housing developers to acquire and rehabilitate multifamily rental units. Specific steps to achieve goals and facilitate acquisition and rehabilitation would include: targeting acquisition and rehabilitation as an option for city funding through the Notice of Funding Availability (NOFA), outreach and notification to developers on the City’s NOFA process and timeframe, and maintaining regular contact with developers on potential available/suitable sites.

Market conditions are a factor in the City’s ability to fund acquisition and rehabilitation. As the economy improves and land and property costs increase, the City’s ability to accumulate sufficient funding for this type of project is reduced and would impact the frequency of issuing Notices of Funding Availability. The City will need to ensure sufficient funding is accumulated to funding proposals. To adjust to market conditions, the City would also pursue partnerships with affordable housing developers to maximize funding opportunities or explore alternate financing mechanisms. An example of such a partnership is he Century Village Apartments, which were rehabilitated in 2013. The City worked with Mid-Peninsula Housing in 2012 to restructure their debt and obtain new tax credit financing to allow for a major rehabilitation. As a result, Mid-Peninsula Housing agreed to make the entire complex affordable, a net increase of 24 affordable units over the previously required 75 affordable units. Rehabilitation was completed in 2013 and all tenants are now residing in rent-restricted, renovated units.

Time Frame:	Target Acquisition and Rehabilitation in the NOFA every 2-3 years depending on availability of sufficient funds.
Objective:	<ul style="list-style-type: none"> - Rehabilitate 50-100 units over planning period; - Target apartment acquisition/rehabilitation in NOFA; - Pursue partnerships with affordable developers.
Responsible Party:	Community Development Department, Housing Division
Funding	City Housing Funds (Staff Time)

► ***Action 1.05-D: Mobile Home Preservation and Rent Stabilization.***

Preserve existing mobile homes and continue to enforce the City’s Mobile Home Space Rent Stabilization Ordinance. Currently, there are 753 mobile homes in Fremont. As the economy strengthens rent prices have soared, making low-income households living in mobile home spaces susceptible to sudden rent spikes. Because mobile homes are often owned by senior citizens, persons on fixed incomes, and persons of low and moderate income, significant rent increases fall upon these individuals with particular harshness.

Mobile home owners, unlike apartment tenants or residents of other rental units, are in the unique position of having made a substantial investment in a residence for which space is rented or leased. Alternative sites for the relocation of mobile homes are difficult to find due to the shortage of vacant mobile home spaces, the restrictions on the age, size, or style of mobile homes permitted in many mobile home parks and requirements related to the installation of mobile homes, including permits, landscaping and site preparation. Additionally, the cost of moving a mobile home is

substantial and the risk of damage in moving is significant. Thus mobile home owners are limited in options, and during times of soaring rents can be subject to sudden unreasonable rent increases.

The City’s Mobile Home Preservation and Rent Stabilization Ordinance is intended to protect the mobile home owners from unreasonable rent increases and other abusive or disruptive practices by park owners. The Ordinance provides limits and a process for rent increases.

Time Frame:	Ongoing during Housing Element timeframe 2015 - 2023
Objective	<ul style="list-style-type: none"> - Preserve 753 mobile homes; - Continue to enforce Mobile Home Preservation and Rent Stabilization Ordinance.
Responsible Party:	Community Development Department, Housing Division
Funding	General Fund (Staff Time)

► ***Action 1.05-E: Continue to Implement Condominium Conversion Ordinance.***

The City’s Condominium Conversion Ordinance limits and sets conditions for conversion of no more than 100 rental units in any calendar year to condominiums. It is intended to maintain the community’s supply of rental units. Condominium conversions may affect the balance between rental and ownership housing within the City, and thereby reduce the variety of individual choices of tenure, type, price and location of housing; increase overall rents; decrease the supply of rental housing for all income groups, and displace individuals and families. The City will continue to implement the ordinance.

Market conditions effecting condominium conversions are similar to those affecting preservation of affordable rental units and mobile home rent increases within the City. A stable growing real estate market, based on a growing job market and economy will influence and increase the number of conversions from rental to market-rate. Continued implementation of the Ordinance will maintain a variety of housing types to meet varying incomes, consistent with Housing Element goals.

Time Frame:	Ongoing during Housing Element timeframe 2015-2023
Responsible Party:	Community Development Department, Planning and Housing Divisions
Funding	General Fund (Staff Time)

► ***Action 1.05-F: Monitor and Address Housing Displacement as a Result of New Development Activity.***

As the economy strengthens, and infill development activity increases and is channeled towards Priority Development/TOD, and special study areas as outlined in the General Plan, the instances of housing displacement for low-income households would most likely increase in these areas. In an effort to anticipate strategies to address displacement in redeveloping areas of the City, a study memo—Preserving Affordable Housing near Transit in Fremont—was prepared for the City by Reconnecting America and the California Housing Partnership in early 2014. The overall goal of this study memo was to identify a set of solutions to minimize the impact of increasing market

pressures due to transit investments and related planning and transportation enhancements on low-income residents living and working in Fremont.

The memo identified Priority Preservation Areas, outlined existing supportive policies and programs, and made recommendations that would support preserving affordable housing near transit in Fremont. The memo indicated that Fremont has already implemented a package of affordable housing preservation funding policies that are seen as best practices by affordable housing advocates throughout the region, however, the amount of funding available for the preservation of affordable housing in the city has been reduced dramatically since the state’s elimination of Redevelopment funding, costing the city approximately \$7 million per year. Fremont will need to build on its local funding sources to use these resources strategically and promote local, regional, and statewide solutions to the reductions in affordable housing funding resulting from the end of Redevelopment. Key recommendations in the report include:

- Prioritize affordable housing funds for preservation in priority preservation areas by purchasing new long-term affordability agreements with currently non-restricted developments that serve low-income tenants.
- Continue to track at-risk affordable housing and engage with ownership and management in order to extend current restrictions when expirations threaten affordability.
- Use current tools and implement new policies aimed at protection of affordability around existing and new transit stations.

As the City moves forward to develop a strategy to address displacement, it will consider the recommendations and potential tools outlined in the Reconnecting America study.

Time Frame:	By 2016
Objective(s):	Examine additional available strategies/potential tools; Continue monitoring and formulate overall process/strategy.
Responsible Party:	Community Development Department, Planning and Housing Divisions
Funding	General Fund (Staff Time)

► ***Action 1.05-G: Work with Legislators and HCD to Allow Rehabilitated and Preserved Housing Units to Count Towards Regional Housing Need.***

Housing units that have been substantially rehabilitated with committed resources and are reserved to remain available to low- and very low-income households implement housing goals can also facilitate anti-displacement goals related to new housing.

Time Frame:	Ongoing 2015 - 2023
Responsible Party:	Community Development Department, Planning and Housing Divisions/City Manager’s Office
Funding:	General Fund (Staff Time)

GOAL 2: Ensure Availability of High Quality, Well-designed and Environmentally Sustainable New Housing of all Types and Income Levels Throughout the City

Throughout its history, Fremont has valued high-quality residential development that is both attractive and safe. High quality design of the built environment continues to be an emphasis of the City. The City’s comprehensively updated General Plan, adopted in 2011, reinforces overarching or guiding principles that emphasize sustainability—reducing the City’s footprint while continuing to offer a high quality of life, becoming more “strategically urban” by focusing future housing growth near transit hubs and corridors, embracing diversity by making housing available for people across the economic spectrum, and creating well designed and safe urban landscapes.

Goal 2 is meant to ensure that new housing development continues to meet Fremont’s high standards for attractiveness and safety, and that it also takes into account the need for environmental sustainability and the desire to make Fremont an “aging-friendly” community.

POLICY 2.01 **Continue to update and apply building codes and design guidelines and standards to ensure development is of high quality, incorporates sustainable measures, and is consistent with the scale and character of the community.**

► ***Action 2.01-A: Apply Residential Design Guidelines and Standards to Encourage Highest Level of Design Quality.***

In 2013, the City adopted Multi-family Design Guidelines, and in 2014, Citywide Design Guidelines that include single-family residential development. These Guidelines are used during the *Design Review* process to encourage the highest level of design quality, while at the same time providing the flexibility necessary to encourage creativity in design. The Guidelines will also reduce delays and uncertainty for developers by providing clear direction on those standards that are required and those that are suggested for new residential construction and additions.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Planning Division
Funding:	Developer Permit Processing Fees

► ***Action 2.01-B: Design Review Process.***

During the last Housing Element cycle, the Community Development Department utilized a Site Plan and Architectural Review process for new residential additions and development that involved multiple levels of review depending on project size and location. In 2014, the City adopted a new streamlined permitting process that includes a Design Review process applicable to all new construction, additions, and site improvements. The new Design Review process better defines and consolidates planning review into two categories: ministerial (staff level) or discretionary (review by Zoning Administrator).

The new Design Review process continues to ensure that new residential development is of a high quality and consistent with the scale and character of the community, while also assuring that developers receive guidance from the City early in the development process so that affordable and multifamily housing projects are not delayed.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Planning Division
Funding:	Developer Permit Processing Fees

► ***Action 2.01-C: Continue to Implement Universal Design Ordinance to Facilitate Residential Units that are Visitable, Usable, and Safe for Seniors and Persons with Disabilities.***

Universal Design calls for residences to be built with certain design features that would improve their livability through various lifecycles. Housing units that incorporate Universal Design improvements are more adaptable to persons as they age or face physical challenges so they can still function well in their homes.

In 2011, the City adopted a Universal Design Ordinance that allows greater adaptability and accessibility of housing. During the project review process, the Planning Division notifies applicants of the requirements, and the Building Division verifies compliance during plan review and inspection.

Time Frame:	Ongoing
Responsible Department/Division:	Community Development Department, Planning Division, Public Works Department, Engineering Division
Funding:	Developer Permit Processing Fees

POLICY 2.02: To reduce transportation costs and encourage diverse housing stock, emphasize walkable, connected neighborhoods with multiple land uses and housing types, rather than self-contained residential subdivisions with single housing types.

► ***Action 2.02-A: Explore Alternatives to Minimize Need for Wider Streets.***

In order to meet fire safety needs and requirements set forth by various utility providers and environmental agencies, and for efficient movement of traffic, rights-of-way have grown wider. The land and improvement costs related to these wider streets can constrain housing development. To create a less auto-oriented, more pedestrian friendly street environment and minimize infrastructure costs to facilitate affordable housing, continue to work with utility providers and developers to design streets only as wide as required to provide necessary functions in new development.

As part of the Team-based approach review of Preliminary Review Plans and formal entitlement applications, Engineering and Planning staff work closely with the Fire Department to achieve street widths and Emergency Vehicle Access adequate for safety, but also minimizing unnecessary or overly wide right-of-ways. The Fire Department utilizes design software that allows some manipulation to achieve optimum reduced street widths and vehicle turning radii. The City’s Preliminary Review Process (PRP) is also an additional means whereby opportunities to reduce street widths and create a more pedestrian friendly environment would be explored.

The City has adopted a Complete Streets Policy in the General Plan, which requires periodic review of the City’s street standards to incorporate standards that would facilitate multiple transportation modes. Complete Streets concepts would also be considered during major street resurfacing projects and as new Area or Specific Plans are developed within the City.

Time Frame:	Ongoing during development review process
Responsible Party:	Community Development Department
Funding:	Developer Permit Processing Fees

► ***Action 2.02-B: Mixed-Use Zoning.***

As part of the General Plan update process, a new Mixed-Use land use designation was implemented to encourage mixed commercial and residential projects on suitable sites outside the TOD Overlay districts. The Mixed Use land use designation permits a substantially higher Floor Area Ratio (FAR) to incentivize residential integrated with commercial. The City also has an existing Mixed Use Ordinance that provides standards applicable to mixed use projects in commercial zones. The Ordinance allows flexibility in parking requirements and increased capacity (higher FAR) for mixed use projects.

As part of the commercial zoning update process underway, the City will establish a mixed use zoning district on sites designated as such during the General Plan update. As part of the update process, the City will also examine other feasible incentives or requirements to ensure that residential development will be achieved in mixed use developments in this zoning district. The City will also examine mixed use zoning in other cities that have been successful in achieving residential components and solicit input from stakeholders.

Time Frame:	2015
Objective:	Update Zoning Ordinance to create Mixed-Use District
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

POLICY 2.03: Promote energy efficiency in building and site design, and construction and landscape techniques.

► ***Action 2.03-A: Implement Green Building Standards and Water Efficient Landscape Ordinance.***

Green buildings have a reduced environmental impact, are healthier for occupants, and also result in energy conservation and utility cost savings, making them more affordable over the long term. When green measures are considered during project design, they can be incorporated at lower cost.

In 2011, the City began implementation of the California Green Building Code, including a requirement that residential projects meet Tier 1 standards or equivalent. The Code also contains water efficiency measures, effective in 2011 as well requiring a 20 percent reduction in potable (drinkable) indoor water use and, for outdoor water use, the development of a water budget for

landscape irrigation according to the State Water Efficient Landscape Ordinance (WELO). In 2014, the City Council adopted the 2013 California Building Standards Code, which includes green building and energy conservation requirements. The Code became effective January 2014, and the Energy Code and part of the Green Building Code become effective July 1, 2014. The City has been enforcing the requirements of WELO since its adoption in 2010.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Planning and Building Divisions
Funding:	Developer Permit Processing Fees

► ***Action 2.03-B: Energy Efficiency Measures.***

The City supports programs to facilitate energy efficient measures, such as solar photovoltaic systems, in existing residential homes to reduce energy costs. The *California Youth Energy Services (CYES) Program* trains local youth to conduct energy and water audits of local residences at no charge to the residents. As part of the program, auditors also distribute energy efficient light bulbs and water-saving shower heads and faucet aerators as replacement for less efficient fixtures. The Program reaches out to all members of the community, including hard to reach households, and also affords local youth an opportunity for a paid work experience on a meaningful career track. The City is also a participant in the Department of Energy’s American Solar Transformation Initiative (ASTI) aimed at helping cities adopt best practices for encouraging solar and streamlining solar permitting.

Time Frame:	Ongoing
Objective:	Assist 150 - 200 households annually
Responsible Party:	Community Development Department
Funding:	Integrated Waste Management Fund

GOAL 3: Encourage the Development of Affordable and Market-Rate Housing in Order to Meet the City’s Assigned Share of the Regional Housing Need Allocation (RHNA).

Very Low Income	1,714	31%
Low Income	926	17%
Moderate	978	18%
Above-Moderate	1,837	34%
Total RHNA:	5,455	100%

For the 2015 – 2023 Housing Element cycle, the City has been assigned a Regional Housing Need Allocation (RHNA) of 5,455 dwelling units. Of these 5,455 dwelling units, 1,714 must be accommodated in the Very Low Income category, 926 in the Low Income category, 978 in the Moderate, and 1,837 in the Above-Moderate Income categories. Chapter 5 discusses residentially designated and zoned land that can accommodate the City’s regional need in these various income categories. The parcel inventory and corresponding maps are included in the Appendix.

Even with appropriate General Plan land use designations and zoning in place, challenges remain in developing new housing, particularly affordable housing. As outlined in Chapter 5, the cost to develop housing, land costs, land use controls, and also neighborhood resistance to new development, including affordable housing are all factors inhibiting new housing development. Development of affordable housing has become more challenging than ever due to the elimination of Redevelopment and the funding it provided. The following policies and actions are meant to support and facilitate further development of affordable and market-rate housing to meet the City’s share of the regional need.

It should be noted that while housing for extremely low income (ELI) households is not separately assigned as part of the RHNA, the City estimates that approximately 50 percent of its very low income population is in the ELI category, therefore, about 875 of the very low income units would need to be affordable to extremely low income households.

POLICY 3.01 Be creative and a leader in identifying and leveraging available funding resources in order to provide the maximum amount of affordable housing.

► ***Action 3.01-A: Continue to Allocate Percentage of General Fund Revenue from “Boomerang Funds” to Affordable Housing.***

With the dissolution of the Redevelopment Agencies in California in 2012, local jurisdictions have been deprived of their largest source of local funding for affordable housing. Redevelopment provided a 20 percent set-aside of the tax increment resulting from redevelopment for affordable housing. Throughout the State, redevelopment was responsible for over \$1 billion in direct funding for affordable housing with this 20 percent tax increment set-aside. These local funds often served as leverage for cities to acquire other funding sources. A portion of these former tax increment funds have come back to local jurisdictions as both a one-time lump sum from their former Low and Moderate Income Housing Fund and as annual property tax distributions (known as “Boomerang Funds”). The City of Fremont was one of the first major cities in California to dedicate both one-time and on-going Boomerang Funds received to affordable housing.

The “Boomerang Funds” are used almost entirely for affordable housing projects in the City, and the opportunity to utilize these funds for affordable development projects is noticed and outlined via the public Notice of Funding Availability (NOFA) process.

Time Frame:	Ongoing / Annually
Objective:	Meet Regional Housing Need Assessment obligation in lower income categories.
Responsible Party:	City Council / Budget
Funding:	General Fund

► ***Action 3.01-B: Update Affordable Housing Ordinance.***

The City’s Affordable Housing Ordinance requires that at least 15 percent of all for-sale dwelling units be made available at an affordable cost. Market-rate rental housing is required to pay an

affordable housing impact fee. Affordable housing is exempt from impact fees. The Ordinance was modified in 2010 and 2011 to provide flexibility to developers by allowing them the option of building affordable units on-site or fulfilling their obligation by paying the City an in-lieu fee, or proposing an alternative form of compliance outlined in the Ordinance such as off-site construction, property dedication, or purchase of existing market-rate units for conversion to affordable ownership units. The City will update the Affordable Housing Ordinance following completion of a Nexus Study.

As part of the Nexus Study and Affordable Housing Ordinance update, the City will also evaluate how to modify the Ordinance requirements to achieve the City’s goals and targets for greater affordability.

Time Frame:	By 2015
Objective:	Complete Nexus Study
Responsible Party:	Community Development Department, Housing Division
Funding:	General Fund (Staff Time) and Housing Funds (Nexus Study)

► ***Action 3.01-C: Develop Housing Affordable to Extremely Low Income Households Commensurate with Need.***

Extremely low-income (ELI) households are a subset of very low-income households who earn 30 percent or less of the median income. It is estimated 15 percent of Fremont’s households are within the very low-income range and approximately 50 percent of that category are within the extremely low-income range. ELI households are the income group most likely to experience a housing crisis when faced with rent increases, foreclosure, or other adverse event.

In 2010, prior to the dissolution of the Redevelopment Agency, the Agency Board had established a target of providing 23 percent of affordable dwelling units during the 2007 – 2014 RHNA period as affordable to ELI households. This target percentage represented an estimate of ELI need relative to the total low and moderate-income household need in the 2007-2014 RHNA. This percentage is approximately the same for the 2014 – 2022 RHNA. State legislation that went into effect in 2013 requires that 30 percent of all revenues to Redevelopment Housing Successor Agencies from Housing Assets be spent on ELI households, further solidifying a framework to assist in developing a percentage of housing affordable to ELI households.

The City would also use its NOFA process to encourage development of housing available to the extremely low-income. The last NOFA resulted in approval of a 64-unit apartment building that will provide 32 units affordable to extremely low income households and 32 available for very low-income households.

Time Frame:	NOFA every 2-3 years, depending on availability of sufficient funds.
Objective:	Provide new units affordable to Extremely Low-Income Households commensurate with need. - Target housing for extremely low-income in NOFA
Responsible Party:	Community Development Department, Housing Division

Funding:	Various (General Fund, CDBG, HOME, Low Income Housing Tax Credits, Mortgage Revenue Bonds, and Affordable Housing Program funds)
-----------------	--

► ***Action 3.01-D: Maximize Existing Funding Resources.***

The City will continue to leverage all available resources, including local funding sources such as CDBG and HOME funds available as part of the Urban County and HOME Consortium Program, available land, and local General Fund dollars, to maximize competitiveness and resources to achieve affordable housing.

The City will continue to provide support and information to developers in seeking additional funding resources such as Low Income Housing Tax Credits, Mortgage Revenue Bonds, Affordable Housing Program funds, etc.

Time Frame:	Ongoing
Responsible Party:	Community Development and Human Services Departments
Funding:	Various (General Fund, CDBG, HOME, Low Income Housing Tax Credits, Mortgage Revenue Bonds, and Affordable Housing Program funds)

► ***Action 3.01-E: Deferral of Impact Fees***

In 2010, the City instituted a fee deferral program for housing in-lieu and impact fees. Applicants can defer all City impact fees for 18 months or until final inspection, whichever comes first. Over the last three years nine projects (totaling 353 units) have requested fee deferrals.

Time Frame:	Ongoing
Responsible Party:	Community Development Department
Funding:	General Fund (staff time)

► ***Action 3.01-F: Assist Affordable Developers to Acquire Land for Affordable Housing.***

The City will continue to work with affordable housing developers to identify suitable sites for affordable housing and, as feasible, either acquire or assist developers with acquiring land for future development of affordable housing. The City utilizes its Notice of Availability of Funding (NOFA) to notify developers of potential available funding for affordable housing as well as the City’s goals for achieving affordable housing. The NOFA would indicate emphasis for housing projects, such as preservation/rehabilitation of affordable units or smaller units, or shared housing. Through the NOFA process, the City was able to assist a non-profit developer to acquire land for development of a 64-unit multi-family affordable project, with supportive services. This project was recently approved by the City Council and will provide 32 units affordable to extremely low-income households and 32 units affordable to very low-income households.

Time Frame:	Ongoing
Responsible Party:	Community Development Department
Funding:	Various (General Fund, CDBG, HOME, Low Income Housing Tax

	Credits, Mortgage Revenue Bonds, and Affordable Housing Program funds)
--	--

► ***Action 3.01-G: Commercial Linkage Fee.***

The City will evaluate its fee structure to determine feasibility for a commercial linkage fee and proceed with Nexus Study.

Time Frame:	<u>Fiscal Year 2015 - 2016</u>
Responsible Party:	Community Development Department
Funding:	General Fund

POLICY 3.02 Promote existing opportunities to intensify development.

► ***Action 3.02-A: Maintain Inventory of Residential Vacant and Underutilized Opportunity Sites to Encourage Development.***

The City will maintain an inventory of residential vacant and underutilized parcels and encourage development of that land. No residentially designated parcel may be changed to a lower density than shown on the General Plan land use map nor may any residentially designated parcel be changed to a non-residential land use designation unless findings, supported by substantial evidence, can be made by the City Council pursuant to the provisions of Government Code Section 65863.

Time Frame:	Ongoing
Objective:	Update Residential Development Activity/Underutilized Land Map and Tables
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

► ***Action 3.02-B: Marketing Information for Multi-Family Housing.***

The City has developed a marketing package for multi-family developers. The package includes an inventory of available incentives (modified parking requirements, impact fee deferral, etc.), a description of density bonus provisions, and identification of staff contacts. The City will continue updating and distributing marketing information through written materials available at the Development Services Center, on-line information, and through one-on-one contacts with developers.

Time Frame:	Ongoing
Objective:	Update website and written handouts/materials
Responsible Party:	Community Development Department, Planning and Housing Divisions

Funding:	General Fund (Staff Time)
-----------------	---------------------------

► ***Action 3.02-C: Redesignation of Land for Higher-Intensity Housing Construction.***

While the City has sufficient land available to meet its projected housing needs through 2023, the City will continue to consider rezoning land for higher intensity (greater than 30 dwelling units/acre) development of both market rate and affordable housing as opportunities arise. The City will evaluate these possible conversions in accordance with the General Plan, taking into account the need to focus housing growth near transit and also the effect on the local economy. General Plan Amendments for land use changes to higher-density residential will be reviewed on a case-by-case basis. The City provides outreach and information, via the internet and website, to the public regarding sites feasible for conversion and directs developers to the City’s Housing Element Sites Inventory as well. The City also promotes higher-intensity housing sites through the Notice of Funding Availability (NOFA) process.

The City will also evaluate options for encouraging or requiring developers in Transit Oriented Development (TOD) areas to provide units on-site to fulfill their affordable housing obligation.

Time Frame:	General Plan Amendment land use changes are processed quarterly as part of the General Plan Amendment cycle;
Responsible Party:	Community Development Department, Planning Division
Funding:	Developer Permit Processing Fees

► ***Action 3.02-D: Lot Consolidation***

Consolidation of smaller adjacent lots increases the opportunity to provide feasible affordable residential and mixed-use projects, particularly on infill development sites. Laguna Commons is an example of a recent project where lot consolidation was accomplished to provide an affordable housing project for very low- and extremely low-income households on an infill site. The City will continue to support consolidation of small lots to facilitate affordable housing and can assist as follows: the City will work with non-profit developers and owners of small sites to identify opportunities to consolidate sites. The City would publicize the Sites Inventory and areas where lot consolidation could occur on the City’s housing webpage. The City would also encourage lot consolidation through the City’s Notice of Funding Availability process.

Time Frame:	2015 to publicize; Ongoing for technical assistance to non-profit developers
Responsible Party:	Community Development Department, Planning Division
Funding:	Developer Permit Processing Fees

POLICY 3.03 **Facilitate the development of a diverse housing stock that provides a range of housing types and affordability levels throughout the community.**

► ***Action 3.03-A: Encourage Affordable Housing in a Variety of Locations.***

Continue to encourage production of affordable housing in different parts of Fremont, while taking into account funding restrictions and the City’s goal to focus housing near transit. The City provides information to the public and developers regarding available sites in particular those listed in the City’s Housing Element Land Use Inventory. The Community Development Department offers one-on-one appointments with senior staff to review opportunity sites, preliminary development proposals, and site feasibility considerations. Developers may also avail themselves of the Preliminary Review Process (PRP), which provides an opportunity for review of less refined development proposals to identify potential site design considerations before a large time and design cost investment is made by the developer.

The Transit Oriented Development (TOD) zoning overlay district affords an increase in development intensity and density within TOD overlay districts, which is another means to incentivize new housing spread within the City’s four Priority Development Areas centered near transit: Centerville, Downtown, Irvington, and Warm Springs/South Fremont.

Time Frame:	Ongoing
Responsible Party:	Community Development Department
Funding:	Not Applicable

► ***Action 3.03-B: Continue to Encourage Development of Second Units.***

The City’s Second Unit Ordinance is intended to encourage production of second units on residential parcels. The City will continue to work with property owners to encourage development of second units. The City will also continue to exclude second units from density calculations for General Plan purposes. The City applies a staff-level, ministerial design review process to further expedite processing of secondary dwelling units. An informational handout is also provided on the website that clearly outlines criteria for development. Community Development staff are in the process of re-examining information handouts, website design, and over-the-counter procedures, including those related to Secondary Dwelling Units, to provide clearer/more concise information to the public and to improve processing procedures.

Time Frame:	By end of 2015 to implement
Objective:	10 – 15 secondary units /year
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

► ***Action 3.03-C: Continue to Encourage Development of Affordable Family and Larger Sized Units.***

The City will continue to encourage the development of affordable units that have a sufficient number of bedrooms to accommodate larger-sized family households. Units may be either rental or for purchase. Continued implementation of the provisions of the Affordable Housing Ordinance will assist in maintaining larger sized affordable units. The Ordinance restricts affordability of for-sale units as well as rental. The Ordinance also requires that on-site affordable units be comparable in size and bedroom count to the market-rate units of the project.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Planning and Housing Divisions

► ***Action 3.03-D: Explore Incentives to Encourage Development of Smaller, More Efficient Units for Single-Person and Small Households.***

Although Fremont’s most common household type in 2010 was married couples with children, the percentage of single-parent households has increased since 2000. According to the 2010 U. S. Census, approximately 16 percent of households in Fremont are householders living alone. To implement policy to provide a range of housing types to serve Fremont’s household population, the City will explore feasible incentives, which could include tiered or reduced impact fees based on housing type and/or size, to facilitate production of smaller units. The City would also utilize the NOFA process to target smaller units.

Time Frame:	2015 - 2016
Objective:	Develop incentives to facilitate smaller units
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

► ***Action 3.03-E: Continue to Allow Manufactured Housing in Single-Family (R-1) Districts.***

The City currently allows manufactured housing, which tends to be more affordable, in single-family (R-1) districts. The City will continue to allow manufactured housing in single-family districts.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Planning Division and
Funding:	Not Applicable

► ***Action 3.03-F: Facilitate Use of Creative and Alternative Housing Concepts.***

Identify and encourage best practice alternative housing concepts, such as co-housing, micro-housing units, shared units, and also incorporating supportive services, such as child care if feasible, within new housing. These concepts have proven effective in housing populations such as frail and isolated seniors, foster and emancipated youth, and homeless, etc. The City will facilitate these alternative housing concepts through the NOFA. City staff is also conducting site visits to shared housing to understand feasibility and concept.

Time Frame:	Target alternative housing concepts in NOFA every 2-3 years, depending on availability of sufficient funds.
Responsible Party:	Community Development Department, Planning and Housing Divisions
Funding:	Not Applicable

POLICY 3.04: Focus future housing, encouraging a mix of affordable and market-rate, in Transit Oriented Development (TOD) areas and along transit corridors.

Consistent with the General Plan, the City plans to accommodate much of its future housing need in the City Center-Downtown and in areas near existing and planned transit hubs (Centerville Train Depot, Fremont BART, Irvington BART, and Warm Springs/ South Fremont BART) and along transit corridors. As part of a comprehensive update of its General Plan, adopted in 2011, the City amended the Land Use Element to include TOD Overlays to facilitate the long-range vision of intensified uses near existing and planned transit.

► ***Action 3.04-A: Maximize Opportunity for Housing and TOD Development in Warm Springs/South Fremont Community and City Center Plans.***

The Warm Springs/South Fremont Community Plan and City Center Plan provide mechanisms and detailed guidance to implement this long-range vision. The Warm Springs/South Fremont Community Plan was adopted by City Council in July 2014. Zoning to implement the Plan will become effective in September 2014. The Plan provides an important opportunity for higher density housing during the planning period. The City Center Plan will be considered by the Planning Commission and City Council in fall 2014.

Time Frame:	Adoption in 2015
Objective(s):	<i>Warm Springs Community Plan Area:</i> Provides land use designations within TOD allowing minimum of 2,700 and up to 4,000 new residential dwelling units. <i>City Center Plan:</i> Will provide form-based regulations to facilitate residential densities of 50+ dwelling units/acre
Responsible Party:	Community Development Department, Planning Division
Funding:	Developer Permit Processing Fees

Goal 4: Ensure That All Persons Have Equal Access to Housing

In addition to development and preservation of housing, the City of Fremont is also committed to ensuring that all individuals and families have fair and equal access to housing. This goal includes programs and actions to assist special needs households, including seniors, disabled, and the homeless.

POLICY 4.01 Enforce regulatory measures to protect individual rights.

► ***Action 4.01-A: Continue Implementation and Administration of Residential Rent Increase Dispute Resolution Ordinance.***

The City of Fremont's Residential Rent Increase Dispute Resolution Ordinance (RRIDRO) became effective on August 21, 1997. This ordinance applies to all housing units (apartments, condominiums, and single-family homes) and provides rental residents and owners with steps that

they can undertake to resolve rent increase disputes. Through this program, the City provides conciliation and mediation services to landlords and tenants. The City will continue administration of the ordinance and consider revisions as necessary to make the ordinance as effective as possible in protecting both tenants and landlords.

Time Frame:	Ongoing
Objective:	Assist 100 percent of applicants
Responsible Party:	Human Services and Community Development Department, Housing Division
Funding:	CDBG and City Housing Funds

► ***Action 4.01-B: Continue Education on Fair Housing and Administration of Counseling Services.***

The City of Fremont contracts with Project Sentinel's Fremont Fair Housing and Landlord/Tenant Services (FFHS) to provide information/education to tenants and landlords regarding fair housing. FFHS also investigates housing discrimination complaints. In 2013, FFHS responded to over 2,300 landlord/tenant inquiries and distributed over 1,500 brochures and other information to residents.

Time Frame:	Ongoing
Responsible Party:	Human Services and Community Development Departments, Housing Division
Funding:	CDBG

► ***Action 4.01-C: Administration of Landlord/Tenant Counseling Services and Eviction Prevention Services.***

The City of Fremont also contracts with Project Sentinel’s Fremont Fair Housing and Landlord/Tenant Services to provide information to both landlords and tenants regarding their rights and responsibilities. Project Sentinel provides counseling services relating to: security deposits, repairs, right to entry, evictions, retaliations, and rent increases. In 2013, FFHS responded to nearly 2,400 landlord/tenant inquiries. The City will continue assistance with fair housing counseling services and discrimination complaint assistance.

Time Frame:	Ongoing
Objective:	Respond to all inquiries
Responsible Party:	Human Services and Community Development Departments, Housing Division
Funding:	CDBG

► ***Action 4.01-D: Implementation of “Reasonable Accommodations Ordinance.”***

Continue to implement the City’s “Reasonable Accommodations Ordinance” to comply with the federal Fair Housing Act. The ordinance was put in place to provide a process for making and acting upon requests for reasonable accommodation.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

► ***Action 4.01-E: Municipal Code Revision to Support Transitional, Supportive and Employee Housing.***

The Fremont Municipal Code, Section 18.25, defines both transitional and supportive housing, consistent with state law, as a residential use permitted in any zoning district where a residential use is permitted. Transitional and supportive housing are permitted outright in the R-3 and R-G multi-family zoning districts. However, in the R-1 and R-2 residential zoning districts, these uses are permitted but restricted to six or fewer individuals. The City is currently updating its Residential and Open Space Zoning Districts for consistency with the 2011 General Plan Update. As part of this process, the R-1 and R-2 zoning districts will be revised to permit these uses outright without any size restriction that would not otherwise apply to a residential use in the same district.

Similarly, employee housing is not explicitly permitted in residential zoning districts. As part of the Residential and Open Space Zoning District update process currently underway, the City will allow employee housing for six (6) or fewer in single-family residential zoning districts or districts that allow single-family residential uses. As part of the update, the City is repealing its agriculture zoning district as there are only four sites with this zoning. As part of this process, the City will revise the open space district to ensure that it will allow employee housing as an agricultural use since this zone will permit agriculture.

Time Frame:	By January 2015
Objective	<ul style="list-style-type: none"> - As part of Residential and Open Space Zoning District update, revise R-1 and R-2 zoning districts to explicitly permit Transitional and Supportive housing in all Single-family residential zones or zones that allow single-family residential uses; and - Allow employee housing as an agricultural use in the Open Space districts, where agriculture is permitted.
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

POLICY 4.02: Continue to support housing programs for special needs households such as seniors, disabled, homeless, and families in crisis.

► ***Action 4.02-A: Implement “Stay Housed” Self-Sufficiency Program.***

The Stay Housed program is designed to assist families to avoid eviction and prevent homelessness due to a financial crisis. The Program is offered through the Family Resource Center using CDBG funding. It provides time limited partial rental subsidies to eligible participants as they transition from financial instability to self-sufficiency.

Tenants receiving Stay Housed assistance will participate in the SparkPoint Program, which helps low-income individuals/families obtain economic success and build assets. Tenants will meet with a financial coach to work toward the goals of increasing income, decreasing debt, improving credit, and managing personal finances.

Time Frame:	Ongoing
Objective:	Assist 10 households/year
Responsible Party:	Human Services Department
Funding:	CDBG and City Housing Funds

► ***Action 4.02-B: Accessibility Improvements to Existing Housing.***

Using CDBG housing rehabilitation funds, continue to provide rehabilitation assistance to disabled residents who need accessibility improvements to their existing homes.

Time Frame:	Ongoing
Objective:	Assist 5 households annually
Responsible Party:	Human Services Department
Funding:	CDBG

► ***Action 4.02-C: Provide Shelter Services to Homeless in Need.***

The City provides support for the operation of Sunrise Village, the local homeless shelter. In 2014, the City also opened a Warming Center for the first time. The Center provided opportunity for homeless individuals and families to “get out of the cold and wet weather” and find refuge in a safe and welcoming environment. The City will resume Warming Center operation in the winter of 2015 as funding allows.

Time Frame:	Ongoing
Responsible Party:	Human Services Department
Funding:	HOME Funds

► ***Action 4.02-D: Continue Participation in and Support for Everyone Home Plan and Alameda County Impact Supportive Housing Program.***

The City currently participates in the Everyone Home Plan, a collaborative effort between Alameda County, community stakeholders and cities to implement a plan to end homelessness through a continuum of housing services and opportunities for homeless households, including emergency shelters, transitional housing and permanent affordable housing opportunities. EveryOne Home envisions a system of housing and services in Alameda County that, by 2020, ensures all extremely low-income residents have a safe, supportive, and permanent place to call home with services available to help them stay housed and improve the quality of their lives.

Alameda County Impact Supportive Housing Program is operated by Abode Services in collaboration with the City of Fremont, other local cities, and the County EveryOne Program. The program services homeless persons who have multiple barriers to housing and who are “frequent users” of public systems, with a focus on chronically homeless who have multiple interactions with law enforcement.

Time Frame:	Ongoing
Responsible Party:	Human Services Department
Funding:	HOME Funds and City Housing Funds

POLICY 4.03: Continue to support other housing assistance programs for qualifying households.

► ***Action 4.03-A: Housing Scholarship Program for Students.***

The City of Fremont operates a Housing Scholarship Program, which provides "rent scholarships" to income eligible applicants enrolled in vocational job-training programs. The goal of this program is to help students concentrate on completing their vocational training to ultimately achieve their career goals and to create a brighter future for their family.

Time Frame:	Ongoing
Objective:	Assist 20-25 students annually
Responsible Party:	Community Development Department, Housing Division
Funding:	HOME Funds and City Housing Funds

► ***Action 4.03-B: Below Market Rate (BMR) Program.***

The City’s Affordable Housing Ordinance provides as one option for market-rate developers that they include 15 percent affordable units in their projects. In cases where a developer chooses this option, the City works with the developer to identify income-qualified buyers and to guarantee the long-term affordability of the units.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Housing Division
Funding:	City Housing Funds

► ***Action 4.03-C: Mortgage Credit Certificate Program.***

The Mortgage Credit Certificate Program is run by Alameda County, however, the City of Fremont continues to assist in financing for this program. The program allocates mortgage credit certificates to first-time homebuyers.

Time Frame:	Ongoing
Objective:	Assist 5-10 households annually
Responsible Party:	Community Development Department, Housing Division
Funding:	City Housing Funds

Goal 5: Promote Regional Collaboration to Maintain and Expand the Range of Housing Alternatives in Fremont

The need to provide sufficient housing for all income levels and to focus future housing near transit nodes is a regional challenge that requires the efforts, expertise and resources of multiple government agencies, non-profit service providers, and the private sector. This goal is meant to emphasize the role the City can play in promoting dialogue and education around housing issues; the City’s intent to play a leadership role in focusing future housing near transit hubs; and the importance of regional cooperation and collaboration.

POLICY 5.01: Promote community dialogue and education on housing issues.

► ***Action 5.01-A: Affordable Housing Week.***

Continue to utilize Affordable Housing Week as an opportunity to publicize the need for and the benefits of affordable housing through City Council proclamations, press releases, and other appropriate mechanisms.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Housing Division
Funding:	General Fund (Staff Time) and City Housing Funds

► ***Action 5.01-B: Conduct Affordable Housing Presentations.***

Make presentations and/or train community groups to deliver presentations regarding affordable housing to the community at large. Periodically, the City provides affordable housing updates and presentations to neighborhood and community groups, service groups, city staff, and housing professionals. These presentations provide an opportunity to solicit input, train staff on housing issues and information, and also learn and train staff and other professionals on best practices and strategies for housing development. For example, housing staff recently participated in a panel discussion on housing issues at an American Planning Association (APA) conference. Housing staff also participates regionally in housing panels and discussions.

Time Frame:	1-2 presentations/trainings annually.
Objective(s)	Training/education on strategies for affordable housing
Responsible Party:	Community Development Department, Housing Division
Funding:	General Fund (Staff Time)

► ***Action 5.01-C: Crime Free Multi-Family Housing Program***

Encourage property owners and managers to participate in the Crime Free Multi-Family (CFMF) Housing Program to foster a safe, healthy, crime free community in rental housing. The program is includes three phases: management training and education, security assessment, and lastly a neighborhood meeting to promote community collaboration on safety issues. The City’s website can be used to provide links to program information from various city webpages. Internal staff

training on the concepts of the program can also be a valuable tool in promoting public participation.

As part of the training effort also collaborate with local law enforcement, property owners and managers, and other participants in the Program to review screening processes that may unfairly exclude potential applicants/tenants who have been rehabilitated, are living crime-free in the community, and are in need of affordable housing.

Time Frame:	Participate in CFMF trainings/certifications annually or as offered.
Responsible Party:	Police, Human Services and Community Development Departments, Housing and Planning Divisions
Funding:	General Fund (Staff Time)

POLICY 5.02: Collaborate with other organizations in Fremont and the Bay Area to address housing issues.

► ***Action 5.02-A: Support for Non-Profit Affordable Housing Providers.***

Recognize and support the efforts of non-profit affordable housing providers that are located in Fremont and the Bay Area. Encourage the participation of these providers in developing housing and meeting the affordable housing needs of Fremont households. Examples of support might include public recognition of affordable housing developers, early consultation on projects, or project funding.

Time Frame:	Ongoing
Objective:	Assist all applicants
Responsible Party:	Human Services and Community Development Department, Housing Division
Funding:	General Fund (Staff Time)

► ***Action 5.02-B: Inter-Jurisdictional and Regional Planning.***

Continue to coordinate with local jurisdictions, Alameda and Santa Clara Counties, Silicon Valley Agencies, and regional organizations, such as ABAG, to plan for residential development and affordable housing opportunities and seek funding opportunities for implementation, particularly in Fremont’s PDAs.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

► ***Action 5.02-C: Consultation with Housing Stakeholders.***

Consult with affordable housing developers, market-rate developers, housing advocates, real estate professionals, the business community, and other stakeholders on all proposed housing policy changes.

Time Frame:	Ongoing
Responsible Party:	Human Services and Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

POLICY 5.03: Work with regional, state, and national organizations to advocate for and influence legislation affecting the provision of affordable housing.

► ***Action 6.03-A: Monitor Legislation and Participate in Programs and Share Best Practices with Housing Organizations in the Bay Area to Influence Affordable Housing Priorities and Legislation.***

The City will proactively seek to collaborate with Bay Area housing organizations to share best practices and to participate in programs to influence priorities for affordable housing and legislation.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Housing Division
Funding:	General Fund (Staff Time)

► ***Action 5.03-B: Promote State and Regional Funding Initiatives that will Provide Additional Resources for Affordable Housing.***

There are efforts at the regional and state level to create additional resources for affordable housing. The City will monitor, evaluate, and support new funding initiatives such as investment of state Cap-and Trade program funds in affordable transit-oriented development, and energy efficiency investments in affordable housing.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Housing Division
Funding:	General Fund (Staff Time)

Goal 6: Ensure Availability of Supportive Services to Help People Stay Housed

Policy 5.02 focuses on housing assistance programs for special needs populations (elders, homeless, disabled). The City also assists/funds a variety of supportive services that can aid individuals and families to remain in their existing housing. Research shows that supportive services, such as finance management, counseling, or child care, are an efficient and effective means to keep people housed who may be faced with a financial crisis. While all of the support services provided by the City or by non-profits with City funding are not necessarily limited to low-income households, most of the consumers of these services are in fact extremely low, very low, or low income.

This goal is meant to highlight the City’s commitment to providing supportive services that help individuals and families stay housed.

POLICY 6.01: Continue to provide funding for needed supportive services in the community.

► ***Action 6.01-A: Funding for Non-Profit Social Service Providers.***

The City currently provides funding to local non-profit agencies that offer a variety of supportive services to the community, including homeless assistance, meal programs, domestic violence services, child care services, health services, adult day care, and case management. These services, such as In-Home Assessment and Care Coordination for seniors, paratransit, the Family Resource Center (FRD), and SparkPoint, enable households to stay housed.

Time Frame:	Ongoing
Responsible Party:	Human Services Department
Funding:	CDBG and City Housing Funds

► ***Action 6.01-B: Continue to Operate the Fremont Family Resource Center.***

The City partners with more than 25 government and non-profit organizations in the operation of the Fremont Family Resource Center (FRC), where families can access a variety of supportive services under one roof. FRC programs include housing information, youth and family services, case management, child care resources and referral, and family economic self-sufficiency programs.

Time Frame:	Ongoing
Responsible Party:	Human Services Department
Funding:	General Fund and Human Services Funds

► ***Action 6.01-C: Continue to Implement the Pathways to Positive Aging Project.***

The City of Fremont provides extensive support to elders, including paratransit and in-home health and case management services. As part of its Pathways to Positive Aging project, the City is partnering with numerous other service providers and community volunteers to enhance the service network and to increase community awareness. This work is funded through a combination of outside grants and local funds.

Time Frame:	Ongoing
Responsible Party:	Human Services Department
Funding:	Human Services Funds

POLICY 6.02: Encourage inclusion of supportive services in new affordable housing developments.

► ***Action 6.02-A: Encourage Location of Case Management and Other Supportive Services in Affordable Housing Developments and Housing for Seniors.***

Research shows that convenient, accessible supportive services are a key to keeping many families housed. Access to support services are also key to assisting older adults to age in place. Where it is feasible, the City will encourage on-site case management, senior services and other support services in affordable housing developments and housing for seniors, or to provide space which would allow services to be brought on site.

Time Frame:	Ongoing
Responsible Party:	Community Development and Human Services Departments
Funding:	Varies by Project

Goal 7 Address and Mitigate Constraints to Housing Challenges

POLICY 7.01 Remove constraints to housing development.

Chapter 5 describes a number of constraints to housing development in Fremont. Several actions intended to remove these constraints are listed below.

► ***Action 7.01-A: Review and Periodically Amend Zoning Ordinance and Other Planning Documents as Needed to Reduce Constraints to Affordable Housing Production.***

The City regularly reviews and amends its Zoning Ordinance for consistency with legislative changes and to implement General Plan policies and actions. As part of this process, the City also evaluates needed amendments to implement Housing Element policies and actions. In 2014, as part of routine review and update of the Zoning Ordinance, the City updated its definitions of transitional and supportive housing for consistency with recent changes to Housing Element law.

The City will continue to review adopted planning documents, such as Area Community Plans, Specific Plans, and residential Design Guidelines for consistency with legislative changes and to implement Housing Element policies and programs.

Time Frame:	Residential and Open Space Zoning District Update – end of 2015 Commercial and Industrial Zoning District Updates – end of 2015
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

► ***Action 7.01-B: Implement Modifications to Parking Requirements as Appropriate.***

Parking can be a potential constraint to housing development due to the associated costs. To allow flexibility, the City can consider reduced parking or tandem parking when analysis indicates that residents are likely to need less parking based on income-level and/or proximity to transit. The City has the ability to allow these parking reductions on a case-by-case basis through a Zoning Code

Modification Finding. Examples of approved affordable projects that have been afforded this flexibility based on the proposed use and also their proximity to transit include:

- Laguna Commons, a 64-unit, multi-family affordable, infill project. The project will provide 64 units affordable to very-low and extremely low-income households and was approved in the Spring of 2014 with an overall parking reduction based on the proposed tenancy of the building (single-family/low-income households).
- Central Commons, a 30-unit, multi-family affordable, infill project will also include a parking reduction based on proposed use/tenancy. These parking reductions helped facilitate the provision of 94 new affordable housing units.

The City will also continue to evaluate the appropriateness of unbundling parking. A parking system that “unbundles” parking from residences could provide for more efficient use of land for parking. In practice, however, there are a number of challenges with implementing an unbundled parking program. The City has allowed it to occur within the Downtown Community Plan Area and within TOD Overlay Zones and will continue to assess its appropriateness in specific areas such as TODs.

Time Frame:	Ongoing
Objective:	<ul style="list-style-type: none"> - Continue to evaluate appropriateness of unbundling parking in specific areas such as near TODs - Consider parking reductions on case by case basis through entitlement process based on need analysis.
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

► ***Action 7.01-C: Early Identification of Possible Project Issues.***

In most housing development projects, there are challenges that must be resolved prior to permit issuance. Examples can include impacts to on-site historic resources and preservation of such resources in conjunction with new infill development; environmental requirements such as storm-water retention, hazardous materials, or wildlife habitat; water supply; traffic circulation, etc. The sooner these issues can be identified and coordinated internally with staff, the sooner discussions can begin between the applicant and the appropriate agency to resolve them. The City’s process for early identification of project challenges includes a “Team-based” approach to project review, which allows the City to provide a coordinated and thorough response to the applicant regarding potential project issues. Once an residential entitlement application is received, staff from various departments/divisions, i.e. Fire, Traffic, Planning, Public Works/Engineering, Environmental Services, meet regularly to review plans and discuss design issues and solutions. Comments and plan revisions are coordinated through the Team lead, which is typically the Planner. Having one contact person or liaison reduces the confusion for the applicant and avoids conflicting information.

The City also has a Preliminary Review Procedure (PRP) application that allows an applicant to get early feedback on a proposed development, prior to formal application. This affords a developer

flexibility to determine the feasibility of a project prior to preparing detailed plans and paying the more extensive entitlement fees. The City finds that many developers take advantage of this process to get early feedback and to reduce review time and costs in the future.

Time Frame:	Ongoing
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

► ***Action 7.01-D: Continue to Coordinate Development Review with Outside Agencies.***

Outside agencies such as the Alameda County Water District, Union Sanitary District, Pacific Gas and Electric, and the Regional Water Quality Control Board have requirements that must be considered and incorporated into the development review process. While the City works closely with these agencies and others to try to streamline review, the development community continues to identify coordination as a constraint. Continue to work with outside agencies to establish standards, share information and provide coordinated information to the development community.

Time Frame:	Ongoing
Responsible Party:	Community Development and Public Works Departments
Funding:	General Fund (Staff Time)

► ***Action 7.01-E: Review Fee Structure.***

Periodically review the City’s impact fee structure to assure that fees are equitable and fair in relationship to the infrastructure needs identified in the updated General Plan and that fees are reflective of actual costs and remain consistent with the provisions of the Mitigation Fee Act. In particular, the City will analyze park dedication and development impact fees for ELI units where supportive services are also provided, and will analyze traffic impact fees based on income level, disability, and proximity to transit.

Time Frame:	Every five years
Responsible Party:	Community Development Department, Planning Division
Funding:	Impact Fee Revenues

► ***Action 7.01-F: Continue Assessing Process and Procedure Improvements for Efficiency.***

The Development Services Center now implements a “team-based” approach to development review to improve customer service and efficiency to housing developers. The City will continue to refine this process to improve and streamline the development review process.

The City is also in the process of assessing permit software vendors to implement a new electronic permitting system, which will increase the Community Development Department’s efficiency by providing an interface with the public, the ability to route development plans electronically, and the ability to track and monitor data quickly and easily.

Time Frame:	- Ongoing for Team-based approach; - By 2016 for software procurement.
--------------------	---

Objective(s):	- Continue Team-based approach to development review; - Finish permit software procurement process.
Responsible Party:	Community Development Department
Funding:	General Fund (Staff Time)

Goal 8: Maintain an Updated Housing Element that is Reviewed, Updated, and Effectively Implemented

POLICY 8.01 **Annually review progress towards achieving housing goals and actions.**

► ***Action 8.01-D: Annual Progress Report on Housing.***

Prepare an annual housing report for review by the City Council including information on progress made towards meeting new construction needs, affordable housing needs, effectiveness of existing programs and recommendations for improvement. Consult with non-profit providers, special need providers and other community resources in the preparation and evaluation of the report.

Time Frame:	Annually, ongoing
Responsible Party:	Community Development Department, Planning Division
Funding:	General Fund (Staff Time)

Summary of Quantified Objectives for Housing Programs: 2015 – 2023

<u>Income Level</u>	<u>Extremely Low</u>	<u>Very Low</u>	<u>Low</u>	<u>Moderate</u>	<u>Above Moderate</u>
<u>New Construction</u>					
3.03-B	<u>40-60</u>	<u>40-60</u>			
3.04-A			<u>200 - 300</u>	<u>200 - 300</u>	<u>2,295 – 3,400</u>
<u>Rehabilitation</u>					
1.05-C	<u>25- 50</u>	<u>25 - 50</u>			
4.02-B	<u>20</u>	<u>20</u>			
<u>Preservation</u>					
1.05-A		<u>17</u>	<u>114</u>		
1.05-D		<u>376</u>	<u>376</u>		
<u>Housing Assistance</u>					
1.01-A			<u>120</u>	<u>120</u>	
2.03-B			<u>75 – 100</u>	<u>75 - 100</u>	
4.02-A	<u>40</u>	<u>40</u>			
4.03-A	<u>80 – 100</u>	<u>80 – 100</u>			
4.03-C			<u>20 – 40</u>	<u>20 - 40</u>	
<u>Total</u>	<u>205 - 270</u>	<u>598 - 663</u>	<u>905 - 1,050</u>	<u>415 - 560</u>	<u>2,295 – 3,400</u>

Chapter 3: Accomplishments under 2009 – 2014 Housing Element

Chapter 3, which is an evaluation of the accomplishments of the previous Housing Element as well as an analysis of successes and challenges, is not subject to Streamline Review. As such, this chapter has been entirely revised.

The City's previous Housing Element was adopted by the City Council on July 14, 2009, and certified by HCD in October 2009. Consistent with the provisions of Housing Element law, section 65588(a), this Chapter evaluates the progress the City has made towards accomplishing the goals, policies, and programs outlined in the 2009 – 2014 certified Housing Element. Section 65588(a) of the California Government Code specifically requires each jurisdiction to periodically review its housing element and evaluate:

- The appropriateness of the housing goals, objectives and policies in contributing to the attainment of the state housing goal;
- The effectiveness of the (prior) housing element in the attainment of the community's housing goals and objectives; and
- The progress of the City in implementation of the housing element.

The City's 2009 - 2014 Housing Element identified the following goals:

GOAL 1: Preserve and enhance existing homes and neighborhoods

GOAL 2: Ensure availability of high quality, well-designed and environmentally sustainable new housing of all types throughout the City.

GOAL 3: Encourage the development of affordable and market rate housing in order to meet the City's assigned share of the Regional Housing Need

GOAL 4: Preserve existing supply of more affordable housing options

GOAL 5: Ensure that all persons have equal access to housing

GOAL 6: Continue to play a leadership role and work collaboratively with other organizations

GOAL 7: Ensure availability of supportive services to help people stay housed

For each of the above goals, the Element contains a series of policies and implementation programs. In total, the Element includes 17 policies and 61 implementation programs. The following summary describes progress and major accomplishments over the last four years implementing 2009 – 2014 Housing Element programs and actions.

3.1 Progress in Implementation

3.1.1 General Plan Update, 2011

A significant, successful accomplishment of the City during the 2009-2014 Housing Element timeframe has been a comprehensive update of the City’s General Plan from 2007 to 2011. The update implemented multiple Housing Element policies and programs including updating the Land Use Element of the General Plan consistent with regional planning efforts to intensify residential uses and accommodate future housing near transit hubs (*Program 6.03-A*), to redesignate land for higher intensity housing construction (*Program 3.02-C*), and to encourage a mix of affordable and market-rate housing near transit (*Program 3.03-D*).

During 2007 and 2008, the City conducted extensive public outreach for the General Plan Update process that included several neighborhood forums with affordable housing as a predominant topic of discussion. The City also provided public workshops as a venue for the discussion of affordable housing. These forums and workshops laid the foundation for developing housing goals and policies in the 2009 Housing Element as well as the direction for goals for new housing development in the 2011 General Plan. At these workshops and forums, a predominant theme or response to the need for new affordable housing was to increase densities around transit nodes, as opposed to more uniform intensification citywide or conversion of industrial land. The new General Plan, adopted in 2011, reflects this proposed direction for new, higher density housing development.

The 2011 General Plan places great emphasis on sustainable, smart growth practices that focus new development, particularly new denser housing, within the City’s Priority Development Areas—Centerville, City Center/Downtown, Irvington, and Warm Springs/South Fremont—where transit opportunities such as BART and the ACE train are planned or already exist. With an emphasis on infill development and higher density housing near transit, the General Plan envisions Fremont serving as a model of how an auto-oriented suburb “*can evolve into a sustainable, strategically urban, modern city.*”

The General Plan also reflects the Community’s desire to preserve and enhance the City’s existing fabric of development and the community character of residential neighborhoods and town centers within the distinct, identifiable Community Plan Areas of Niles, Mission San Jose, Centerville, Irvington, and Warm Springs.

Public outreach conducted for the 2015 Housing Element reinforces these new General Plan goals and policies, as well as the predominant housing themes outlined during the previous Housing Element update. Input received during the 2015 Housing Element update process still reflects the desire of the community to create affordable, denser housing near services and transit. Many of the goals and policies of the 2009 Housing Element that reflect this direction are still relevant and applicable for the upcoming 2015 – 2022 Housing Element timeframe.

3.1.2 Ongoing programs to facilitate affordable and market-rate housing development

The City continues to implement and update, as needed, zoning ordinances, regulations and standards, and procedures that will allow a variety of housing types at various affordability levels to meet the needs of the community.

Manufactured Housing

The City continues to allow manufactured housing, which tends to be more affordable, in single-family residential (R-1) zoning districts (*Program 3.03-C*). This Ordinance had been amended in 2008 to clarify the development requirements of this housing type.

Secondary Dwelling Units

The City's Secondary Dwelling Unit Ordinance permits this type of housing in single-family residential, two-family residential, and residential Planned Development Districts. To further facilitate development of these units and consistent with state regulation, secondary dwelling units that meet the provisions of the Ordinance are reviewed by staff (*Program 3.03-A*).

Reasonable Accommodation

The City continues to comply with the federal Fair Housing Act by providing reasonable accommodation in the application of its zoning regulations for persons with disabilities seeking fair access to housing. (*Program 5.01-D*). The City does not charge a fee to process reasonable accommodation requests.

Team-Based Development Review

As part of the Team-based approach to development review of residential development projects, the City is able to identify and discuss with applicants potential site/project issues and possible solutions early in the review process. The Team-based approach also facilitates notification to and involvement early on of government agencies, special district and private utilities such as the Water District, PG&E, CalTrans, Union Sanitary District, and Regional Water Quality Control Board, etc. in the entitlement process (*Programs 3.04-C and 3.04-D*).

Residential Land Inventory

The City continues to maintain its Residential Land Inventory and tracks development of residential property through its Development Activity Report and Map, which is updated three times annually (*Program 3.02-A*). Both the map and table of Development Activity are available on the City's website for accessibility (*Program 3.02-A*). As a tool for residential housing developers, the City provides and regularly updates informational materials concerning code requirements, incentives, and contacts on its website (*Program 3.02-B*).

3.1.3 Redevelopment Funding

In 2012, as a result of Assembly Bill X1 26, the City's Redevelopment Agency was dissolved along with all Redevelopment Agencies in the State. The dissolution of the Redevelopment Agency impacted further implementation and progress on several 2009 – 2014 Housing Element programs, which relied on 20 percent set-aside from Redevelopment tax increment funds. In particular the following programs were eliminated or curtailed due to lack of funding:

Program 1.01-A: Neighborhood Improvement Program

Program 5.02-A: Home Equity Conversion Program for Seniors

Program 5.03-A: Rental Assistance Program

Program 5.03-B: First Time Homebuyers Program

Program 6.01-B: Affordable Housing Presentations

In order to maintain the HUD mandated Fair Housing and Landlord/Tenant Program, which was partially funded by Redevelopment Agency (RDA) funds, it was necessary for the City to terminate the Neighborhood Improvement Program, Home Equity Conversion, Rental Assistance, and First Time Home Buyer Programs. The City continues to maximize existing resources to support affordable housing and search for additional funding opportunities for housing programs and projects. The City (as the successor agency to the former Redevelopment Agency) will utilize revenues from former RDA housing assets such as loan repayments to support affordable housing, consistent with Senate Bill 341. The City Council has also budgeted approximately \$1 million of General Fund dollars towards affordable housing in Fiscal Years 2013/2014 and 2014/2015. These various sources will allow Fremont to continue supporting new affordable housing development and program, although at a slower pace than was possible with the Redevelopment Agency.

3.1.4 Major Accomplishments by Housing Element Goal

GOAL 1: Preserve and enhance existing homes and neighborhoods.

- ***Neighborhood improvement efforts (Program 1.01-A).***

During 2010 and 2011, 24 affordable single-family homes were rehabilitated through the City's Neighborhood Improvement Program, and 42 minor home repairs were completed. In 2012, with the dissolution of all Redevelopment Agencies in California, funding for the Neighborhood Improvement Program was no longer available. In 2013, the City utilized CDBG funding to continue support to this program, and issued two housing rehabilitation loans and 23 minor home repair grants that year.

- ***Training for apartment owners and managers (Program 1.01-B).***

Periodic training for multi-family rental property owners and property managers regarding project maintenance serves to enhance existing neighborhoods and also reduce complaints and code enforcement efforts. From 2010 to 2014, the City in collaboration with interested stakeholders has conducted workshops annually, training more than 100 owners and managers regarding project maintenance.

- ***Implementation of Capital Improvement Projects (Program 1.02B).***

In addition to construction, maintenance, and improvement of public buildings, public parks, and transportation infrastructure, the City's Capital Improvement Program identifies and schedules maintenance and improvement of residential streets, and sidewalks. Prior to the dissolution of Redevelopment Agencies in California, tax increment funds were also used for maintenance and public improvements in former Redevelopment Areas. In 2013, the City completed 36 capital projects.

- ***Ongoing private initiatives to improve neighborhoods (Program 1.03-A).***

The Housing Division of Community Development maintains regular contact with business and neighborhood associations to review maintenance and development concerns and assist with public/private initiatives to improvement neighborhood conditions. City employees meet routinely with the Fremont Chamber of Commerce, property owner groups, and business associations in the Mission San Jose, Irvington, Centerville, and Niles Community Plan Areas.

- ***Community Engagement Efforts (Program 1.03-B).***

The City conducts National Night Out each year, part of a national effort to promote neighborhood involvement in crime prevention activities, police-community partnerships, neighborhood camaraderie and to send a message to criminals letting them know that neighborhoods are organized and fighting back. At each annual National Night Out, from 100 to 150 neighborhood parties are hosted and City employees volunteer their time to visit and talk with residents around the community. The Community Engagement Unit of the Police Department also sponsors the Neighborhood Crime Watch Programs across the City. In 2013, there were 523 active crime watch groups in Fremont, an increase of 63 groups since 2010.

The Fire Department and Community Emergency Response Team (CERT) volunteers also continue to provide disaster response training to neighborhoods or community based teams throughout the year. The Police and Fire Departments also participate in the Crime Free Multi-Housing (CFMH) Program, a partnership between the City, local property owners/managers and residents to foster safe, healthy, crime-free communities in rental housing. In 2013, the City is working in partnership with over 45 apartment communities and has 12 fully certified communities.

GOAL 2: High quality and well-designed new housing of all types throughout the City

- ***Adopted New Multi-Family Design Guidelines, 2013 (Program 2.01A).***

The adopted Multi-Family Design Guidelines provide guidance to developers of multi-family development. The guidelines will ensure high quality design while also reducing delays and uncertainty for developers by clearly describing the City’s design criteria in multi-family projects. Prior to adopting the guidelines, the City held a Development Design Tour of multi-family housing in 2012. A work session was also held with the Planning Commission and City Council in 2012.

- ***Adopted new “Design Review” permitting standards, 2014 (Program 2.01-B).***

In 2014, the Planning Division instituted a new streamlined Design Review process for new construction that provides clear guidance on level of review (i.e. ministerial staff level or discretionary review by planning commission) and clear direction on applicable rules and regulations.

- ***Adopted California Green Building Code, 2011; and California Building Standards Code, 2014 (Program 2.01-C).***

The City is committed to Green Building techniques to ensure energy conservation, utility cost savings, the health of building occupants, and a reduced environmental impact. The City's updated General Plan adopted in 2011 calls for the City to adopt a Green Building Code and to continually look for opportunities to make new construction and existing buildings as environmentally-friendly as possible. The City began implementation of the California Green Building Code effective in 2011. The Green Building Code included a requirement that residential projects meet Tier 1 standards or the equivalent of achieving 50 points on the Build-It-Green checklist.

In early 2014, the City adopted the California Building Standards Code, which includes both green building and energy conservation requirements.

- ***Adopted "Model Universal Design Ordinance, 2011 (Program 2.01-D)***

To implement Program 2.01-D of the Housing Element, the City initiated a study to develop a local ordinance in 2009. The adopted ordinance (effective May 2011) is substantially the same as the State's "Model Universal Design Local Ordinance." To implement the Ordinance, the City has established a workflow whereby the Planning Division notifies applicants of the Universal Design Ordinance requirements during the entitlement review process, and the Building Division verifies compliance during plan review and inspection.

- ***Adopted Downtown Community Plan and Design Guidelines, 2012 (Program 2.01-E).***

In 2012, the City Council adopted the Downtown Community Plan and Design Guidelines, which includes narrower street sections.

As part of the City's development and review of the new Multi-family Design Guidelines (adopted in 2013), staff also evaluated the City's Private Vehicle Accessway Policy (PVAW) and the City Council adopted updates that specified minimum dimensions and authority to approve deviations.

- ***Adopted Complete Streets Policy, 2011 (Program 2.01-E).***

With adoption of the updated General Plan in 2011, the City also adopted a "Complete Streets" policy as part of the Mobility Element. The policy commits the City to designing streets for multiple users to improve safety, create a stronger sense of place, and make streets more accessible for persons with disabilities. Implementation measures include maintaining and modifying as needed design standards for streets that recognize the character of adjacent uses, and advance the General Plan vision of a less auto-centric, more walkable city.

- ***Energy Efficiency (Program 2.01G).***

During the course of the Housing Element timeframe, the City has developed energy efficiency programs for residential homes and has utilized Federal Energy Stimulus Funds

to implement projects related to these programs. In 2011, the City awarded Eden Housing \$82,225 for efficiency upgrades at Redwood Lodge, an affordable housing development. Also in 2011, the City provided funding to Rising Sun Energy Center, an organization that trains local youth to conduct “green house calls” or energy audits in Fremont homes, where they provide information and free efficiency upgrades to residents. Since funding, energy audits have been conducted in more than 200 Fremont homes.

The City has also provided Federal Energy Stimulus funds to the Alameda County Waste Management Authority for the Energy Upgrade Alameda County Program, which provides technical and financial assistance to multi-family property owners who are pursuing energy efficiency upgrades.

In 2012, the City adopted a Climate Action Plan, which prescribes the City’s target for reducing greenhouse gas emissions and also outlines strategies to help achieve the reductions.

GOAL 3: Encourage the development of affordable and market rate housing in order to meet the City’s assigned share of the Regional Housing Need

- ***Modifications to Affordable Housing Ordinance (Program 3.01-B).***

During the timeframe of the Housing Element, the City has modified the Affordable Housing Ordinance to provide flexibility to housing developers. In 2010/2011, the City modified the Ordinance to allow developers the option to build affordable units on-site or to pay the City an in-lieu fee towards affordable housing.

From 2010 through 2013, the City has acquired affordable housing units through various residential projects. In 2012/2013, the City added seven condominium units to its low-income category through Persimmon Park. In 2013, two affordable condominium units were acquired through the Durham Road Affordable Housing Plan. The City further added two condominium units to its very low income category through the Durham Road Affordable Housing Plan. The City has also invested housing in-lieu fees towards the development of affordable housing.

The City is currently underway with a housing Nexus Study to determine the financial feasibility of requiring 20 percent of residential projects as affordable.

- ***Funding for housing affordable to Extremely Low Income (ELI) households (Program 3.01-C).***

This program originally called for the City’s Redevelopment Agency to conduct an analysis to develop a policy that would target a specific percentage of affordable housing funds to be used to meet the housing needs of this income segment of Fremont’s population. At the time the Agency Board considered the analysis, this income category made up approximately 23 percent of the City’s RHNA.

Although the Redevelopment Agency was dissolved in 2012, the City has continued to work towards preserving and creating Extremely Low Income (ELI) units consistent with

the target percentage outlined by the Agency. In 2013, State legislation further solidified the City’s framework for ELI funding by requiring that 30 percent of all revenues coming back to the Successor Agency from housing assets be used to fund ELI housing.

- ***Maximize existing funding sources (Program 3.01-D).***

The City continues to utilize CDBG and HOME funds to support affordable housing. In 2010, CDBG and HOME funds contributed towards the development of *Cottonwood Place Senior Apartments*, which provides housing for extremely low-income seniors. In 2011, both HOME and CDBG grants contributed towards funding of *Main Street Village*, a 64-unit supportive, rental housing development. In 2012, Main Street Village was fully occupied by very low- and low-income households. In 2012, CDBG funds also assisted *Habitat for Humanity* to purchase land in the Centerville District for future development of affordable for-sale homes.

In 2013, the City also programmed approximately \$1 million of General Fund dollars for affordable housing. Over the last five years, the City has also utilized Federal Stimulus Funds (\$1.17 million) to provide financial assistance and services to prevent homelessness and to help those that are homeless to be quickly rehoused and stabilized. So far, this program has served 576 households in the City.

Consistent with revisions to the Affordable Housing Ordinance, some developers have chosen to fulfill their affordable housing obligations by paying an in-lieu fee rather than providing on-site units. When combined with other developer-secured funding sources such as Low Income Housing Tax Credits, these various sources will allow Fremont to continue to support new affordable housing development, albeit at a slower pace than was possible when the City’s Redevelopment Agency existed.

- ***Deferral of Impact Fees (Program 3.01-E).***

As part of Fremont’s Economic Stimulus Program to encourage development during the economic downturn, the City instituted an across-the-board impact fee reduction of 25 percent for projects in the Central Business District (CBD), 50 percent in the Downtown District, and 10 percent for projects in all other areas of the City. In 2010, the City also added the ability to defer affordable housing in-lieu and impact fees as well. The fee reduction ended in December 2013. Applicants can defer all City impact fees for 18 months or until final inspection, whichever comes first. Over the last three years, nine projects have requested impact fee deferrals for a total of 353 dwelling units. Over the last three years a total of approximately \$9.41 million in fees have been deferred.

- ***Redesignation of land for higher density housing (Program 3.02-C); and encouraging mix of housing near transit (Program 3.03-C).***

In 2011, with adoption of the updated General Plan, the City redesignated land in the Downtown and in areas near transit to a new “Urban Residential” designation, which allows a residential density ranging from 30-70 dwelling units per acre.

The General Plan also created a Transit Oriented Development (TOD) Overlay Designation, which applies to areas generally within ½ mile radius of transit, specifically, the

Fremont BART station, and future BART stations in Irvington and Warm Springs, and the ACE/Amtrak Station in Centerville. The Overlay only applies to property with an underlying designation in one of the seven commercial or industrial categories, or the Urban Residential category (30-70 du/acre). To implement this General Plan designation, the City also subsequently adopted in 2012 a new TOD Overlay Zoning District, which affords an increase in development intensity and density for individual parcels with this zoning overlay.

Several commercial designations were also updated in the General Plan to allow residential/commercial mixed use. The City Center and Downtown District within the City Center, permit residential uses.

The General Plan also includes a Mixed Use designation, which allows mixed commercial and residential projects, and applies to areas beyond the ½-mile radius of the BART and ACE stations. The City is currently underway with a zoning amendment, which will create a new Mixed Use Zoning District.

The 2011 General Plan designated the area surrounding the proposed Warm Springs/South Fremont BART station as a “*Special Study Area*.” This designation requires additional analysis to allow land use changes. In 2012, the City conducted additional analysis for this area resulting in a draft Warm Springs/South Fremont Community Plan and Environmental Impact Report in 2014. The Plan provides for higher-intensity housing within ½-mile radius of the proposed Warm Springs/South Fremont BART station with up to 4,000 new residential dwelling units and between 10,000 to 20,000 new jobs.

- ***Development of affordable larger, family-size units (Program 3.03-B).***

The City has seen development of larger size units to accommodate families in both affordable rental and ownership housing. As of 2013, approximately 10 existing residential rental projects provided affordable dwelling units with 3 and 4 bedrooms to serve larger households; and nine existing and new residential ownership projects provided affordable units with 3 and 4 bedrooms serving larger households.

- ***Alternative housing concepts***

The City has provided support to facilitate development of several affordable housing developments that have integrated supportive services as a means of helping individuals achieve self-sufficiency. The City partnered and assisted two non-profit developers to develop Laguna Commons, a 64-unit rental development that will be affordable to extremely low, very low and low-income households and also will integrate supportive services within the development.

GOAL 4: Preserve existing supply of affordable housing options.

- ***Century Village Apartments, 2013*** - The City, as successor to the Fremont Redevelopment Agency, worked with Mid-Peninsula Housing in 2012 to restructure their debt and obtain new tax credit financing to allow for a major rehabilitation of the

Century Village Apartments. As a result, Mid-Peninsula Housing agreed to make the entire complex affordable, a net increase of 24 affordable units over the previously-required 75 affordable units. Rehabilitation was completed in 2013 and all tenants are now residing in rent-restricted, renovated units.

GOAL 5: Ensure that all persons have equal access to housing

- ***Fair Housing*** - Over 100 fair housing cases have been investigated since 2010. Over the last four years, the City has distributed brochures and other information to nearly 8,000 residents teaching them about fair housing and tenant rights.

GOAL 6: Continue to play a leadership role and work collaboratively with other organizations

- ***Consultation with Housing Stakeholders (Program 6.02-C)*** – The City Council responded to stakeholder input to utilize new general fund dollars accruing to the City as a result of the dissolution of Redevelopment towards affordable housing. The City Council allocated approximately \$1 million to affordable housing beginning in FY2013/14 and continuing for FY 2014/15.
- ***Update Land Use Element of General Plan (Program 6.03-A)*** - The City adopted a new General Plan in 2011, that established a new Urban Residential designation near transit hubs with densities ranging from 30-70 dwelling units per acre. The Land Use Element also established a Transit Oriented Development (TOD) Overlay designation within ½-mile radius of transit stations.

GOAL 7: Ensure availability of supportive services to help people stay housed

- ***Funding for Non-profit Social Service Providers*** – The City continues to provide grants to a total of 20 non-profit agencies which operate a total of 25 programs to provide a wide array of social services including shelter services, basic need services, domestic violence intervention, health services, family counseling, and senior services.

3.2 Summary

As described above, the City has completed many actions to meet its housing goals and needs over the review period. While the City completed many programs and actions laid out in its previous Housing Element, due to the downturn in the economy, residential housing production decreased during the previous Housing Element cycle. As shown in Table 3-1, The City produce on average approximately 300 units per year between 2007 and 2010. Since 2010, the average has increased to reflect a rebounding economy. With less residential production in general, the production of affordable housing also diminished. About 55 percent of the units assigned to Fremont were constructed, but less than 20 percent of the total allocation of affordable units were constructed.

Table 3-1: Progress in Housing Production 2009 - 2014

	2007 – 2014 RHNA	2007	2008	2009	2010	2011	2012	2013	Total
Very Low Income	1,348				160		38		198
Low Income	887					15	29	10	54
Moderate Income	876	71	42	36	9	37	16	29	240
Above Moderate Income	1,269	318	237	260	138	453	153	365	1,924
TOTAL	4,380	389	279	296	307	505	236	404	2,416

The City has successfully completed 11 of the 60 programs outlined in the previous Housing Element. Forty-four programs are ongoing. Five programs that relied on Redevelopment Agency set-aside funds were terminated. Many of the programs have been successful and ongoing and, therefore, are being carried forward in the new Housing Element cycle. These include programs to facilitate a variety of housing types including development of Secondary Dwelling Units, encouraging affordable family sized units, allowing manufactured housing, and facilitating alternative housing concepts such as including supportive services in new development. New goals, policies and programs have been added which reflect community input as well as information and identified needs and constraints as outlined in Chapters 4, 5 and 6.

The following table also summarizes Fremont’s accomplishments during the last Housing Element cycle specifically by Action.

Table 3-2: Progress in Implementing Program Actions 2009 - 2014

Program/Action	Objective	Timeframe	Accomplishments	Effectiveness / Appropriateness
1.01-A Neighborhood Home Improvement Program	5 to 8 housing rehabilitation loans. 20-40 minor home repair grants.	Ongoing	<ul style="list-style-type: none"> - Fremont Redevelopment Agency was dissolved on February 1, 2012. Tax increment funds no longer available. - In 2013, the City issued two housing rehabilitation loans and 23 minor home repair grants using CDBG funds 	<ul style="list-style-type: none"> - The program has accomplished goal to preserve and maintain affordable units; - Program is successful and has been continued in 2015 cycle despite loss of Redevelopment funding ; - City has programmed CDBG funds to continue program
1.01-B Training for Apartment Owners and Property Managers	80-90 managers trained annually	Ongoing	<ul style="list-style-type: none"> - Workshop held on November 19, 2013 	<ul style="list-style-type: none"> - Successful in providing training and education to property managers and reducing complaints and code enforcement efforts; - Program has been continued.
1.02-A: Redevelopment Area Capital Improvements	Use tax increment funds for repair of substandard neighborhood improvements.	No longer applicable	<ul style="list-style-type: none"> - Fremont Redevelopment Agency was dissolved on February 1, 2012. Tax increment funds no longer available. 	<ul style="list-style-type: none"> - Program has been discontinued due to lack of Redevelopment funding.
1.02-B: Citywide Capital Improvements	Identify/schedule in CIP periodic maintenance and improvement of residential facilities such as streets, sidewalks, etc.	Ongoing	<ul style="list-style-type: none"> - In CY 2013, the City completed 36 capital projects and closed out available funds for reprogramming in future CIPs. The 2nd year of CIP funding will be appropriated on July 1, 2014. 	<ul style="list-style-type: none"> - City's CIP program is successful in allocating resources to neighborhood improvements; - CIP program will continue to be used in 2015 cycle to accomplish goal of neighborhood improvement.
1.03-A: Liaison with Business and Neighborhood Associations	Maintain regular contact with businesses and neighborhood associations to improve conditions.	Ongoing	<ul style="list-style-type: none"> - Meet routinely with Fremont Chamber of Commerce, and Business Associations in Mission San Jose, Irvington, Centerville and Niles. 	<ul style="list-style-type: none"> - Program is well-received and increases communication and community engagement; - Continued to 2015 cycle
1.03-B: Community Engagement	Work with neighborhood groups through programs such as National Night Out, Neighborhood Crime Watch and	Ongoing	<ul style="list-style-type: none"> - National Night Out 2013 held 150 neighborhood parties and City employees volunteered their time. - In 2013, there were 523 active crime 	<ul style="list-style-type: none"> - Programs to engage community have been very successful and well attended/active involvement; - Program continued in 2015 cycle

2015 – 2023 Housing Element

	the Community Emergency Response Teams programs to build capacity for neighborhood problem solving which often results in improved levels of maintenance of homes and better security throughout the neighborhoods.		<ul style="list-style-type: none"> - watch groups in Fremont. - Fire Department and CERT volunteers provide disaster response training to neighborhoods or community based teams throughout the year. - Police and Fire Departments participate in the Crime Free Multi-Housing (CFMH) program, providing a partnership between the City, local property owners/managers, and residents to foster safe, healthy, crime free communities in rental housing. Fremont currently works in partnership with over 45 apartment communities and has 12 fully certified communities. 	
2.01-A: Multifamily Design Guidelines	Adopt new Multifamily Design Guidelines that provide detailed guidance to developers of multifamily projects.	Complete	<ul style="list-style-type: none"> - Approved in fall 2013. 	<ul style="list-style-type: none"> - Program accomplished and is now being successfully implemented; - No need to continue to 2015 cycle.
2.01-B: Site Plan and Architectural Review	Continue to use the City's site plan and architectural review process to assure high quality and consistency with scale and character of the community and to offer developers guidance early in the development process.	Ongoing	<ul style="list-style-type: none"> - City revised process to streamline Design Review in 2014. - City continues to implement Design Review, providing direction early in the review process for development projects requiring this review. 	<ul style="list-style-type: none"> - This program/process has been modified and streamlined; - New process is successful and program has been continued in 2015 cycle as a means of ensuring high quality residential development.
2.01-C: Green Buildings	Where City has discretionary approval authority, ensure that new residential construction achieves adopted green building standards.	Ongoing	<ul style="list-style-type: none"> - 2011, City began implementation of the California Green Building Code including a requirement that residential projects meet Tier 1 standards or the equivalent. - 2013, City Council adopted the 2013 	<ul style="list-style-type: none"> - Program has been adopted and is successful in promoting energy efficiency; - Program has been continued in Housing Element as ongoing means of achieving sustainability and energy conservation.

2015 – 2023 Housing Element

			California Building Standards Code, which includes green building and energy conservation requirements.	
2.01-D: Evaluate Universal Design	The City will evaluate the feasibility of a Universal Design Ordinance that provides for greater adaptability and accessibility of housing.	Complete	- Adopted the ordinance on April 5, 2011.	- Program has been successfully implemented; - Program has been continued in 2015 cycle as ongoing implementation to improve livability of units through various lifecycles.
2.01-E: Explore Alternatives to Minimize Need for Wider Streets	Continue to work with utility providers and developers to minimize the need for wider streets.	Complete	- Adopted the Downtown Community Plan and Design Guidelines in 2012, which includes more narrow street sections. As part of Multi-family Design Guidelines (MFDG) Private Vehicle Access way Policy (PVAW) was reviewed.	- The City has effectively incorporated alternatives to wide right-of-ways designs in recently adopted planning documents and continues to explore alternatives through team-based entitlement process. - This program has been continued in 2015 Element as Action 2.02-A
2.01-F: Utility Trench Backfill	Continue to evaluate alternatives that would save money and added truck trips by re-using excavated soils for backfill.	Ongoing	- City permits the use of recycled trench backfill that conforms to specifications. - City evaluates proposals for new developments as related to utility trench backfill.	- Program has been implemented and is being adhered to; - Program has not been continued as program is established procedure/practice now.
2.01-G: Solar Panel Incentive Program	Redevelopment Agency will evaluate establishing a solar panel incentive program for affordable multifamily projects.	Complete	- 2013, the City continued its participation in the California Youth Energy Services program, which trains local youth to conduct energy and water audits of local residences at no charge to residents. - 200+ homes audited as part of the program. - City also became a participant in the Department of Energy's American Solar Transformation Initiative (ASTI) helping cities adopt best	- This program has been successful in that it has spawned other opportunities for energy efficiency; - The program has been continued in the 2015 Element, but broadened to incorporate energy efficiency beyond just solar

2015 – 2023 Housing Element

			practices for solar and streamlining permitting.	
3.01-A: Mid-Term Review of Redevelopment Agency’s Implementation Plan	Redevelopment Agency is required by law to conduct a mid-term review of Plan.	No longer applicable	- Fremont Redevelopment Agency was dissolved on February 1, 2012. Mid-Term Reviews are no longer completed.	- Program discontinued due to dissolution of Redevelopment Agency
3.01-B: Affordable Housing Ordinance (formerly Inclusionary Housing Ordinance)		Complete (Adopted 2010)	<ul style="list-style-type: none"> - 2010 /2011, City adopted amendments to the Affordable Housing Ordinance to provide flexibility to developers either build units on site or fulfilling their obligation by paying the City an in-lieu fee or other alternatives. Market rate rental housing is required to pay an impact fee. Affordable housing is exempt from fees. - 2010, In-lieu and impact fee increased to \$19.55 per square foot for new market rate medium and high-density housing and \$20.25 per square foot for low density housing. - 2012/2013, seven properties added to low-income inventory through an alternative affordable housing plan for Persimmon Park. Added six two-bedroom and one three-bedroom units to the below market rate program. - 2013, the Durham Road AHP resulted in two three bedroom units added to the below market rate program. - 2012/2013, the City added two very low income category and seven low income category ownership homes to 	<ul style="list-style-type: none"> - Program is successful and ongoing. Updates in 2010 accomplished; - Program continued in 2015 Element to include additional Ordinance update and preparation of Nexus Study; - Implementation of Affordable Housing Ordinance continues to be effective in bringing in securing affordable housing and also funding to achieve affordable housing.

2015 – 2023 Housing Element

			its affordable housing stock.	
<p>3.01-C: Develop a Target Percentage of Affordable Housing Funds to Support Extremely-Low Income (ELI) Households.</p>	<p>RDA will conduct an in-depth analysis of ELI households housing needs and develop a local policy target percentage of affordable housing funds to meet the housing needs of this segment of Fremont’s population.</p>	<p>Spring 2010 Complete</p>	<ul style="list-style-type: none"> - Agency Board held two work sessions, one in 2010, to consider issue. Board directed staff to strive to build 23 percent of new units to be affordable to ELI households. - With dissolution of RDA, City continues to work to preserve and create ELI units per previous Board direction. - 2013, State legislation (SB 341) requires that 30 percent of all revenues to Housing Successor agencies from Housing Assets be spent on ELI housing, further solidifying the framework for ELI funding. 	<ul style="list-style-type: none"> - Program could not be implemented due to dissolution of Redevelopment Agency; - Intent/purpose of program, to meet need for extremely low –income housing is still valid, therefore Program has modified but largely continued in 2015 Element.
<p>3.01-D: Maximize Existing Funding Resources</p>	<p>Ensure that the City is utilizing the full amount of CDBG and HOME funds available. Continue to provide support to developers seeking additional funding resources such as Low Income Housing Tax Credits, Mortgage Revenue Bonds, Affordable Housing Program funds, etc.</p>	<p>Ongoing</p>	<ul style="list-style-type: none"> - The City has and will continue to utilize CDBG and HOME funds to support affordable housing. - City (as the Housing Successor to the former Redevelopment Agency) will utilize revenues from former RDA housing assets such as loan repayments to support affordable housing, consistent with SB 341. - The City Council also budgeted \$1 million of general fund dollars for affordable housing in FY 2013-14. - Residential developers have chosen to fulfill affordable housing obligations under the City's Affordable Housing Ordinance by paying an in-lieu fee rather than 	<ul style="list-style-type: none"> - There continues to be need to utilize and maximum funding resources; - Goal of this program is being achieved, therefore program has been continued in 2015 Housing Element.

2015 – 2023 Housing Element

			providing on-site units.	
3.01-E: Impact Fee Deferrals	Continue to offer deferred payment of impact fees as an option for affordable housing projects.	Ongoing	<ul style="list-style-type: none"> - Applicants can defer all City impact fees for 18 months or until final inspection, whichever comes first. - In 2013, three projects requested impact fee deferrals for a total of 194 dwelling. Total of \$5.28M in fees were deferred. 	<ul style="list-style-type: none"> - This Program is ongoing and applies to both market-rate and affordable housing. It has been successful in providing developers flexibility to proceed with project entitlement while securing funding; therefore - Program has been continued in 2015 Housing Element.
3.02-A: Maintain Inventory of Residential Vacant and Underutilized	Maintain an inventory of residential vacant and underutilized land and encourage development of the land.	Ongoing	<ul style="list-style-type: none"> - City maintains inventory and continually tracks development of all parcels and land use types through Development Activity report updated three times/year. 	<ul style="list-style-type: none"> - This program is successful and is being used by developers to identify available sites; therefore - Program has been continued in 2015 Housing Element.
3.02-B: Marketing Package for Multi-Family Housing	Continue updating and distributing marketing package through written materials available at the Development Services Center, on-line information, and one-on-one contacts with developers.	Ongoing	<ul style="list-style-type: none"> - City maintains a housing web page with materials for developers to provide information about code requirements, incentives, and contacts. - City periodically updates this information to reflect new information. 	<ul style="list-style-type: none"> - Program is successful communication tool and has been continued in 2015 Housing Element.
3.02-C: Redesignation of Land for Higher-Intensity Housing Construction	City will continue to consider rezoning land for higher intensity (greater than 30 units/acre) development of both market-rate and affordable housing.	Ongoing	<ul style="list-style-type: none"> - City is currently preparing plans for the Warm Springs/South Fremont Community Plan, which would provide for higher-intensity housing. - City is partnering with an affordable housing provider to develop the Laguna Commons project - The City periodically reviews private development proposals for increasing residential density on a case-by-case basis. 	<ul style="list-style-type: none"> - Program implements goal to facilitate housing production to meet the Regional Need. - Program continued in 2015 Housing Element.

2015 – 2023 Housing Element

<p>3.03-A: Continue to Encourage Development of Second Units</p>	<p>The City's second unit ordinance is intended to encourage production of second units on residential parcels.</p>	<p>Ongoing</p>	<ul style="list-style-type: none"> - City has consistently encouraged the production of second units within new construction or additions to existing residents. 	<ul style="list-style-type: none"> - Program is effective. Allows streamlined review of new second units; and production of secondary units has remained consistent through recession. - Secondary units provide option for affordable housing and therefore Program continued in 2015 Housing Element.
<p>3.03-B: Continue to Encourage Development of Affordable Family and Larger Sized Units</p>	<p>Continue to encourage the development of affordable units that have a sufficient number of bedrooms to accommodate larger-sized family households.</p>	<p>Ongoing</p>	<ul style="list-style-type: none"> - Existing Below Market Rate Rental Housing – City has approved and seen construction of 12 development projects providing 3 and 4 bedroom units. - Existing and New Below Market Rate Ownership Housing: City has approved and seen construction of nine development projects with 3 and 4 bedroom units. 	<ul style="list-style-type: none"> - Program has been successful; City has seen increase in new homes with increased number of bedrooms; - Program has been continued in 2015 Housing Element to continue providing housing opportunities for larger families.
<p>3.03-C: Continue to Allow Manufactured Housing in Single Family (R-1) Districts</p>	<p>Continue to allow manufactured housing, in single-family (R-1) districts.</p>	<p>Ongoing</p>	<ul style="list-style-type: none"> - The City's Zoning Ordinance continues to allow manufactured housing in existing single-family residential zoning districts. - Zoning Ordinance was amended in 2008 to clarify the development requirements of these home types. 	<ul style="list-style-type: none"> - Program is moderately successful; - Program has been continued in 2015 Element as an alternative means of providing affordable housing.
<p>3.03-D: Encourage a Mix of Affordable and Market-Rate Housing Near Transit</p>	<p>Include new policies in Land Use Element to encourage a mix of housing near transit.</p>	<p>Complete 2010</p>	<ul style="list-style-type: none"> - General Plan adopted in 2011, envisions a "strategically urban" community with the majority of future growth in Fremont channeled toward transit hubs and corridors. - City adopted the Downtown Community Plan and zoning to allow residential/mixed use at densities greater than 50 units per acre. 	<ul style="list-style-type: none"> - Program successful. Updated General Plan was adopted in 2011. - Appropriately, a policy and implementation program related to General Plan policies encouraging housing near transit has been carried forward in 2015 Element (Policy 3.04).

2015 – 2023 Housing Element

			<ul style="list-style-type: none"> - The Downtown Plan is based upon LEED Neighborhood Development criteria and taking advantage of close proximity to major bus lines and BART. - City adopted a new Transit Oriented Development (TOD) zoning overlay in 2012, facilitating high density and mixed use development on designated properties within 1/2 mile of transit stations. <p>See also Action 6.03-A.</p>	
3.03-E: Alternative Housing Concepts	Identify and encourage best practices for alternative housing concepts such as co-housing.	Ongoing	<ul style="list-style-type: none"> - One 'best practice' that has emerged is the inclusion of supportive or wrap-around support services in affordable housing projects as a means to help individuals achieve self-sufficiency. - Staff continues to look for ways to retain supportive services and provide such services in new affordable housing. 	<ul style="list-style-type: none"> - Program has been successful with regard to incorporating support services within new development; - Program has been continued to encourage a variety of housing types and arrangements.
3.03-F: Encourage Affordable Housing in a Variety of Locations	Continue to encourage production of affordable housing in different parts of Fremont, while taking into account funding restrictions and the City's goal to focus housing near transit.	Ongoing	<ul style="list-style-type: none"> - 2014, Laguna Commons, 64-unit supportive services project was approved. - 2013, the City Council approved a proposal by a market-rate developer to meet its affordable housing obligation by partnering with Habitat for Humanity to purchase land for future development of affordable for-sale homes. - CDBG funds were awarded to 	<ul style="list-style-type: none"> - Program is working. Over last year , city has seen several new affordable housing developments on infill sites near transit; - Program has been continued in 2015 Element.

2015 – 2023 Housing Element

			Habitat to facilitate the purchase	
3.04-A: Consider Modification to Parking Requirements for Various Housing Types	Evaluate modification to residential parking requirements, including allowances for tandem parking spaces, and possible reductions based on income level and/or proximity to transit.	Complete 2011	<ul style="list-style-type: none"> - 2012, City adopted reduced parking requirements for residential uses within the Downtown Community Plan area and TOD Overlay Zone. - The City continues to allow for parking modifications and waivers for additional reductions based upon location and type of use. 	<ul style="list-style-type: none"> - Program continues to be successful in allowing flexibility of parking standards depending on use/tenancy; - Program has been continued in 2015 Element.
3.04-B: Evaluate Unbundling of Parking near TOD Areas	Evaluate options for unbundling of parking near TOD areas.	Complete 2011	<ul style="list-style-type: none"> - Mobility Element of the General Plan supports unbundled parking. - City considered unbundling of parking and allows within the Downtown Community Plan area and within TOD Overlay Zone. 	<ul style="list-style-type: none"> - Moderately successful. Program outlines challenges. - Program has been incorporated into 2015 Element to continue opportunities.
3.04-C: Early Identification of Possible Project Issues		Ongoing	<ul style="list-style-type: none"> - City staff has restructured its reviewing process, giving development applicants a more complete view of possible site/project issues early in the review process. 	<ul style="list-style-type: none"> - Program is successful. Helpful in identify issues early; - For this reason, program continued in 2015 Element.
3.04-D: Continue to Coordinate Development Review with Outside Agencies	Continue to work closely with outside agencies to establish standards, share information and provide coordinated information to the development community.	Ongoing	<ul style="list-style-type: none"> - Team Based Approach strategy involves all possibly interested governmental agencies and parties from the beginning of the development project review. 	<ul style="list-style-type: none"> - Program is very successful. Team-based approach has streamlined comment process and increased coordination/collaboration. - Program is ongoing in 2015 Element.
3.04-E: Review Fee Structure	Within six months of adoption of the General Plan, review the City's impact fee structure to assure that fees are equitable and fair in relationship to the infrastructure needs identified in the General Plan.	Within 6 months of adopted updated General Plan In Process	<ul style="list-style-type: none"> - 2013, General Plan was adopted. - 2012, a city-wide impact fee review began. Anticipated completion in 2014. <p>Also see program 3.01-E for other fee reductions issued by the City.</p>	<ul style="list-style-type: none"> - Program is good practice to ensure fees are equitable and fair do not pose constraint to housing production; - For this reason, program has been continued in 2015 Element.

2015 – 2023 Housing Element

<p>3.04-F: Complete Implementation of Process and Procedure Improvements</p>	<p>Continue to review City’s development process, to streamline and provide improved customer service and efficiency to housing developers.</p>	<p>Completed</p>	<ul style="list-style-type: none"> - Staff has implemented recommendations made by an outside consultant to improve the development review process. - Team Based Approach to development review debuted in 2009 and fully integrated during CY 2010. - 2014, the City improved design guidelines in order to streamline development review, findings, and the process for ministerial vs. discretionary permits. 	<ul style="list-style-type: none"> - Program has been successfully implemented and is being continually refined; therefore - Program has been continued in 2015 Element.
<p>4.01-A: Preserve “At-Risk” Affordable Housing Units</p>	<p>Continue to monitor affordable housing developments that could be at risk for converting to market rate. City will work with the property owner to ensure tenants received timely notification and information on alternatives. City will also evaluate the potential of using outside funding to preserve units.</p>	<p>2007-2014 Ongoing</p>	<ul style="list-style-type: none"> - Majority of property owners City has approached remain committed to providing below market rate rentals and are not interested in an ongoing regulatory relationship. - HUD project based Section 8 has been the most effective program in preserving “at-risk” units. - 2013, staff also participated in Reconnecting America's "Preservation of Affordable Housing Near Transit" project. Reconnecting America will provide analysis and recommendations on how to preserve affordable housing in areas proximal to new and existing transit hubs. 	<ul style="list-style-type: none"> - There is ongoing need to monitor at-risk housing units in order to accomplish preservation goals; - It is appropriate to continue this Program in 2015 Housing Element in order to further preservation goals;
<p>4.01-B: Long-Term Affordability Restrictions</p>	<p>Continue to require long-term affordability restrictions for existing and new housing units assisted with public funds.</p>	<p>Ongoing</p>	<ul style="list-style-type: none"> - Requirement for a 45-year affordable term reverted back to a 30-year term for "for sale" units through an ordinance adopted in March 2014. 	<ul style="list-style-type: none"> - Current requirement is minimum 55-year affordability for rental and 30-year affordability for ownership; Program has been successful in maintaining

2015 – 2023 Housing Element

			- See program 3.01-A.	affordability restriction; - This program will be continued in 2015 Element as it is crucial to preservation of affordable units;
4.01-C: Apartment Acquisition/Rehabilitation	The Redevelopment Agency will continue its Apartment Acquisition and Rehabilitation Program.	Ongoing	- 2012, worked with Mid-Peninsula Housing to restructure their debt and obtain new tax credit financing to allow for a major rehabilitation of the Century Village Apartments. By agreeing to extend the loan term for about \$4 million in previously-provided funding, the City helped facilitate significant investment into this aging complex. Mid-Peninsula Housing agreed to make the entire complex affordable, a net increase of 24 affordable units over the previously-required 75 affordable units. Rehabilitation was completed in 2013.	- This program has worked to achieve rehabilitation of much needed affordable housing; - Program is continued in 2015 Housing Element to continue efforts for rental acquisition and rehabilitation.
4.01-D: Mobile Home Preservation and Rent Stabilization	Preserve existing mobile homes (756 mobile homes) and continue to enforce the City’s Mobile Home Rent Stabilization Ordinance.	Ongoing	- Existing mobile homes are still operating at current capacity.	- Program is successful. City has not lost units; Provides much needed limitation to rent increases to ensure elderly and low-income mobile home owners are not suddenly over-burdened; - Important to continue implementing Ordinance therefore Program continued in 2015 Element.
4.01-E: Continue to Implement Condominium Conversion Ordinance	Limits conversion of no more than 100 rental units to condominiums in any calendar year consistent with Ordinance.	Ongoing	- 2012, one condominium conversion, the Camden Village Apartment Conversion, was filed during the allowable acceptance period from 3/1/2012 to 3/15/2012. - 100-unit allocation in CY 2012, 2013, and 2014 was allocated to the	- Ordinance is successful in limiting number of rental conversions, particularly in rebounding economy and real estate market; - Program has been continued in 2015 Element to maintain rental inventory.

2015 – 2023 Housing Element

			Camden Project.	
5.01-A: Residential Rent Increase Dispute Resolution Ordinance	Continue the administration of the Rent Increase Dispute Ordinance and consider revisions as necessary to make the Ordinance as effective as possible in protecting both tenants and landlords.	Ongoing	<ul style="list-style-type: none"> - No revisions are planned at this time. - Fifty-six tenants requested conciliation services and four households utilized mediation services in 2013. 	<ul style="list-style-type: none"> - Program has been effective in addressing ongoing requests for service and therefore has been included in 2015 Element.
5.01-B: Fair Housing Counseling Services	Continue the administration of fair housing counseling services and discrimination complaint assistance.	Ongoing	<ul style="list-style-type: none"> - Investigated 32 fair housing cases in 2013. - Distributed 1,508 brochures to approximately 2,352 residents to teach them about fair housing and their rights. 	<ul style="list-style-type: none"> - Successful in serving need, over 100 cases investigated since 2010; - Program continued in 2015 Housing Element.
5.01-C: Landlord/Tenant Counseling Services	Continue administration of landlord/tenant counseling and eviction prevention services.	Ongoing	<ul style="list-style-type: none"> - City contracts with Fremont Fair Housing and Landlord/Tenant Services. - FFHS responded to over 2,372 landlord/tenant inquiries. 	<ul style="list-style-type: none"> - Volume of responses is continually high; Program is successful responding to inquiries; - Program service supports goal to ensure that all persons have equal access to housing; - High volume indicates need and vital service, therefore, program continued in 2015 Element.
5.01-D: Continue the administration of "Reasonable Accommodations Ordinance"	Continue to implement the City's "Reasonable Accommodations Ordinance."	Ongoing	<ul style="list-style-type: none"> - Reasonable Accommodations Ordinance remains applicable and in place. 	<ul style="list-style-type: none"> - Effective in meeting legislative requirements and addressing equal access to housing; - Appropriate to continue program in 2015 Element to meet federal Fair Housing Act.
5.02-A: Seniors: Home Equity Conversion Program	Provide information and counseling to senior homeowners on various home equity conversion options.	No longer applicable	<ul style="list-style-type: none"> - Due to dissolution of Redevelopment Agency (RDA) funds in February 2012, the City had to terminate some CDBG Housing Public Service 	<ul style="list-style-type: none"> - This program was terminated due to dissolution of Redevelopment Agency and loss of funding; - City determined HUD mandated Fair

2015 – 2023 Housing Element

			<p>programs such as Home Equity Conversion (HEC), to sustain the HUD mandated Fair Housing and Landlord/ Tenant program which was partially funded by RDA funds. The HEC program was terminated on March 1, 2012</p>	<p>Housing and Landlord/Tenant Program was priority for funding, therefore</p> <ul style="list-style-type: none"> - Program could not be continued in 2015 Element.
<p>5.02-B: Disabled: Accessibility Improvements to Existing Housing</p>	<p>Continue to provide rehabilitation assistance to housing units that need accessibility improvements for disabled residents.</p>	<p>Ongoing</p>	<ul style="list-style-type: none"> - Five grants for household accessibility improvements issued in 2013. 	<ul style="list-style-type: none"> - Program is working, there is continued need for accessibility improvements for low-income disabled residents. - Program incorporated into 2015 Element.
<p>5.02-C: Homeless: EveryOne Home Plan</p>	<p>Continue active participation in the EveryOne Home Plan.</p>	<p>Ongoing</p>	<ul style="list-style-type: none"> - Jurisdictions of Alameda County agreed to work together, with the leadership of EveryOne Home, to implement regional housing assistance centers that provide a variety of prevention and re-housing services, linked through a countywide referral, assessment and outcome tracking system. - 2009, City received \$1.17 million to administer/operate a homeless prevention and rapid re-housing program in the south county. - Fremont Family Resource Center served 640 people through August 2012 	<ul style="list-style-type: none"> - Program serves homeless need identified in Fremont and therefore is successful; - Continues to be need for shelters as well Program continued in 2015 Element.
<p>5.03-A: Rental Assistance Program</p>	<p>Continue to fund the Rental Assistance Program, assisting households at extremely low, very low, and low income levels.</p>	<p>No longer applicable</p>	<ul style="list-style-type: none"> - Due to dissolution of Redevelopment Agency (RDA) funds, City had to terminate some CDBG Housing Public Service programs such as Rental Assistance Program (RAP), to sustain the HUD mandated Fair Housing and Landlord/ Tenant 	<ul style="list-style-type: none"> - The program assisted lower income levels, however, due to loss of Redevelopment funding, the program could not be sustained; - Funding is still unavailable, therefore, this program was not continued in 2015 Housing Element.

2015 – 2023 Housing Element

			program funded by RDA funds. The HEC program was terminated on March 1, 2012	
5.03-B: First Time Homebuyers Program		No longer applicable	- Due to dissolution of RDA no tax increments funds are available to assist first time homebuyer households with down payment loan assistance.	- Program was successful in assisting First-time homebuyers, however, loss funding required termination of program; - Funding is still unavailable, therefore program has not been continued in 2015 Element.
5.03-C: Mortgage Credit Certificate Program	Program allocates mortgage credit certificates to first-time homebuyers.	Ongoing	- City of Fremont continues to assist in financing for this program. - 2013, Program issued seven MCC to Fremont households.	- Program consistently assists with need in absence of Program 5.03-B; therefore, appropriately, program continued in 2015 Housing Element.
6.01-A: Affordable Housing Week	Continue to utilize Affordable Housing Week as an opportunity to publicize the need/benefits of affordable housing.	Ongoing	- 2013, a City Council proclamation was issued for Affordable Housing Week.	- Program promotes community dialogue and education on housing issues; - Important to continue dialogue and education, therefore program continued in 2015 Housing Element.
6.01-B: Affordable Housing Presentations	Make presentations and/or train community groups to deliver presentations regarding affordable housing to the community at large.	Ongoing	- Due to dissolution of Redevelopment no staff was available in 2013 for general community presentations regarding affordable housing.	- Program is still effective, as staff continues periodically to conduct trainings, provide presentations at conferences and to community groups; - Therefore program was carried over into 2015 Element.
6.02-A: Support for Non-Profit Affordable Housing Providers	Recognize/support the efforts of non-profit affordable housing providers that are located in Fremont and the Bay Area.	Ongoing	- City continued membership in the East Bay Housing Organization, a consortium of local governments, non-profits, advocating for affordable housing.	- Program is effective. - Collaboration/support for non-profit housing developers will facilitate goal of regional collaboration to expand housing opportunities; - Necessary to continue collaboration and support, therefore program was continued in 2015 Element.
6.02-B: Inter-Jurisdictional and	Continue to coordinate with local jurisdictions, Alameda County,	Ongoing	- City participated in SB375 implementation with MTC and	- Successful in implementing General Plan policies for “strategic growth” in PDAs

2015 – 2023 Housing Element

Regional Planning	and regional organizations to plan for residential development and affordable housing opportunities.		<p>ABAG.</p> <ul style="list-style-type: none"> - 2013 utilized regional funds for planning efforts in two Priority Development Areas (South Fremont/Warm Springs and the City Center). 	<p>near transit and services;</p> <ul style="list-style-type: none"> - Ongoing need for regional planning on housing issues, therefore Program continued
6.02-C: Consultation with Housing Stakeholders	Consult with affordable housing developers, market-rate developers, housing advocates, the business community, and other stakeholders on all proposed housing policy changes.	Ongoing	<ul style="list-style-type: none"> - Staff responded to requests from stakeholders to using portion of new general fund dollars resulting from dissolution of the Redevelopment Agency (sometimes referred to as "boomerang funds") for affordable housing. - Council allocated approx. \$1 million to affordable housing beginning in FY 2013/14 and continuing in FY 2014/15, making Fremont one of the first communities in the region/state to commit boomerang funds to affordable housing. 	<ul style="list-style-type: none"> - City has successfully implemented this program most recently through Housing Element update outreach process; - Consultation is effective in identifying issues early in process. - City will continue to consult with housing stakeholders on policy issues, therefore this program was continued in 2015 Element.
6.02-D: Annual Housing Report	Prepare an annual housing report	Annually, Ongoing	<ul style="list-style-type: none"> - Report completed in February 2014. 	<ul style="list-style-type: none"> - The annual report is mandated but is also useful in gauging effectiveness of programs annually; therefore Program included in 2015 Element.
6.03-A: Update Land Use Element of General Plan	Amend the Land Use element to reflect this long-range vision of intensified uses near transit. The updated General Plan will provide a policy basis for future rezoning of land near transit at higher densities.	Complete (Adopted 2011)	<ul style="list-style-type: none"> - Adopted on December 13, 2011. - Plan establishes a new "Urban Residential" land use category near transit hubs, with densities ranging from 30-70 units per acre. - "Transit Oriented Development (TOD) Overlays" within a half mile radius of transit stations. - 2012, adopted the Downtown Community Plan allowing high density residential/mixed use with 	<ul style="list-style-type: none"> - Program successfully completed with adoption of General Plan therefore program was not continued; however, - An implementation program to facilitate TOD policy has been incorporated into the 2015 Housing Element (3.02-C and 3.04-A)

2015 – 2023 Housing Element

			<ul style="list-style-type: none"> - commercial - Adopted TOD Zoning overlay to increase density and floor area ratios near transit - Received Station Area Planning Grant from the Metropolitan Transportation Commission (MTC) to modify zoning in City Center. 	
7.01-A: Funding for Non-Profit Social Service Providers	Provides funding to local non-profit agencies that offer a variety of supportive services to the community.	Ongoing	<ul style="list-style-type: none"> - City provides grants to a total of 20 non-profit agencies operating a total of 25 programs providing social services including shelter services, basic need services, domestic violence intervention, health services, family counseling services, and senior services. - Programs served approximately 60,000 people per year. 	<ul style="list-style-type: none"> - Program is effective and clearly needed as it serves approximately 60,000 people per year; - Program fulfills need therefore, was incorporated into 2015 Housing Element.
7.01-B: Continue to Operate in Fremont Family Resource Center	Partner with government and non-profit organizations in the operation of the Fremont Family Resource Center (FRC).	Ongoing	<ul style="list-style-type: none"> - City received \$682,331 in Homelessness Prevention and Rapid Re-Housing (HPRP) funds in 2009 to provide financial assistance /services to prevent homelessness and help those who are homeless to be re-housed/stabilized. All HPRP funds were required to be spent by August 2012. 	<ul style="list-style-type: none"> - Program and location provides access to a variety of services in one location. Program is accessible and successful; - Appropriately continued in next cycle.
7.01-C: Continue to Implement the Pathways to Positive Aging Project	Partnering with other service providers and community volunteers to enhance the service network and to increase community awareness.	Ongoing	<ul style="list-style-type: none"> - Human Services Department is continuing to implement the Positive Pathways to Aging Project. 	<ul style="list-style-type: none"> - This program successfully provides much needed support services to elderly; - This program is ongoing and therefore appropriately has been included in the 2015 Element.
7.02-A: Encourage Location of Case	Encourage on-site case management and other support	Ongoing	<ul style="list-style-type: none"> - Two affordable housing projects in Fremont (Cottonwood Place and 	<ul style="list-style-type: none"> - This program has been successful. The City has approved several recent projects

2015 – 2023 Housing Element

Management and other Supportive Services in Affordable Housing Developments	services in affordable housing developments, or provide space which would allow services to be brought on site.		Main St. Village) have included on-site supportive services. - Laguna Commons, approved in 2014, will also include on-site supportive services.	that have incorporated support services;
7.02-B: Encourage On-Site Child Care in Affordable Housing Developments	Where it is feasible, encourage on-site child care in affordable housing developments serving families with children.	Ongoing	- Main St Village Apartments offers a children's service program that includes activities for kids as well as coordinating tutoring and other educational opportunities.	- This program has been moderately successful; - Was not continued in 2015 Housing Element as separate program, but was included in Program 3.3-F, Facilitate alternative housing concepts.
7.02-C: Encourage Location of Senior Supportive Services in Affordable Housing Developments for Seniors	Encourage affordable housing developments to locate senior services on-site or provide space which would allow community senior services.	Ongoing	- Cottonwood Place Senior Apartments (formerly Peralta Senior Mixed Use/Eden Senior Housing), most recently-completed affordable housing project for seniors in Fremont, includes a supportive services office.	- This program has been successful. The City has approved several recent projects that have incorporated support services; -

Chapter 4: Needs Assessment

4.1 Introduction

The goal of this chapter is to describe the general demographic characteristics, housing stock supply and economic conditions of the Fremont community. Understanding existing conditions and how they have changed over the prior planning period is critical in crafting housing policies and actions for the 2015-2023 planning period. The Needs Assessment Chapter is separated into seven sections, each discussing aspects of the housing needs for the City. Each of these sections describes trends in Fremont, but also compares the City's conditions in relation to Alameda County and, where appropriate, the entire San Francisco Bay Area region. Fremont is currently the fourth most populous city in the Bay Area, after San Jose, San Francisco, and Oakland, and therefore plays an important role in regional housing supply.

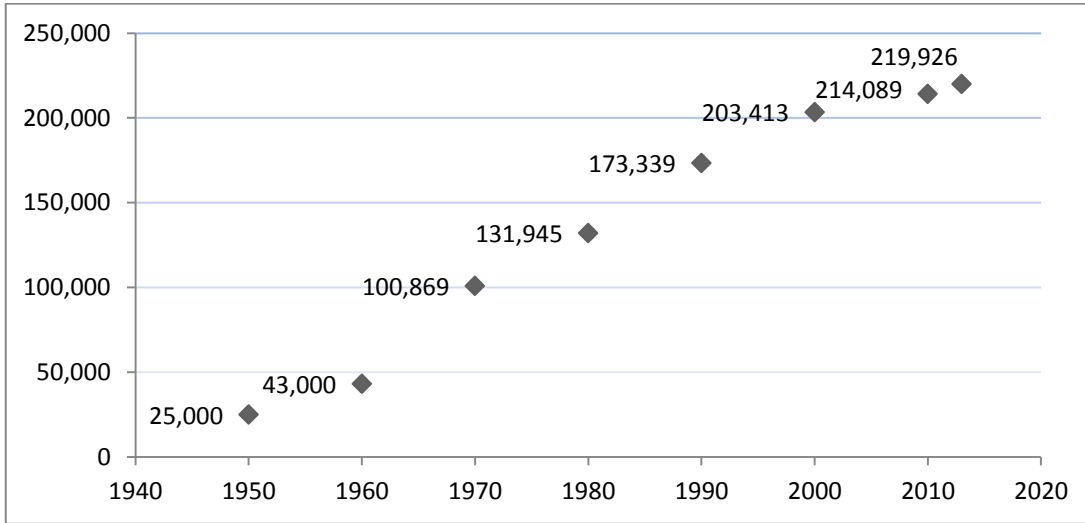
Data from many sources are referenced in this chapter. At the time that this element was updated, the last published U.S. Census was produced in 2010. Wherever possible, more up-to-date information was used to provide a more accurate picture of Fremont's existing population, housing and economic conditions. However, if updated data was not available, 2000 Census data was used. All other data sources, including data sets provided by the City of Fremont or other private vendors, are referenced in the end notes.

4.2 Fremont's Population

4.2.1 Population Growth

Like many other California communities, Fremont experienced tremendous growth during the post-World War II era. Between its incorporation in 1956 to 1970, the City's population quadrupled from 25,000 to 100,000 persons.¹ During the next three decades, the City's population doubled and by 2010, the City had an estimated 214,089 residents.² Figure 4.1 and Table 4.1 depict this steadily increasing city population. Along with its steady population increase, Fremont has also grown older and more ethnically diverse. The following section will assess housing need based on population, household size, ethnic diversity, home ownership and age.

Figure 4-1: Fremont Population Growth, 1950-2010



Source: California Department of Finance (Table E-5a) and Census 2000, 2010 (Fremont, CA).

Table 4-1: Fremont Population Growth Trends

Year	Population	Difference	Percent Change	Average Annual Growth Rate
1980	131,945	--	--	--
1990	173,339	41,394	24%	4,139
2000	203,413	30,074	15%	3,007
<u>2010</u>	<u>214,089</u>	<u>10,676</u>	<u>5%</u>	<u>1,068</u>
<u>2013</u>	<u>219,926</u>	<u>5,837</u>	<u>2.7%</u>	<u>1,945</u>

Source: California Department of Finance (Table E-5a) and Census 1990, 2000 (Fremont, CA).

Since 2000, Fremont’s rate of growth has been the slowest in its history, at a rate of about 0.5 percent per year, or 5 percent for the 10-year period. This growth rate was comparable to growth in Alameda County, but was much slower than that of individual cities such as Santa Rosa and Pleasanton, but only slightly slower than San Jose, Sunnyvale, and Milpitas, which all grew 6 percent during that timeframe (see Table 4.2).

Table 4-2: Populations Trends – Regional Jurisdictions

Jurisdiction Name	2000	2010	Difference (2000 – 2010)	
			Number	Percent
Fremont	203,413	214,089	10,676	5%
Alameda County	1,443,741	<u>1,510,271</u>	<u>66,530</u>	<u>5%</u>
San Jose	894,943	<u>945,942</u>	<u>50,999</u>	<u>6%</u>
San Francisco	776,733	<u>805,235</u>	<u>28,502</u>	<u>4%</u>
Oakland	399,484	<u>390,724</u>	<u>-8,760</u>	<u>-2%</u>

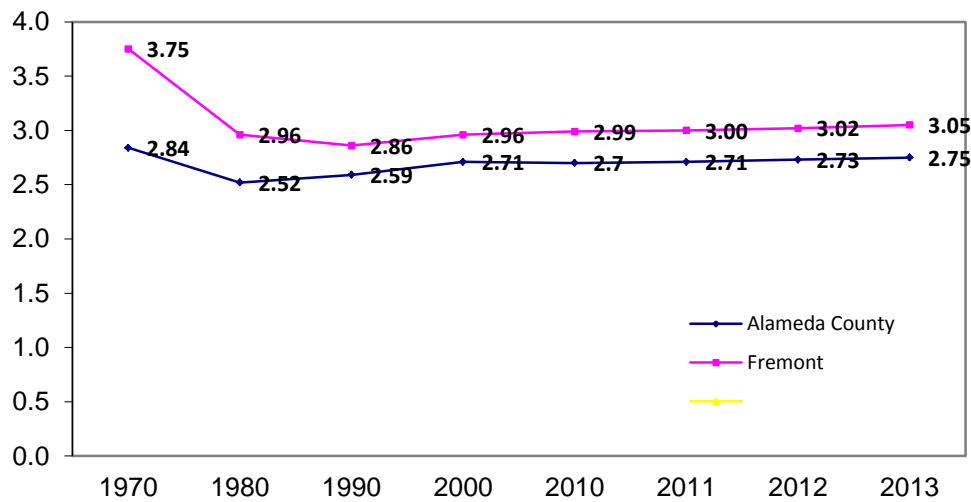
Santa Rosa	147,595	<u>167,815</u>	<u>20,220</u>	<u>14%</u>
Hayward	140,030	<u>144,186</u>	<u>4,156</u>	<u>3%</u>
Sunnyvale	131,760	<u>140,081</u>	<u>8,321</u>	<u>6%</u>
Milpitas	62,810	<u>66,790</u>	<u>3,980</u>	<u>6%</u>
Pleasanton	65,058	<u>70,285</u>	<u>5,227</u>	<u>8%</u>

Source: California Department of Finance (Table E-5a), Census 2000 and 2010.

4.2.2 Household Size

Household size is an important indicator of change and emerging housing needs. The size of a household is defined as “the total number of people living in a housing unit.”³ Between 1970 and 1990, the City saw a dramatic decline in average household size, dropping from almost four persons per household to 2.86 persons per household. Household size slightly increased between 1990 and 2000. Based on Department of Finance estimates, the average number of persons per households has increased steadily from 2.99 persons per household in 2010 to 3.05 in 2013.

Figure 4-2: Fremont Average Household Size, 1970-2013



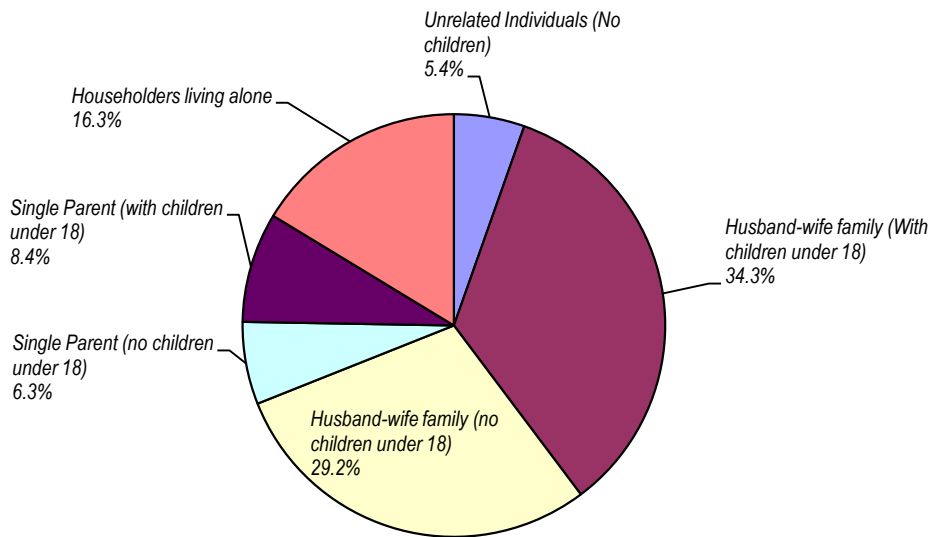
Source: California Department of Finance, Table E-5 & U.S. Census 1970, 1980, 1990, 2000, 2010

When compared to Alameda County, Fremont has consistently maintained a higher household size over the last 43 years. This could indicate that Fremont historically housed a greater number of large families than other cities within the county. This family characteristic is important when analyzing how the current housing stock (i.e. number of bedrooms or size) is accommodating household needs. The increase in household size since 1990 may also be attributed to an increase in multi-generational households in the City. The large family characteristics and existing needs is further discussed in section 4.6.3.

4.2.3 Households by Type

According to the U.S. Census in 2010, there were 71,004 occupied households with 214,089 people. The City’s household types are depicted in figure 4.3, which shows 78.3 percent of the City’s households containing Census-defined families. “Family” households as defined by the Census, consists of a householder and one or more other people related to the householder by birth, marriage, or adoption.

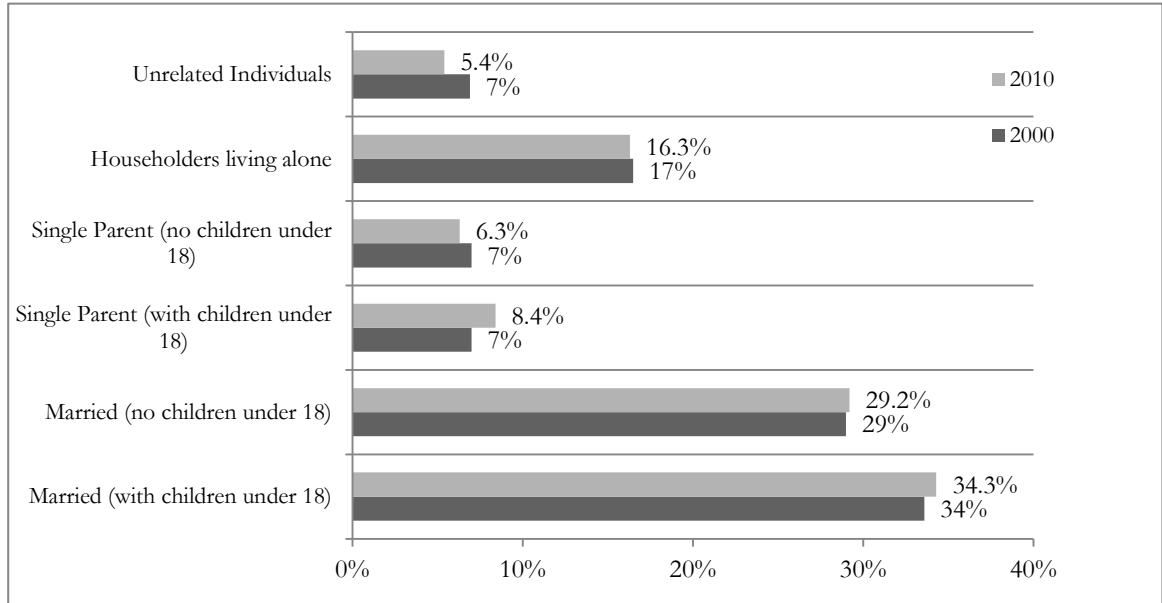
Figure 4-3: Fremont Household Types, 2010



Source: U.S. Census 2010

In 2010, Fremont contained more married couple families with children than any other household type. The second largest household type is “Married (with no children under 18)”, with 30 percent of the household population qualifying for this category. These two categories have remained the largest household type in Fremont since 2000, with only a slight percentage increase in both since 2000. The third largest household type in Fremont is householders living alone. Figure 4-4 shows changes in household types since 2000.

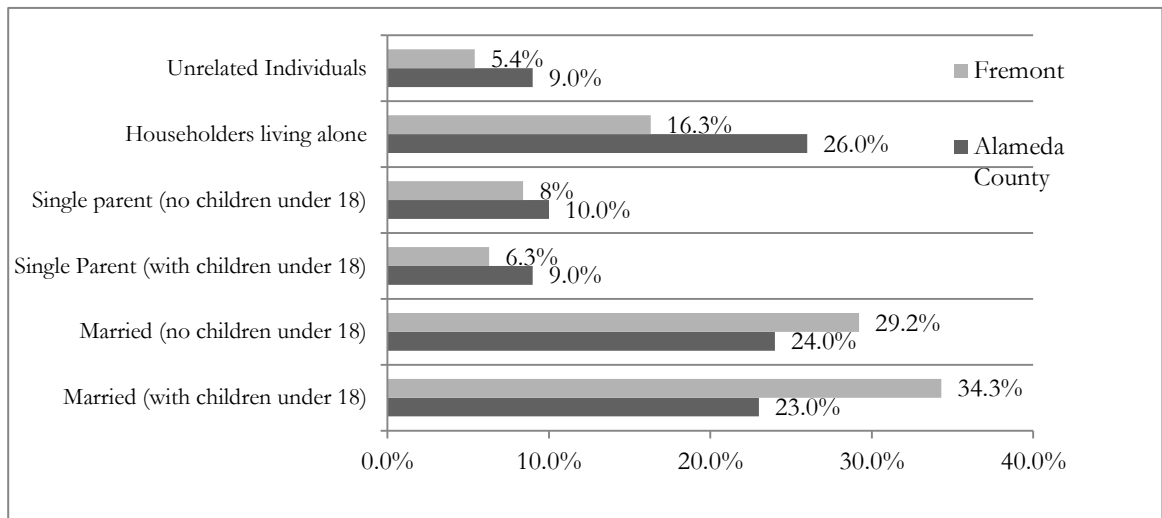
Figure 4-4: Fremont Household Types, 2000 - 2010



Source: U.S. Census 2010

In contrast, the most common household type in Alameda County in 2010 was individuals living alone (Figure 4-4). Only 23 percent of households countywide were married with children under 18 as opposed to 34 percent in Fremont. The presence of mostly married couples with and without children is a possible explanation for the City’s higher household size than the rest of the County.

Figure 4-5: Fremont vs. Alameda County Household Types, 2010

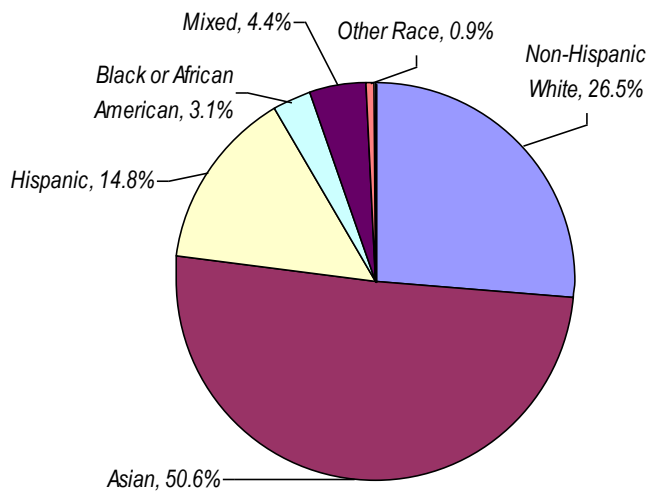


Source: U.S. Census 2010

4.2.4 Population by Ethnicity

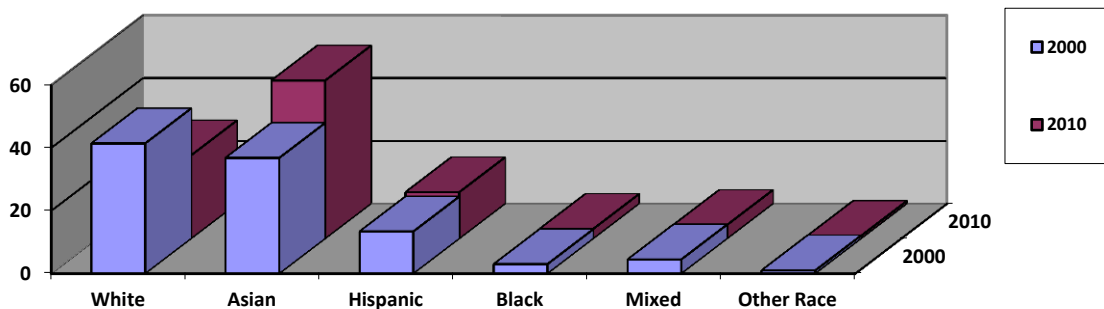
Fremont is home to many different cultures and ethnicities. As of the 2010 Census, Asians and Non-Hispanic Whites were the two most prevalent population groups, making up 50.6 and 32.8 percent of the city’s population respectively. Fremont’s demographics have greatly shifted since 1970, with a particularly significant increase in the ethnic Asian population.

Figure 4-6: Fremont Population by Ethnicity, 2010



Source: U.S. Census 2010

Figure 4-7: Fremont Population by Ethnicity, 2000 - 2010

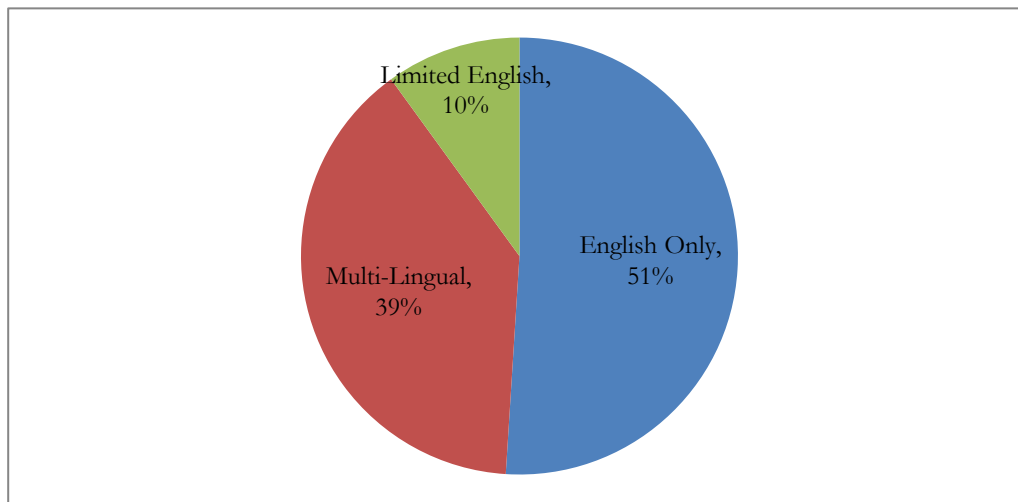


Source: U.S. Census 2010

While the pie chart above clearly demonstrates Fremont’s diversity, it only tells part of the story. The Asian community includes dozens of distinct cultural groups, with origins in India, China, Southeast Asia, the Philippines and beyond. Moreover, persons indicating “White” as their ethnicity include immigrants from Afghanistan, the Middle East, and many other parts of the world. Likewise, the Latino community includes persons from Central America, Mexico, South America, and other Spanish-speaking countries.

Fremont is also a significant center for Afghan population and culture in California that is not reflected in current Census data.⁴ According to the American Community Survey 2006-2010, it was estimated there are approximately 33,216 California residents of Afghan descent, 7,342 of them in Alameda County. Of these Afghan residents, approximately 38 percent resided in Fremont. Figure 4-8 outlines the diversity of Fremont’s community based on language spoken at home.

Figure 4-8: Language Spoken at Home, 2007-2011



Source: American Community Survey, 2007-2011

4.2.5 Population by Age

Fremont’s population is also aging. In 1980, the median age was 28.7. By 1990, it had risen to 31.9 and increased again to 34.5 in 2000.⁵ By 2010, the median age rose again to 36.8 years.⁶

The following table highlights these age increases, particularly the increase in the number of persons 45 years and older from 1990 to 2010. The shift is not surprising, because the “baby boom” generation is now over 45. Additionally, there is a nationwide trend toward longer life expectancy. This is also reflected in changes to the 85 and over age category, which has nearly doubled in size with each decade.

Table 4-3: Fremont’s Population by Age

Age Group	1990		2000		2010		2000 - 2010
	Number	%	Number	%	Number	%	% of Growth/Decline
Under 5	14,161	8.2	15,019	7.4	<u>15,261</u>	<u>7.1</u>	<u>1.6%</u>
5-9 years	13,146	7.6	15,603	7.7	<u>15,205</u>	<u>7.1</u>	<u>-2.6%</u>
10-14 years	11,119	6.4	14,027	6.9	<u>14,182</u>	<u>6.6</u>	<u>1.1%</u>
15-19 years	10,432	6.0	11,877	5.8	<u>13,031</u>	<u>6.1</u>	<u>9.7%</u>
20-24 years	12,185	7.0	10,645	5.2	<u>11,047</u>	<u>5.2</u>	<u>3.7%</u>
25-34 years	38,126	22.0	35,288	17.3	<u>31,567</u>	<u>14.7</u>	<u>-10.6%</u>
35-44 years	31,204	18.0	40,631	20.0	<u>35,377</u>	<u>16.5</u>	<u>-13%</u>
45-54 years	19,466	11.2	27,655	13.6	<u>33,728</u>	<u>15.8</u>	<u>21.9%</u>
55-59 years	6,709	3.9	8,674	4.3	<u>12,774</u>	<u>6.0</u>	<u>47%</u>
60-64 years	5,492	3.2	6,908	3.4	<u>10,008</u>	<u>4.7</u>	<u>44%</u>
65-74 years	7,301	4.2	10,244	5.1	<u>12,094</u>	<u>5.6</u>	<u>10%</u>
75-84 years	3,143	1.8	5,275	2.6	<u>6,939</u>	<u>3.2</u>	<u>31%</u>
85 and over	855	0.5	1,467	0.7	<u>2,776</u>	<u>1.3</u>	<u>89%</u>
TOTAL	173,339	100	203,413	100	<u>214,089</u>	<u>99.9</u>	

Source: U.S. Census 1990, 2000 and 2010

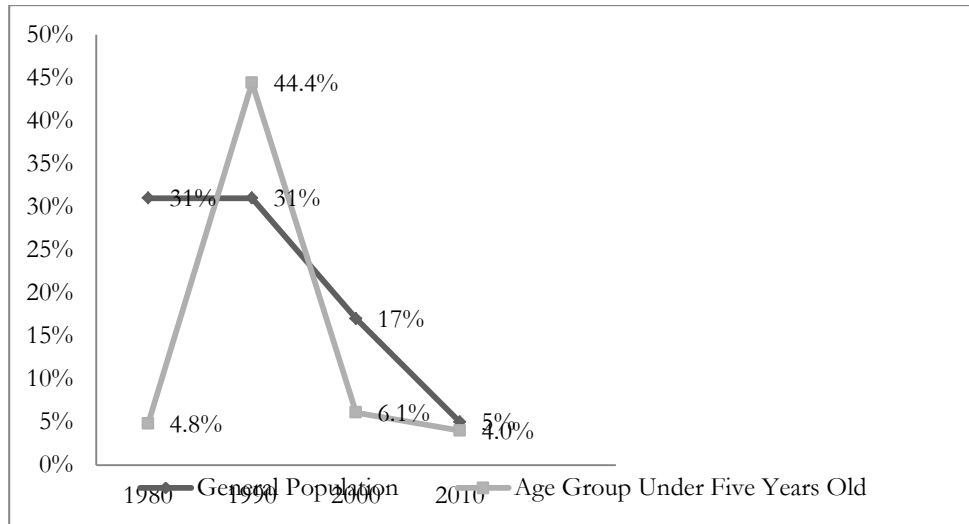
One likely result of the aging of Fremont’s population is an increased demand for elder care services and facilities, including senior housing. In many cases, seniors will not need assistance finding housing so much as they will need assistance staying in the housing they already inhabit. For example, seniors may need access to public transit or paratransit as they lose their ability to drive a car. Seniors may also need assistance with daily activities or health care assistance in their existing homes. Their housing may need to be rehabilitated with adaptable “universal design” features. Affordability of housing for this age group will be a significant concern in the coming years. Additionally, new senior housing may need to be located closer to medical and other services.

At the same time that the population of residents over the age of 45 is steadily increasing, Fremont is experiencing a significant decline in the population of residents aged 20 to 35, most significantly in the 25 to 34 age group. Although Fremont has added 40,750 people in the past 20 years, the number of 20 to 35-year-olds has declined over that time period by 7,697. In 1990, 20- to 35-year-olds comprised 29 percent of the population, while in 2010, they comprised just 20 percent.

This decline could mean that the high cost of housing is pricing this age group out of the area. This trend is not unique to Fremont, as many cities in the Bay Area and Alameda County are experiencing a decline in this age group. Many younger adults are moving out of the area in search of more affordable homes, and in many cases, commuting two hours or more hours back to the Bay Area for work.

Although Figure 4-9 shows a slight decrease in the population of children in the 5 to 9 years age group from 2000 to 2010, in general, growth in the age categories under 15 years old has been nominal over the last decade. In California, the birth rate declined significantly between 1990 and 2010, meaning that people had fewer children than before. In Fremont, the population of children under 5 spiked significantly between 1980 and 1990 from 9,806 to 14,161, a 44.4 percent growth, then steeply declined again from 1990 to 2000 to a 6.1 percent growth rate, and continued slightly downward through the next decade to 5.2 percent growth by 2010. The California Department of Finance projects birthrates in the State to increase by only a small percentage between 2010 and 2020.

Figure 4-9: Number of Children under 5 years versus Population Growth



Source: US Census 1970, 1980, 1990, 2000, 2010

4.2.6 Household Tenure

Household tenure (owner-occupied or renter-occupied) is important in determining a community’s housing needs by depicting whether a deficiency or overabundance of ownership or rental units exists. A majority of housing units in Fremont are owner-occupied, but the percentage of these units relative to the total housing stock has decreased since 2000.

In 1990, there were 38,865 owner-occupied units making up 65 percent of the City’s total occupied housing units. By 2000, the number of owner-occupied units rose to 44,033, but the percentage of these units relative to the total housing stock remained the same as in 1990, at 65 percent of the total.⁷ The number of renter-occupied units has increased since 1990 from 21,333 units to 24,204 in 2000 and again to 26,541 in 2010.⁸

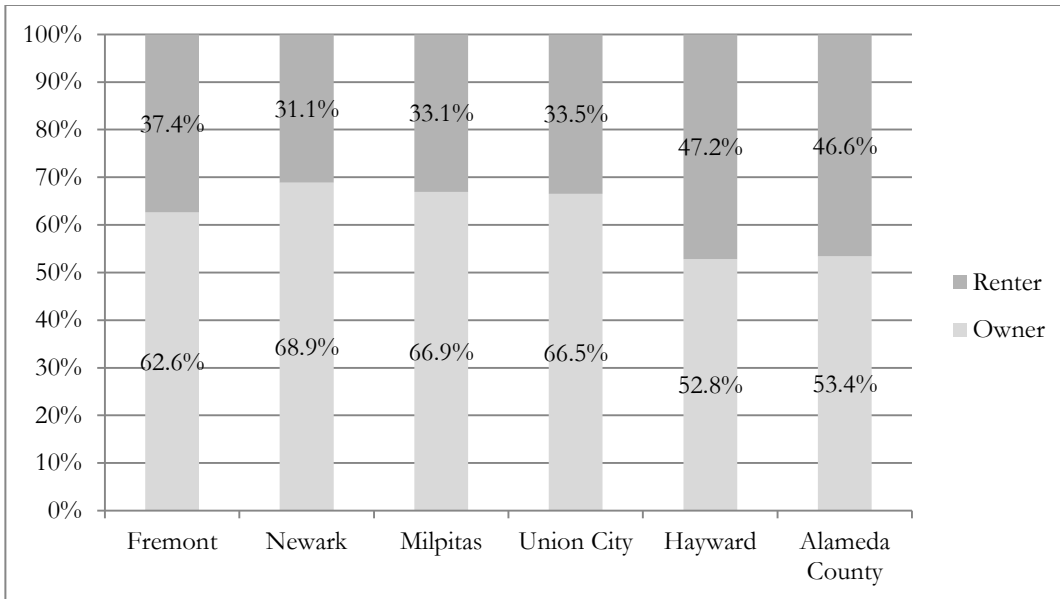
Table 4-4: Households by Tenure

	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
Owners	38,865	64.6	44,018	64.5	<u>44,463</u>	<u>62.6</u>
Renter	21,333	35.4	24,202	35.5	<u>26,541</u>	<u>37.4</u>
TOTAL	60,198	100.0	68,220	100.0	<u>71,004</u>	<u>100.0</u>

Source: U.S. Census (1990, 2000, and 2010)

From 2000 to 2010, Fremont’s ownership rates have decreased. The City also experienced an increase in demand for multi-family units during this timeframe. This could indicate that while the demand for ownerships units in the City does exist, multi-family rental housing still may be more affordable than home ownership. Additionally, during the early part of the recent recession, many households experienced foreclosure and may have been forced to occupy rental housing. During this timeframe, the City also approved several new, denser rental housing projects, which could also account for the increase in renter-occupied housing.

Table 4-5: Renter versus Owner Occupied, 2010



Source: US Census 2010

As Table 4-5 shows, within Alameda County, Fremont had a slightly lower percentage of owner-occupancy than the neighboring cities of Newark, Milpitas, and Union City. It had a higher percentage of owner-occupancy than Hayward and Alameda County as a whole. This graphic underscores the City’s previous history as a suburban bedroom community to Alameda County and the overall Bay Area region, where more people settled in the City to buy a home

and live outside regional centers. However, as we approach the next decade, housing, ownership may not be the preferred option for all residents in the City.

4.2.7 Conclusions

Fremont’s demographics have drastically changed over the last 20 years, and as the population has continued to grow, it has become more ethnically diverse and older. The City is diverse and multi-lingual, creating unique housing challenges to serve non-English speaking residents. Fremont’s senior population is growing and will continue to increase in the next decade. Fremont continues to attract families with children, and will face a continued demand for larger family homes. Based on the population trends seen in this section, housing programs will need to accommodate seniors with services that assist them to stay in their homes as long as possible, and also through the provision of affordable senior housing. There will also be a continued demand for larger units to accommodate families. Programs that assist 20-34 year-olds secure housing may also be desirable as a way to maintain age diversity in the community.

4.3 Income and Housing Affordability

Despite efforts during the last planning period to create more affordable living, the Bay Area region largely remains one of the most expensive regions in the state. Although the desire to live in the Bay Area region creates an ongoing demand for housing, the ability for lower wage workers to live and work in the same city becomes increasingly difficult. The following section will look at the existing condition of the housing stock, relative to the financial status of Fremont’s population. Section 4.3.3 is an analysis of income levels within the City correlated with the price of housing. It reveals some of the major needs of residents who are overpaying for their current housing. Additionally, this section will discuss other housing issues of overcrowding, local costs and current income levels.

4.3.1 Household Income

Fremont’s median household income (the sum of income earned by all members of a household) has nearly doubled since 1990. In 1990, it was \$51,231. By 2000 it had increased to \$76,579 and by 2011, the median household income in Fremont was \$98,513.⁹

According to the U.S. Census (2007 – 2011 American Community Survey), in 2011, Fremont had the fourth highest median income compared to the Alameda County region, trailing behind only Piedmont (\$199,304), Pleasanton (\$118,713), and Dublin (\$111,481). Table 4-6 shows median household income throughout Alameda County in 2000 and 2011.

Table 4-6: Median Household Income Trends – Neighboring Jurisdictions

	2000	2011
Alameda County	\$55,946	\$70,821
Alameda	\$56,285	\$75,832
Albany	\$54,919	\$72,479
Berkeley	\$44,485	\$60,908
Dublin	\$77,283	\$111,481
Emeryville	\$45,359	\$69,274
Fremont	\$76,579	\$98,513
Hayward	\$51,177	\$62,115
Livermore	\$75,322	\$96,322
Newark	\$69,350	\$81,777
Oakland	\$40,055	\$51,144
Piedmont	\$134,270	\$199,304
Pleasanton	\$90,859	\$118,713
San Leandro	\$51,081	\$61,857
Union City	\$71,926	\$82,634

Source: U.S. Census, 2000; ACS, 2007-2011;

The proportional number of households in different income categories is an important indicator of housing affordability and potential housing need in the community. The U.S. Department of Housing and Urban Development (HUD) has developed benchmarks or “Income” categories—Very Low, Low, Moderate, and Above Moderate, that define level of income relative to area median income (AMI) level. HUD has further identified a subset of “Extremely Low-Income” households within the “Very Low-Income” category.

- “**Extremely Low-Income**” households earn less than 30 percent of the area-wide median income.
- “**Very Low-Income**” households earn between 30 percent and 50 percent of the area-wide mean.
- “**Low-Income**” households earn between 50 percent and 80 percent of the area-wide mean.
- “**Moderate-Income**” households earn between 80 percent and 120 percent of the area-wide mean.
- “**Above Moderate-Income**” households earn more than 120 percent of the area-wide mean.

The State Department of Housing and Community Development (HCD) also utilizes these categories as the basis for establishing income levels in California counties.

Most federally and state funded housing programs, such as Community Development Block Grant (CDBG), and state HOME funds, are tied to these income limits and to federal poverty data. Each county's income level categories are determined by the median household income for households of different sizes. Table 4-6 illustrates the income limits established by HCD for Alameda-County in 2014.

Table 4-7: Maximum Household Income Levels, FY 2014

	1 person	2 person	3 person	4 person	5 person	6 person
Above Moderate (>120%)	--	--	--	--	--	--
Moderate (120%)	<u>\$78,550</u>	<u>\$89,750</u>	<u>\$101,000</u>	<u>\$112,200</u>	<u>\$121,200</u>	<u>\$130,150</u>
Low Income (80%)	<u>\$47,350</u>	<u>\$54,100</u>	<u>\$60,850</u>	<u>\$67,600</u>	<u>\$73,050</u>	<u>\$78,450</u>
Very Low Income (50%)	<u>\$32,750</u>	<u>\$37,400</u>	<u>\$42,100</u>	<u>\$48,750</u>	<u>\$50,500</u>	<u>\$54,250</u>
Extremely Low Income (30%)	<u>\$19,650</u>	<u>\$22,450</u>	<u>\$25,250</u>	<u>\$28,050</u>	<u>\$30,300</u>	<u>\$32,550</u>

Source: State Income Limits, 2014

At the time of the 2010 Census, approximately 15 percent of Fremont's households were considered to be Very-Low Income (including Extremely-Low Income) and another 11 percent were identified as Low-Income. Moderate and Above Moderate-Income households represented 74 percent of the City's total households. Over 50 percent of the City's households fall within the Above Moderate-Income category. Table 4-8 illustrates the share of households by income bracket in Fremont.

Table 4-8: Fremont Households by Income Level, 2010

Household by Income		Total
Very Low-Income (0 - 50%)	<u>10,365</u>	<u>15%</u>
Low-Income (51 - 80%)	<u>7,695</u>	<u>11%</u>
Moderate-Income (80%- 120%)	<u>11,790</u>	<u>17%</u>
Above Moderate-Income (>120%)	<u>39,105</u>	<u>56%</u>
Total Households	<u>68,955</u>	<u>100.00%</u>

Source: U.S. Census, American Community Survey 2006 - 2010

There is a need in the Fremont community for housing that is affordable to 26 percent of households in the low to extremely low-income ranges. Of this 26 percent, approximately half of the households are living in rental housing, which suggests a need for affordable rental housing as well. In 1990, the US Census reported that 4.2 percent of Fremont residents were living below the poverty level. In 2000, that number rose to 5.4 percent. According to the 2007 to 2011 American Community Survey (ACS), Fremont's poverty level has remained at 5.4 percent of the population in 2011.

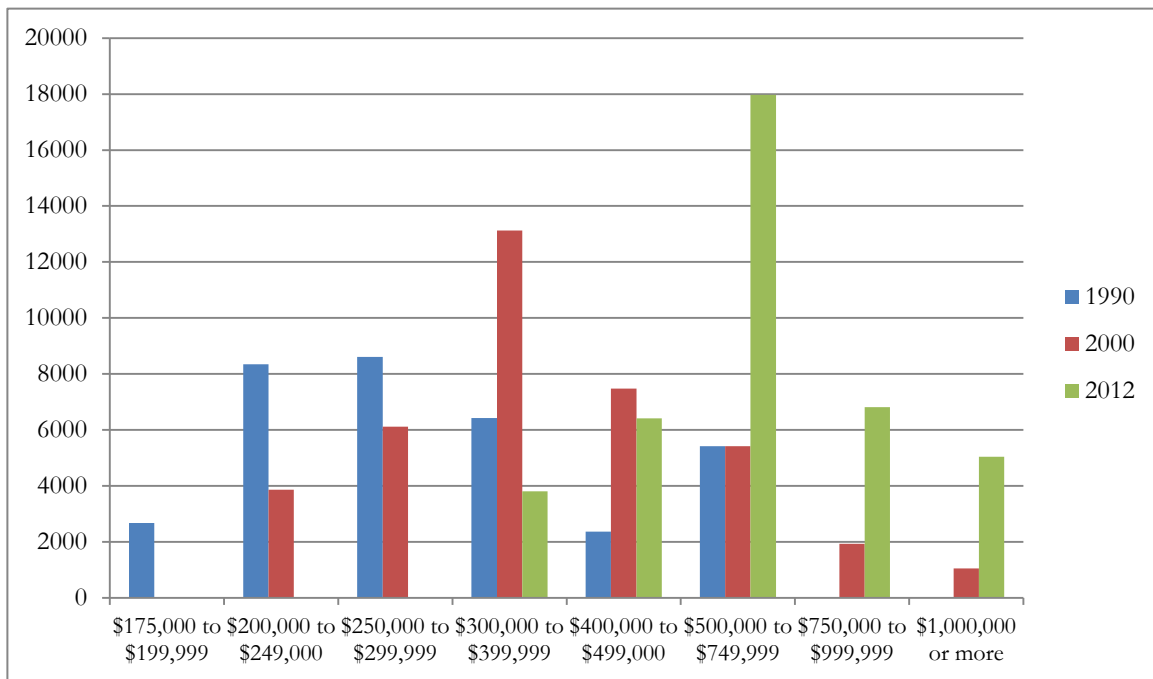
4.3.2 Local Housing Costs

Another one of the crucial indicators in evaluating a community’s housing market is the cost of housing. Over the past 30 years, the cost of buying or renting a home has increased more rapidly in the Bay Area than in the rest of the country, leaving the region with home prices that are among the highest in the nation.

Median housing values in Fremont have risen dramatically since 1990, when the median for owner-occupied housing units was \$263,400.¹⁰ Ten years later, the median value had jumped to \$354,300, an increase of 35 percent. By 2011, the median value had risen to \$624,500, an increase of over 50 percent. The dramatic increase in prices between 1990 and 2012 is clearly visible in Figure 4-8. Whereas most homes in Fremont were valued between \$175,000 and \$300,000 in 1990, most homes were valued over \$300,000 by 2000.¹¹ Figures 4-10 and 4-11 show the fluctuation in housing prices over the last decade. Despite a decrease in housing prices due to the recession, since 2012 housing prices have been increasing rapidly again and are comparable to their value at the start of the economic downturn in 2006. By 2012, only about one-third of the City’s housing stock was valued at less than \$500,000.

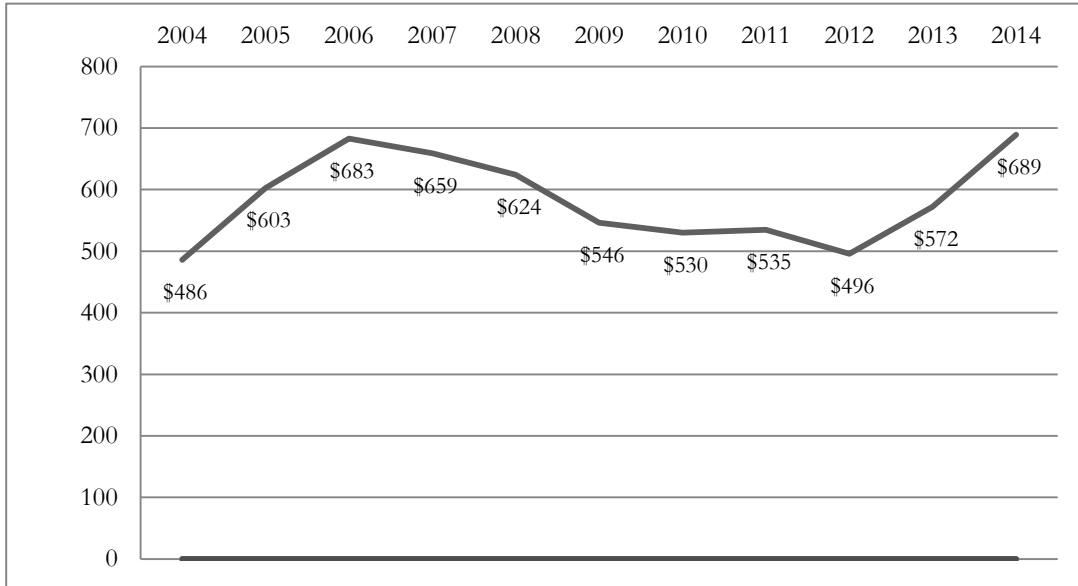
According to the East Bay Association of Realtors, homes in Fremont were selling for close to their asking price between 2012 and 2014, ranging from 100.4 percent of asking price in December 2012 to 100.68 percent of asking price in December 2013.¹²

Figure 4-10: Fremont Top 5 Values for Owner-Occupied Housing Units



Source: 1990 & 2000 U.S. Census, American Community Survey 2008-2012 5-year Estimate

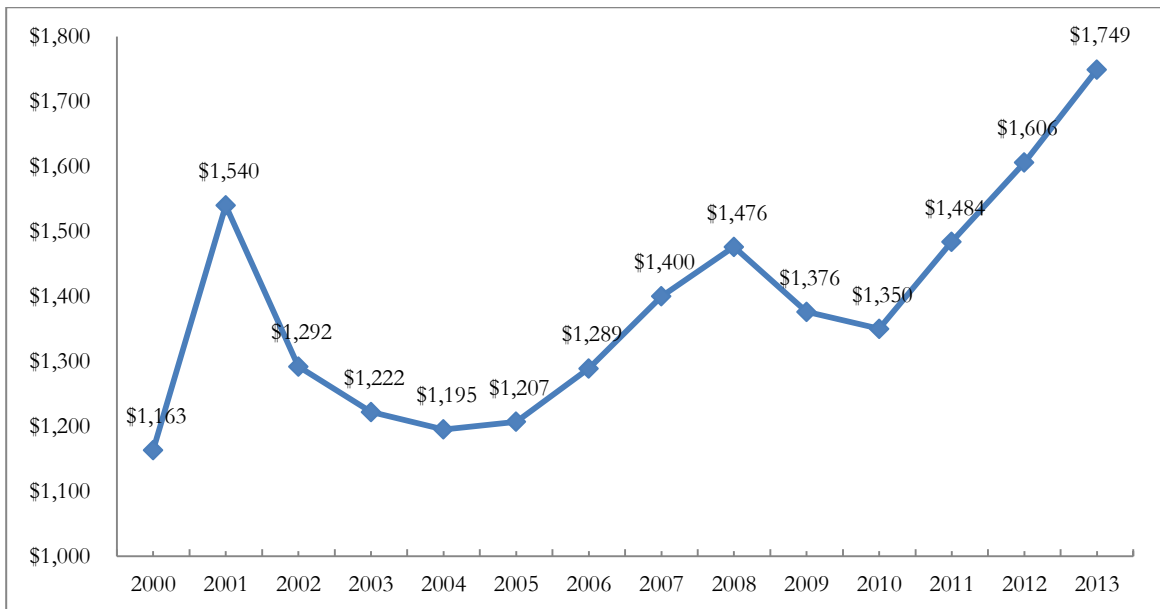
Figure 4-11: Housing Prices (in thousands) 2004 – 2014



Source: Zillow.com data

Rents in Fremont have fluctuated dramatically over the last decade as well as shown in Figure 4-12. The higher rents generally correspond with employment trends in Silicon Valley and the Bay Area—the stronger the job market, the higher the rents. Figure 4-12 shows that although there have been decreases between 2003 and 2004 and also between 2008 to 2010, rents have generally climbed with dramatic increases over the last three years.

Figure 4-12: Average Rent Trend for Fremont, 1999-2014



Source: RealFacts.com

During the recession, rental units became a more popular option in the wake of widespread housing foreclosures. As the economy resurges rents may be increasing due to demand from an improving jobs market and the lingering effects from the housing recession.

4.3.3 Overpayment and Overcrowding

Besides household income and housing costs, overpayment and overcrowding are also indicators of housing affordability. How much of a household’s income is dedicated to housing expenses? Additionally, how many people are living in a single housing unit to make housing affordable for them?

HUD has defined “affordable” housing as housing units that cost no more than 30 percent of a household’s gross monthly income, whether for rent or mortgage payments. This means that state and federal agencies consider a household to be “overpaying” when more than 30 percent of their gross monthly household income is spent on housing costs alone.¹³ For example, an “affordable rent” for a two person household with an annual income of \$40,000 would be \$1,000 per month (including utilities). Given the high cost of housing in the Bay Area, overpaying for housing is a common occurrence for all income levels.

However, the incidence of overpayment is the highest for those of limited income. Lower income households typically “overpay” for housing more frequently than moderate and above moderate income households. During the 1990s and 2000s, the price of housing in the Bay Area increased at a much faster rate than residents’ incomes, so that the percentage of those overpaying households increased. In 2010, more than 35 percent of all households in Fremont were paying 30 percent or more of their annual household incomes on rent or mortgages and related housing expenses. Of this percentage, just over 11 percent were low and very low-income households. Considering that low-income households comprise 23 percent of total households in Fremont, this means half of low-income households are overpaying for housing.

Table 4-9: Housing Overpayment in Fremont, 2010

	Extremely Low (≤30% of HAMFI*)		Very Low (30%-50% of HAMFI)		Low (51%-80% of HAMFI)		Moderate (>81% of HAMFI)		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Renter	2,000	72.3%	2,310	91.1%	2,605	66.5%	1,630	10.8%	8,545	35.2%
Owner	1,650	75.0%	1,600	178.8%	2,005	52.9%	11,380	31.8%	16,635	37.2%

Source: HUD CHAS Data based on American Community Survey 2006-2010 Estimate
 *HAMFI = HUD defined Median Family Income for the Oakland-Fremont Metropolitan Area

According to HUD, 2,310 very low-income renters and 1,600 very low-income owners were overpaying for their housing in 2010.¹⁴ A more detailed analysis of the extremely low income bracket is further discussed in Section 4.5.7. Although overpaying is common for the lower-income brackets, the problem is not limited to the lower income groups. As the table above

depicts, in 2010, a sizeable number of moderate income renters and homeowners were paying more than 30 percent of their monthly income towards housing. Approximately 11,380 people within the moderate income bracket in Fremont made enough to purchase a home, but were in danger of being unable to pay for their housing. This was an indication of the rapid inflation in housing costs, and the increasing share of income necessary to afford the median priced home or apartment in the City of Fremont and the SF Bay Area. Programs such as the Mortgage Credit Certificate program are aimed to educate and assist homebuyers who would like to own but need financial assistance to live and work within the City of Fremont.

Overcrowding is another issue that is common in the Bay Area region, due to both the high cost of owning or renting a home and lack of available housing to meet household size needs. Overcrowding is typically defined as more than one person per room, based on the U.S. Census’s definition of “room,” which excludes bathrooms, porches, balconies, foyers, halls or half-rooms. Severe overcrowding occurs when there are more than 1.5 persons per room. Overcrowding often results when there are not enough adequately sized units within a community, or when high housing costs relative to income force too many individuals or families to share housing. Overcrowding can also accelerate deterioration of the housing stock over time.

Overcrowded housing may be an indicator of an unmet affordable housing need, or it may be related to cultural preferences (for instance, for multi-generational families living together). According to the 2006-2010 ACS, approximately 2,150 households were living in overcrowded or severely overcrowded rental conditions.

Overcrowding is more common among renters than owners because apartment complexes often do not offer a sufficient number of larger units (i.e. three bedrooms or more) at affordable prices. In 2013, only 5 percent of Fremont’s apartment units were three bedrooms, and their average leasing price was approximately \$2,367 per month.¹⁵ There were no apartments in the City with four or more bedrooms. This data provides some insight to the need for larger size units, especially at affordable prices.

Table 4-10: Household Overcrowding, 2010

	Owner	Renter	TOTAL
Occupied	<u>44,685</u>	<u>24,285</u>	<u>68,970</u>
Overcrowded (1.0-1.5 people per room)	<u>865</u>	<u>1,685</u>	<u>2,550</u>
Severely Overcrowded (1.51 + people per room)	<u>135</u>	<u>465</u>	<u>600</u>

Source: HUD CHAS based on American Community Survey 2006-2010 Estimate

In 2010, overcrowded households represented 4.5 percent of the total households depicted in Table 4-10. The renter population is greatly affected by overcrowding, where the highest number of overcrowded households consisted of severely overcrowded renters.

4.3.4 Conclusions

Since 1990, home prices and rents have increase dramatically in Fremont, surpassing the rate at which household income is growing. As the portion of the Fremont population that pays more than 30 percent of their monthly income towards housing increases, the demand for affordable housing will also increase for all income groups of renters and owners. Fremont will need to continue to subsidize housing and offer financial assistance programs to try to meet this demand. Many of the programs, actions and objectives in Chapter 2 are meant to assist in meeting this need for affordable housing.

4.4 Employment

4.4.1 Employers and Jobs

One factor affecting population growth and housing is the local economy. Fremont provides housing not only to persons working in the City, but also for persons who work elsewhere. In fact, much of Fremont’s growth between 1970 and 2000 was fueled by job growth in Santa Clara County. By 2000, Fremont had become an employment center in its own right, with residents commuting in from as far away as Stockton.

Employment within a community or lack thereof, directly affects the demand for housing supply and the type of housing most needed. According to the U.S. Census, in 2000 there were 102,187 jobs in the City of Fremont and 104,545 employed residents. In 2011, the number of jobs increased to approximately 103,016, as did the number of employed residents going from 104,545 to 110,962. Table 4-11 provides a breakdown of employment by industry type.

Table 4-11: Employment by Industry 2000 and 2011

Industry Type	2000		2011	
	Number	Percent	Number	Percent
Agriculture, forestry, fishing and hunting, mining	163	0.2	<u>204</u>	<u>0.2%</u>
Construction	4,168	4.1	<u>4,198</u>	<u>4.1%</u>
Manufacturing	27,446	26.9	<u>21,499</u>	<u>20.9%</u>
Wholesale trade	4,539	4.4	<u>3,750</u>	<u>3.6%</u>
Retail trade	11,526	11.3	<u>9,410</u>	<u>9.1%</u>
Transportation, warehousing and utilities	4,234	4.1	<u>4,488</u>	<u>4.4%</u>
Information	4,890	4.8	<u>3,450</u>	<u>3.3%</u>
Finance, insurance, real estate, rental and leasing	5,902	5.8	<u>6,595</u>	<u>6.4%</u>
Professional, scientific, management administration	15,575	15.2	<u>19,091</u>	<u>18.5%</u>

Educational, health and social services	13,501	13.2	<u>18,706</u>	<u>18.2%</u>
Arts, entertainment, recreation and services	4,610	4.5	<u>6,439</u>	<u>6.3%</u>
Other services	3,117	3.1	<u>2,982</u>	<u>2.9%</u>
Public administration	2,516	2.5	<u>2,204</u>	<u>2.1%</u>
TOTAL	102,187		<u>103,016</u>	-

Source: US Census 2000, ACS-2007-2011

In 2000, the City’s four highest employment industries were manufacturing (26.9 percent); professional, scientific, management administration (15.2 percent); educational, health and social services (13.2 percent); and retail trade (11.3 percent). By 2011, the manufacturing and retail trade industries saw their shares of employees drop (to 20.09 percent and 9.1 percent, respectively). Both the professional, scientific, management administration (22.5 percent increase) and educational, health and social services (38.5 percent increase) industries saw percentage increases in employed residents.

In February 2014, the California Employment Development Department (EDD) estimated that the City of Fremont had close to 113,600 civilians in the labor workforce, however, only 108,200 civilians were working. Fremont’s unemployment rate was approximately 4.8 percent, which was lower than the rate of 6.7 percent for the entire County.

The City has a diverse economy, with employers that range from private and public high tech and manufacturing companies to health care to retail to government.

The City’s top ten largest employers in 2013 were:

1. Fremont Unified School District (FUSD)
2. Tesla
3. Washington Hospital
4. Lam Research Corporation
5. Western Digital
6. Boston Scientific/Target Therapeutics, Inc.
7. Seagate Magnetics
8. AXT Incorporated
9. Kaiser Permanente
10. City of Fremont
11. Office Depot

In Fremont, employees earn a wide array of salaries. According to the Bureau of Labor Statistics, on average, the Oakland-Fremont Metropolitan Area had a mean hourly wage of \$28.45 and a mean annual wage of \$59,885 as of May 2012.¹⁶ In 2010, there were 90,010 jobs within the City.¹⁷ This represented close to 14 percent of Alameda County’s total job base for that year. This is slightly less than in 2005, when there were 93,950 jobs in the City, which represented a 10 percent decrease from five years prior.¹⁸ With a decline in the number of jobs taking place in the wake of the technology downturn and most recent recession, including the loss of the NUMMI plant, the demand for new housing also declined. However, as the economy improves and new business, such as the opening of the Tesla plant, housing production should also begin to increase.

Along with a wide array of salaries, Fremont residents also work in a variety of locations. According to EDD, approximately 51.7 percent of the City’s residents were part of the City’s labor force in February of 2014. However, the majority of Fremont’s labor force does not work in the City. The following table depicts the commuting patterns of Fremont residents.

Table 4-12: Employment of Fremont Residents by Commuting Patterns, 2010

Commuting Pattern	2010	
	Number	Percent
Worked in Fremont	<u>31,570</u>	<u>32</u>
Worked outside of Fremont	<u>68,074</u>	<u>68</u>
Worked in Alameda County	<u>52,615</u>	<u>53</u>
Worked outside Alameda County	<u>47,029</u>	<u>47</u>
<u>Commute Time to Work</u>		
0-14 Minutes	<u>18,763</u>	<u>19</u>
15-29 Minutes	<u>30,064</u>	<u>30</u>
30-44 Minutes	<u>26,990</u>	<u>27</u>
45+ Minutes	<u>52,615</u>	<u>53</u>
Worked at Home	<u>47,029</u>	<u>47</u>

Source: MTC, Data Sources, CTPP Data, 2010 *Note: Numbers are mutually exclusive

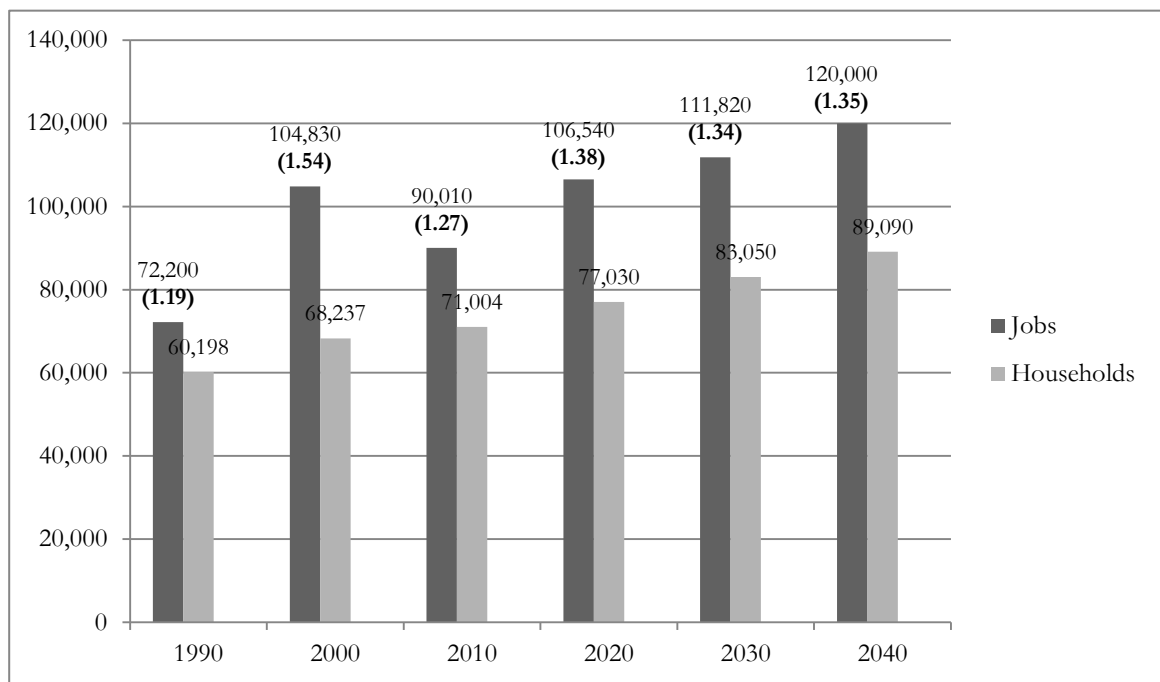
Because of Fremont’s desirable location in the greater San Francisco Bay Area region, much of the City’s workforce commutes to other cities and counties for jobs. The above table shows that in 2010, 68,074 or 68 percent of Fremont’s labor force worked outside the City. Of those commuting to work, the highest percentage were commuting 45 minutes or more to work.

According to ABAG projections, Fremont will regain these lost jobs and ultimately will add 32,410 new jobs from 2000 to 2030. By 2030, Fremont is expected to be the sixth-largest job center in the Bay Area. ABAG also estimates significant employment growth in areas directly adjacent to Fremont, including Milpitas and the Tri-Valley area of Dublin, Pleasanton and San Ramon, which may affect the demand on housing within the City.

4.4.2 Jobs to Housing Balance

ABAG projects that the rate of job growth in Fremont will actually exceed the rate of housing growth during the next several decades. While total jobs are expected to increase by 33 percent between 2010 and 2040, the number of households is expected to increase by 25 percent for the same time period. The story is similar in nearby communities. The increased number of new jobs relative to household growth could exert significant pressure on the City’s housing market.

Figure 4-13: Job and Household Growth Trends, 1990-2040



Source: ABAG [Plan Bay Area, 2014](#)

Figure 4-13 illustrates how the relationship between jobs and housing in the City is changing over time. Historically, the City was a bedroom community and had a jobs-housing ratio that was below the regional average. As Fremont matured, the number of jobs began increasing faster than the number of households. In 1990, there were 1.2 jobs per household in the City, compared to a regional average of 1.4. By 2000, the ratio had increased to 1.54 jobs per household in the City, which was on par with the regional average. However, as the housing demands continued to increase, the total number of jobs did not keep pace, showing a decrease in jobs per household from 2000 to 2010 when the ratio decreased to approximately 1.26 jobs per household. This decrease reflects the downturn in the economy that occurred during that

timeframe. Despite the decline during the recession, ABAG expects the longer term trend to continue in the future, with Fremont holding over 1.3 jobs per household in 2040.

Maintaining a jobs-to-housing balance is a major goal for the City of Fremont, as it is with most California cities. When jobs and housing are in balance, people are more likely to live and work in the same community. This not only improves the quality of life for many people, by reducing commute times to and from work, but also indirectly improves many other aspects of the community, such as reduced traffic, improved air quality, and increased community involvement.

4.4.3 Employment Trends

ABAG expects the number of jobs in Fremont to increase between 2010 and 2040 by 33 percent. By the year 2030, Fremont is expected to hold approximately 1.35 jobs per household. As shown in Table 4-13, the fastest growing category in the Bay Area is expected to be “Educational and Health Services” followed by “Professional and Business Services.” Within these larger categories the leading sectors are professional, scientific and technical services such as computer services and sectors associated with health care and social services for an aging population.

Projected employment trends in the Bay Area are consistent with the national trend for job growth. The national trends of slow growth in retail trade and finance are also expected in the Bay Area. Above-average job growth is expected in the Information sector led by Internet related services and in the number of self-employed residents as well as in the Leisure and Hospitality sector, which includes amusements, hotels and restaurants.

Table 4-13: Employment Trends, Bay Area Jobs by Major Industry (thousands), 2007-2040

	2007	2010	2020	2040	2007 - 2040
Farm	23.2	20.7	21.7	19.3	16.8%
Natural Resources and Mining	2.4	1.9	2.3	2.0	18.2%
Construction	193.9	130.5	184.3	211.2	8.9%
Manufacturing	348.0	308.3	319.1	291.3	16.3%
Wholesale Trade	129.2	113.6	134.9	136.3	5.5%
Retail Trade	343.1	308.0	345.4	360.4	5.0%
Transp., Warehousing & Utilities	102.2	90.5	111.1	119.4	16.8%
Information	113.4	111.0	139.6	147.5	30.0%
Financial Activities	201.4	170.6	210.4	219.2	8.8%
Professional & Business Services	581.1	547.1	719.8	912.8	57.1%
Educational and Health Services	385.6	410.5	516.5	655.0	69.9%

Leisure and Hospitality	332.5	324.3	392.7	462.5	39.1%
Other Services	112.1	109.3	139.2	156.8	39.9%
Government	486.0	457.5	482.6	530.1	9.1%
Self Employed	317.5	298.0	368.7	416.4	31.1%
Total Jobs	3671.6	3401.8	4088.3	4640.1	26.4%

Source: ABAG Projections, 2013

4.4.4 Conclusions

Fremont is projected to add more jobs than housing during the next decade and beyond. Continued job growth will fuel future housing demand in the City. The types of jobs will also influence housing demand based on affordability, as service and retail jobs will require housing that is commensurate in cost with income generated by these types of jobs. An ongoing challenge for the City and the region will be to maintain a balance between jobs and housing, as the economy continues to recover.

4.5 Special Needs Housing

The State of California has identified certain types of households that have special housing needs. These households have a more difficult time than most when trying to find a home suitable to their specific needs. State identified sub-populations that require special housing needs due to physical limitations, disabilities, life circumstances, and other factors include the following:

1. Farmworkers
2. Elderly Households
3. Disabled Households
4. Single Parent -Headed Households
5. Large Family Households
6. Homeless Households
7. Extremely Low Income Households
8. Linguistically Isolated Households

The eighth category, ‘Linguistically Isolated Households,’ is not required by the State of California; however, it is included here because these households are common in Fremont. Each of these groups is profiled below.

4.5.1 Farm workers

Farm worker households are also typically considered to be households with special needs. However, a review of all available data for the City of Fremont indicates that there are not substantial numbers of farm worker households within the City and, consequently, they are not

identified specifically as a group with special needs. The 2000 U.S. Census and American Community Survey 2007 – 2011 both identified less than one percent of the City’s labor force employed in the farming or agricultural work industry. Information from the State Employment Development Department (EDD) was also reviewed and indicated no significant number of workers employed in the agricultural sector in Fremont.

4.5.2 Elderly Households

Although the elderly population is in need of special housing types and services, the State also requires jurisdictions to acknowledge the sheer increased size of the older adult population. The number of elderly persons as a percentage of total U.S. population is expected to continue to increase due to the aging of the "Baby Boom" generation, lower birth rates in recent years, and extended life expectancies. It is expected that persons aged 65 years and older will comprise more than 22 percent of the U.S. population by 2030 (or 65 million). Older adults are a substantial segment of the community’s population. In 1990, residents 65 year and over made up 6.5 percent of the community. In 2000, this age group jumped to 8.3 percent and then again by 2010 to approximately 10.1 percent of Fremont’s population.

ABAG has provided projections for age distribution to 2030 for the entire region. These estimates indicate that the 65+ population will increase by almost 62 percent in the next 30 years, causing the region’s median age to rise from 34.5 to 42.4 years old. This large increase means growing demand for a range of housing types, such as independent living facilities, assisted housing or congregate care facilities, group homes, etc.

Many of the City’s elderly households have fixed incomes and must balance housing costs with growing health care expenses and other costs. In 2010, 6.9 percent of the elderly population (65+ and over) were living below the poverty level in the City. Table 4-14 shows that the median income of seniors is typically far lower than for other age groups.

Table 4-14: Median Household Income by Age Group, 2012

Total Median Household Income	\$99,169
Householder under 25 years	\$59,942
Householder 25 to 44 years	\$110,030
Householder 45 to 64 years	\$105,374
Householder 65 and above	\$44,995

Source: U.S. Census 2000

In order to maintain satisfactory living conditions, the elderly often need access to housing that can suit them at all stages of their life. For some seniors, monthly costs for housing are low because they own their homes free and clear or have very low monthly payments. Still, some seniors must use home equity in some form to pay for day-to-day and medical expenses. Others have sold their homes and moved to smaller units. Not all senior households have this option, however. Some seniors do not own their own homes. Many seniors may have difficulty relocating or may wish to “age in place.” Others may wish to remain near family members,

friends and health care services. In 1990, Fremont had close to 4,524 elderly homeowners and 1,717 elderly renters. In 2000, that number increased to 6,844 owners and 1,850 renters. By 2010, the number had increased yet again to 8,341 owners and 2,549 renters. Table 4-15 breaks down tenure and age groups for the elderly population in Fremont from 1990 to 2010.

Table 4-15: Elderly Population by Tenure

1990			
Householder Age	Owners	Renters	Total
65-74 years	3,159	845	4,004
75 plus years	1,365	872	2,237
Total	4,524	1,717	6,241
2000			
Householder Age	Owners	Renters	Total
65-74 years	4,353	828	5,181
75 plus years	2,491	1,022	2,153
Total	6,844	1,850	7,694
2010			
Householder Age	Owners	Renters	Total
65-74 years	<u>4,732</u>	<u>1059</u>	<u>5,791</u>
75 plus years	<u>3,609</u>	<u>1,490</u>	<u>5,099</u>
Total	<u>8,341</u>	<u>2,549</u>	<u>10,890</u>

Source: US Census, 1990, 2000, and 2010

NOTE: This data is measuring the number of elderly PEOPLE, aged 65+ years as defined by the US Census as “elderly.”

The following data displays the combination of elderly household income and tenure, showing that close to half of elderly households who owned their home and over 65 percent of elderly renter households fall within the low to extremely low income bracket.

Table 4-16: Elderly Households by Income and Tenure

Income Level	Elderly Owner	Elderly Renter
ELI	<u>770</u>	<u>785</u>
VLI	<u>1,119</u>	<u>297</u>
LI	<u>1,333</u>	<u>184</u>
MI & AMI	<u>3,493</u>	<u>654</u>
Total	<u>6,715</u>	<u>1,920</u>

Source: CHAS Data, based on American Community Survey, 2006-2010

NOTE: This data is measuring the number of elderly HOUSEHOLDS, aged 62+ years old.

The data suggests that Fremont should take a dual approach to senior housing. On the one hand, it will be important to continue to develop subsidized rental housing that will be accessible to elderly, low-income renters. Perhaps even more important, though, given the

numbers, is to develop strategies to assist seniors to stay in their existing homes. In some cases, these strategies might involve financial assistance. In others, these strategies might entail programs such as in-home support services that enable seniors to remain in their homes, as well as design features that make it easier for seniors to stay in their homes. As Fremont's population ages, both of these strategies will grow in importance.

Fremont currently has 11 rental housing complexes offering independent and assisted living for very low to extremely low-income senior citizens. Of these complexes, four are open only to seniors and disabled individuals. These housing complexes are detailed in Section 4.6.7, At Risk Housing.

Fremont is nationally recognized for the variety and the scope of its support services for seniors. Programs offered by or funded by the City include transportation, in-home service coordination and health care and home-delivered meals, among many others. Maintaining and strengthening these supportive programs will be an important component of Fremont's housing strategy for the senior population. Chapter 2 discusses the detailed programs being implemented to continue supportive programs for the elderly population in Fremont.

4.5.3 Disabled Households

Persons with disabilities often have difficulty finding affordable, adequate and supportive housing that can suit their distinct needs. This segment of the population, which includes those living with mental, physical, and developmental disabilities, needs to have access to affordable and adaptable housing types. The U.S. Census defines a disability as, "a long-lasting physical, mental, or emotional condition (that) can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can also impede a person from being able to go outside the home alone or to work at a job or business." A "developmental disability" is further defined by the State as a lifelong disability caused by a mental and/or physical impairment manifested prior to the age of 18 and expected to be lifelong. Developmental disabilities include mental retardation, cerebral palsy, epilepsy, autism, and other conditions needing services similar to a person with mental retardation. According to the federal definition, a developmental disability is a severe, life-long disability attributable to mental and/or physical impairments, manifested before age 22.

In addition to specific physical housing needs, the majority of persons with disabilities live on an income that is significantly lower than the non-disabled population. Many of these individuals live on a fixed income, severely limiting their choice and ability to pay for housing.

In 2012, there were 15,774 persons classified as having a disability within the City, with approximately half males and half females.¹⁹ Table 4-17 depicts the distribution of persons with a U.S. Census defined disability by disability type.

Table 4-17: Persons with Disabilities by Disability Type, 2012

	Number	Percent
Total Disabilities	<u>15,774</u>	<u>100%</u>
Total Disabilities Ages 5-64	<u>7,906</u>	<u>50.1%</u>
Sensory Disability	<u>1,635</u>	-
Physical Disability	<u>993</u>	
Mental Disability	<u>3,425</u>	-
Self-Care Disability	<u>3,509</u>	
Go-outside-home disability	<u>1,731</u>	-
Employment Disability	<u>2,818</u>	
Total Disabilities Ages 65 & Over	<u>7,845</u>	<u>49.7%</u>
Sensory Disability	<u>3,038</u>	
Physical Disability	<u>1,461</u>	-
Mental Disability	<u>2,079</u>	
Self-Care Disability	<u>5,073</u>	-
Go-outside-home disability	<u>2,826</u>	

Source: US Census, 2000 SF: P3, P4, H3, And H4

Note: Civilian, non-institutionalized persons only, disabilities and practical limitations include non-temporary physical and mental health conditions. Some persons reported more than one disability, **so these figures should not be aggregated.

Table 4-18: Estimated Persons with Developmental Disabilities in Fremont, 2013

<u>Age</u>						
<u>0-14</u>	<u>15-22</u>	<u>23-54</u>	<u>55-65</u>	<u>65+</u>	<u>Total</u>	<u>Est. Housing Need</u>
<u>860</u>	<u>460</u>	<u>880</u>	<u>200</u>	<u>118</u>	<u>2518</u>	<u>827 Units</u>

Source: Estimate from Regional Center of the East Bay (RCEB), Area Board 5

There are several different challenges associated with meeting the housing needs of those who are disabled. Specialized housing must respond to a myriad of different disabilities, recognizing the varying degrees of disability and the progressive stages of disabling illnesses. Housing for the disabled can range from institutional care facilities to facilities accommodating partial or full independence (i.e. group care homes, residential care facilities). Supportive services such as physical therapy and employment assistance may also need to be integrated on-site.

Many developmentally disabled persons can live and work independently within a conventional housing environment. More severely disabled individuals require a group living environment

where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

Disabled people with mobility limitations require housing that is physically accessible. Examples of such “universal design” provisions include widened doorways, hallways, ramps and modification to bathrooms and kitchens to accommodate specialized mobility needs. Developers are required by State law to offer such features to buyers of new homes, but there is currently no State requirement to include these features unless requested (and paid for) by the home purchaser.

The City has a number of housing projects that can accommodate a range of age groups and disability types. As of May 2014, the City has 22 housing complexes (totaling approximately 850 units) that offer assisted housing specifically to disabled residents. Of these complexes, three are solely open to mentally or physically disabled adults (Lincoln Oaks, Pacific Grove and Redwood Lodge). Section 4.6.7 lists existing housing complexes specifically available to disabled persons with very low to extremely low incomes.

Housing for the disabled serves those with a variety of special needs. For example, Fremont has a sizeable deaf population, due in part to the presence of the California School for the Deaf. To meet the needs of this population, the city and a non-profit developer partnered to develop Fremont Oak Gardens, a 50-unit development specially designed for deaf seniors. Each housing unit has amenities for deaf individuals including visual cues (flashing strobe lights, video cameras), special telephone and internet wiring, and other features.

However, in addition to physical adaptability for a portion of the disabled population, other supportive services are a key component for helping those living with mental illness and other types of disabilities not recognized by the previous U.S. Census. The City recognizes this vast array of needs among the disabled population, and goals within this updated Housing Element are included to address equal access to housing and also the availability of supportive services to help people stay housed, alongside the existing programs to support and assist with funding affordable housing developments and housing unit rehabilitation or modification. The programs aimed at supporting the disabled population in their ability to adapt housing and pay for housing is detailed in Chapter 2, Goals 5 and 7.

4.5.4 Single Parent Households

The percentage of families with two parents is declining, and a growing number of families are headed by a single parent. In particular, Government Code Section 65583(a) (7) requires an analysis of female-headed households within the City. The number of women rearing children alone in the America has more than doubled in the last two decades, making single mothers a significant population in the nation. Single parent households, in particular female-headed households, generally have lower-incomes and higher living expenses, often making the search for affordable and sufficient sized housing difficult.

The 2010 U.S. Census reported that Fremont had 10,452 families that were headed by a single person rather than a married couple. Of these families, more than half were female-headed households, however, it is also important to note that in 2010, more than half of these female-headed households did not contain children under the age of 18. As previously identified in Section 4.2.3 the City of Fremont’s households are mainly composed of two-people households both with and without children under the age of 18.

The 2010 Census shows that there has been a 17 percent increase in the number of female headed households over a ten year period. While the female headed households with children under the age of 18 years has seen a growth of 11 percent, there has been a significant 25 percent increase in those without children under 18 years of age. Essentially over the last decade, the total number of female-headed households has not increased, but the proportion of households with young children has increased within the City. The following table depicts the single-parent population in Fremont based on 2010 Census data.

Table 4-19: Single-Parent Households in Fremont, 2010

Householder Type	Number	Percent
<i>Total Households</i>	<u>71,004</u>	<u>100.0%</u>
<i>Total Female-Headed Households</i>	<u>7,070</u>	<u>10.0%</u>
Female Heads with Children under 18	<u>3,217</u>	<u>4.5%</u>
Female Heads without Children under 18	<u>3,853</u>	<u>5.4%</u>
<i>Total Male-Headed Households</i>	<u>3,382</u>	<u>4.8%</u>
Male Heads with Children under 18	<u>1,268</u>	<u>1.8%</u>
Male Heads without Children under 18	<u>2,114</u>	<u>3.0%</u>

Source: US Census, 2010

A comparison of household income data provides important information regarding single parent households, especially those headed by women. The median income for all married couples with children was approximately \$120,860 in 2012, while the median for female-headed households was \$52,112. In addition to lower incomes, single parent households are also more likely to require child care assistance, which reduces the income available for housing. The gap in income level makes it more difficult for the female-headed households to secure decent and affordable housing. Table 4-20 shows the percentage of single-parent households in Fremont that are considered below the poverty level. The number of female-headed households below the poverty level far exceeds the number of male-headed households living below the poverty level.

Table 4-20: Single-Parent Households in Fremont, 2012

Householder Type	Number	Percent
Total Family Households Under the Poverty Level	1,971	2.8%
Total Female-Headed Households Under the Poverty Level	875	1.3%
Total Male-Headed Households Under the Poverty Level	143	.2%

Source: US Census, 2010

The City recognizes the need for assistance of those single-parent households struggling to afford housing in Fremont. Section 4.5.6 details some of the available facilities for female-headed households, especially those who have experienced any type of domestic violence. Additionally, the EveryOne Home Plan, although aimed at ending homelessness in Alameda County, also focuses on the needs of single mothers who often times are in danger of becoming homeless due to the rising costs in not only housing, but child and health care. Chapter 2 also details the various supportive housing programs being implemented for the planning period of this Element.

4.5.5 Large Family Households

“Large Households” contain five or more persons. In the 2010 U.S. Census, approximately 14.0 percent of all Fremont households met this definition. Because of high housing costs and competing expenses (for child care, food, health care, travel, etc.), large households may have difficulty finding suitable housing in a community. In addition to cost of larger sized housing, the available stock may also be limited.

Table 4-21: Number of Persons by Household Tenure

	1-4 Persons		5+ Persons		TOTAL	
	Number	Percent	Number	Percent	Number	Percent
Owner	38,093	85.7%	6,370	14.3%	44,463	100%
Renter	23,000	86.7%	3,541	13.3%	26,541	100%
TOTAL	61,093	86.0%	9,911	14.0%	71,004	100%

Source: US Census, 2010 (SF3:H17)

Fremont has historically contained a greater number of larger households than Alameda County as a whole. This may be due to a number of reasons, however, more recently, the phenomenon of multi-generational housing has created households with a larger number of members. In addition to parents and children, these families also extend their households to include grandparents and sometimes immediate relatives. Another household phenomenon taking place, especially in parts of the State with a higher cost of living, is the occurrence of “boomerang” children, or adult children who cannot afford to live alone in the Bay Area region and move back into their parents’ household. This could also be the cause of larger households in the City.

Table 4-22: Large Households by Income Level

Income Level	5+ Persons		TOTAL
	Renter	Owner	
Extremely Low-income	<u>265</u>	<u>55</u>	<u>320</u>
Very Low-income	<u>300</u>	<u>190</u>	<u>490</u>
Low-income	<u>385</u>	<u>510</u>	<u>895</u>
Moderate- and Above Moderate-income	<u>1,015</u>	<u>4,560</u>	<u>5,575</u>
TOTAL	<u>1,965</u>	<u>5,315</u>	<u>7,280</u>

Source: HUD CHAS Tables, based on American Community Survey 2006-2010

The majority of large households, 76.5 percent, or 5,575 large family households, are earning a household income of moderate or above moderate levels. This is roughly 81 percent of the area median income.

Approximately half of Fremont’s housing stock contains three or more bedrooms. This, again, may be due to Fremont’s historic tendency to house larger families than the rest of the County. However, the number of housing units available with five bedrooms is significantly less and represents only five percent of the total housing stock. Similarly, the number of units available

Table 4-23: Total Number of Units by Bedroom Size

No bedrooms	<u>708</u>
1 bedroom	<u>9,438</u>
2 bedrooms	<u>18,109</u>
3 bedrooms	<u>25,593</u>
4 bedrooms	<u>17,408</u>
5 bedrooms	<u>3,705</u>
TOTAL	<u>74,961</u>

Source: US Census, American Community Survey 2012 5-Year Estimate

The City does continue to push for larger households units, continually approving new projects with 3 or more bedroom floor plans. The City is encouraging and developing incentives to promote the development of larger sized affordable units. Following is a listing of existing and also new projects (both rental and ownership) that provide restricted affordable housing units with 3 or more bedrooms:

Existing Below Market Rate Rental Housing:

Archstone (3 bedroom units)
Baywood (3 bedroom units)
Central Park Terrace (3 bedroom units)
Glen Haven (3 bedroom units)
Glen View (3 bedroom units)
Irvington Terrace (3 bedroom units)
Main Street Village (3 bedroom units)
Maple Square (3 bedroom units)
Oroysom Village (3 bedroom units)
Pickering Place (4 and 3 bedroom units)
Park Vista (3 bedroom units)
Rotary Bridgeway (3 bedroom units)
Sundale Arms (3 bedroom units)

Existing and New Below Market Rate Ownership Housing:

Castilleja (4 bedroom homes)
Cedarbrook (4 bedroom homes)
Cascade (3 bedroom homes)
Durham Road Offsite (3 bedroom)
Hummingbird (3 bedroom homes)
Irvington Commons (3 and 4 bedroom units)
Laredo (3 bedroom homes)
ParkLane West (4 and 3 bedroom homes)
Persimmon Park Offsite (3 bedroom)
Sonora (3 bedroom homes)
Tavenna (3 bedroom homes)
Villa d'Este (3 bedroom homes)

4.5.6 Homeless Households

Housing for the homeless is a significant social concern in California, including Fremont and Alameda County. The State has one of the largest populations of homeless in the nation, where almost one in every 100 Californians is affected by homelessness. Since 2003, the Alameda County Housing and Community Development Department has conducted point-in-time biennial Homeless Counts per HUD mandate. On January 30, 2013, the Alameda County Housing and Community Development Department counted 4,264 homeless individuals living within Alameda County.

The County used their County-wide Homeless Management Information System (HMIS) to further assess homeless demographic information at the city- level, and based on HMIS data, to estimate the spread of the 4,264 estimated homeless to each jurisdiction in the County. While the homeless count is more accurate, it does not provide the demographic breakdown and information. The HMIS data provides an estimate of 248 homeless in Fremont in 2013. A breakdown of the type of homeless population in Fremont is provided in Table 4-24. The homeless estimates, using HMIS database demographics, are slightly higher than what is

reflected in the last 2013 Homeless Count. The assigned spread of 2013 Homeless Count information estimates that of the 4,264 homeless counted in Alameda County, Fremont’s share is 230.

Key findings in the 2013 report indicate that the overall number of people homeless in Alameda County is essentially the same as in 2011. The count follows a period of decline, most notable in 2007 and 2009. Since 2003, however, there has been a 16 percent reduction in the number of homeless people and in the rate of homelessness in Alameda County. This reduction is encouraging, however, it also suggests that over the last two years, despite programs in place to house nearly 2,000 homeless people, just as many people are becoming homeless each year.

The homeless population is attributed to various factors ranging from decreasing federal housing funds and increasing housing cost, to social issues surrounding mental illness, substance abuse and domestic violence. “Homelessness is a symptom of a wide range of challenges and characteristics in people who happen to share the problem of lacking a permanent residence.”²⁰

The most comprehensive document highlighting the homeless population’s needs in Alameda County is the EveryOne Home Plan, a collaborative countywide effort to prevent and end the cycle of homelessness. EveryOne Home is a multi-jurisdictional comprehensive plan that “coordinates three systems of services—housing, mental health and HIV/AIDS—in recognition of the importance of systems integration in ending homelessness.”²¹ The City of Fremont is a member of the Every One Home collaborative initiative and adopted the Plan in January 2007. This Plan establishes five major goals, one of which is to, “increase the housing opportunities for the plan’s target populations,” including the homeless, mentally disabled and those living with HIV/AIDS. By adopting the Plan, Fremont has pledged to end the cycle of homelessness by providing and continually adding the needed services, housing and other assistance that are in accordance with this county-wide plan.

The City has worked to increase opportunities for the homeless families and individuals for housing. Chapter Four of the element examines the City’s existing housing stock and housing assistance programs and services for homeless and transitional families or individuals in Fremont.

Table 4-24: Homeless Population of Fremont and Alameda County

Demographics	Fremont	Alameda County
Household Composition		
<u>Persons in households with at least one adult and one child</u>	<u>89</u>	<u>1,342</u>
<u>Persons in households with only children</u>	<u>0</u>	<u>10</u>
<u>Persons in households without children</u>	<u>159</u>	<u>2,912</u>
TOTAL	<u>248</u>	<u>4,264</u>
Gender		

<u>Male</u>	<u>58%</u>	84%
<u>Female</u>	<u>42%</u>	13%
Age		
<u>Under 5</u>	<u>8%</u>	
<u>6-12</u>	<u>6%</u>	
<u>13-17</u>	<u>4%</u>	
<u>18-21</u>	<u>2%</u>	
<u>22-24</u>	<u>4%</u>	
<u>25-40</u>	<u>23%</u>	
<u>41-60</u>	<u>48%</u>	
<u>61 and up</u>	<u>6%</u>	
Race/Ethnicity		
<u>White</u>	<u>55%</u>	36.1%
<u>Black or African American</u>	<u>24%</u>	39.%
<u>Asian</u>	<u>4%</u>	.8%
<u>Native American or Alaskan Native</u>	<u>4%</u>	4.5%
<u>Native Hawaiian or Other Pacific Islander</u>	<u>2%</u>	1.4%
<u>Native American or Alaskan Native and White</u>	<u>2%</u>	5.9%
<u>Asian and White</u>	<u>2%</u>	0
<u>Black or African and White</u>	<u>2%</u>	.2%
<u>Native American or Alaskan Native and Black or African American</u>	<u>1%</u>	1.7%
<u>Other-Multi-Race</u>	<u>3%</u>	1.5%
<u>Asian and Black or African American</u>	<u>0%</u>	0
<u>Other – Unknown</u>	<u>1%</u>	8.1%

Source: Alameda County: 2013 Alameda Countywide Homeless Count and Survey Report

The City has implemented a number of programs to aid the homeless population, including social, medical and housing services. Table 4.25 summarizes housing resources for homeless residents in Fremont.

Several emergency shelters have been developed to help meet the needs of Fremont’s homeless population. Emergency shelters and temporary housing units are allowed (by conditional use permit) in all residential, general industrial, neighborhood commercial, community commercial and thoroughfare commercial zones. The City also allows transitional housing for persons at risk of homelessness, or who are transitioning from homelessness to a permanent living situation, in these zones. Transitional housing resembles conventional apartments in appearance, but usually contains on-site social services, job counseling, and other resources designed to assist residents in obtaining and keeping permanent housing. The table below

identifies housing developments that offer shelter for families and individuals in transition with an asterisk (*).

According to recent state legislative amendments, SB 2 (Chapter 633) requires every California city and county to engage in a more detailed analysis of emergency shelters and transitional and supportive housing in their Housing Elements. The bill specifically requires that emergency housing facilities be allowed by right (i.e., without a use permit) somewhere in the jurisdiction in each community’s zoning ordinance. In Fremont, the I-L, or Light-Industrial Zone, allows these facilities by right. The legislative amendments made by the City of Fremont to abide by the SB2 are discussed in greater detail in Chapter 5.

Table 4.25: Existing Fremont Homeless Housing Assistance Resources

Program Name	Description
<i>Alameda County EveryOne HOME Consortium Plan</i>	Countywide plan to stabilize housing and prevent homelessness for the long-term. Program is aimed at homeless families and individuals with debilitating health conditions including serious mental illness, HIV/AIDS and other chronic conditions. The City of Fremont has adopted the EveryOne HOME plan, which allows the city to spend 15 percent of the federal resources specifically on development or rehabilitation of affordable housing.
<i>Abode Services Sunrise Village*</i>	Emergency shelter and support center for homeless families and individuals. Fremont partially funds this facility that is 17,500 sq. ft. and can house up to 66 people for up to 3 months at a time.
<i>Safe Alternatives to Violent Environments (SAVE)*</i>	Shelter for victims of domestic violence in Fremont. The City provided CDBG monies to help finance this 22 person facility for women and children.
<i>Project Independence Tenant Based Rental Assistance</i>	Assists young adults emancipating from foster care by providing housing and skill development. The City provides rental subsidies for these youth.
<i>Eden I & R, 211 Hotline</i>	Fremont funded Eden I & R, a 24 hour 211 hotline to assist families, singles, disabled and homeless locate affordable housing
<i>Homeless Outreach for People Empowerment Project (HOPE)</i>	Fremont is the fiscal agent for this federally-funded, mobile van that provides multi-disciplinary services to the homeless in South and East County.
<i>Housing Scholarship Program</i>	Fremont provides rent reduction to scholarship households while in training and working toward self-sufficiency. This program often helps young adults on the verge of becoming homeless, who are often times trying to balance a job, school and sometimes children. The program places 20 to 25 on average.
<i>Bridgeway Apartments*</i>	These 26 apartments target low-income families and individuals and people with special needs who require consistent access to social services to live independently. This group includes the elderly, the disabled, the homeless, those in transition, disadvantaged youth, battered women, the mentally ill and those suffering from HIV/AIDS or recovering from substance abuse problems.

Fremont Warming Shelter In 2012, the City opened a Warming Center, which provided opportunity for homeless individuals and families to get out of the cold and wet weather and find safe refuge. The City will resume warming center operation in the winter season.

AC Impact Alameda County Impact Supportive Housing is operated by Above Services in collaboration with the City of Fremont, EveryOne Home and the Cities of Oakland, Hayward, Berkeley, and Livermore. The program serves homeless persons who have multiple barriers to housing and who are frequent users of public systems, with an emphasis on chronically homeless.

Fremont Family Resource Center Homeless Prevention “Stay Housed.” the City’s HOME funded tenant based rental assistance program, is designed to assist individuals and families in securing and/or staying housed not only for the short-term, but to assist families to maintain housing over the long-term.

Source: City of Fremont: Human Services, Community Development Department

(*) programs noted with an asterisk serve both the homeless and those in need of transitional housing.

4.5.7 Extremely Low Income Households

Extremely low-income (ELI) is defined as households with income less than 30 percent of area median income. HUD estimated the area median income in Alameda County in 2014 to be \$93,500. ELI households were, therefore, those with an income under \$19,650 for a single-person household or \$28,050 for a four-person household.

ELI households are the most vulnerable to adverse circumstances of all income levels. These households generally are headed by low-wage service workers or by individuals receiving public assistance such as Social Security Insurance (SSI) or disability insurance. The following are examples of occupations with 2013 wages that could qualify as extremely low income households.

Table 4-26: Possible Occupations for Extremely Low Income Households

Occupation Title	Median Hourly Wage	Mean Annual Salary
Waiter & Waitress	<u>\$10.36</u>	<u>\$21,552</u>
Dishwashers	<u>\$10.40</u>	<u>\$21,642</u>
Cleaners: Vehicle & Equipment	<u>\$11.78</u>	<u>\$24,496</u>
Service Station Attendant	<u>\$11.28</u>	<u>\$23,469</u>
Manicurists & Pedicurists	<u>\$9.10</u>	<u>\$18,930</u>
Laundry & Dry Cleaning Workers	<u>\$12.10</u>	<u>\$25,159</u>

Source: Employment Development Department: Occupational Employment Statistics, Quarter 1, 2013, Alameda County

In 2010, there were approximately 4,965 ELI households in Fremont, which represents approximately seven percent of the total number of households city-wide. The majority of ELI

households rented, but a significant minority owned their own homes. However, both groups struggled with the problem of overpayment. The following table describes the monetary characteristics of these households:

Table 4-27: Housing Needs for Extremely Low Income Households

	Renters	Owners	TOTAL
Total Number of ELI Households	<u>2,200</u>	<u>2,765</u>	<u>4,965</u>
Percent with Any Housing Problem	<u>75%</u>	<u>75%</u>	<u>75%</u>
Percent with Cost Burden (30% of income)	<u>75%</u>	<u>72%</u>	<u>74%</u>
Percent with Severe Cost Burden (50% of income)	<u>56%</u>	<u>67%</u>	<u>62%</u>
Total Number of Households	<u>44,685</u>	<u>24,285</u>	<u>68,970</u>

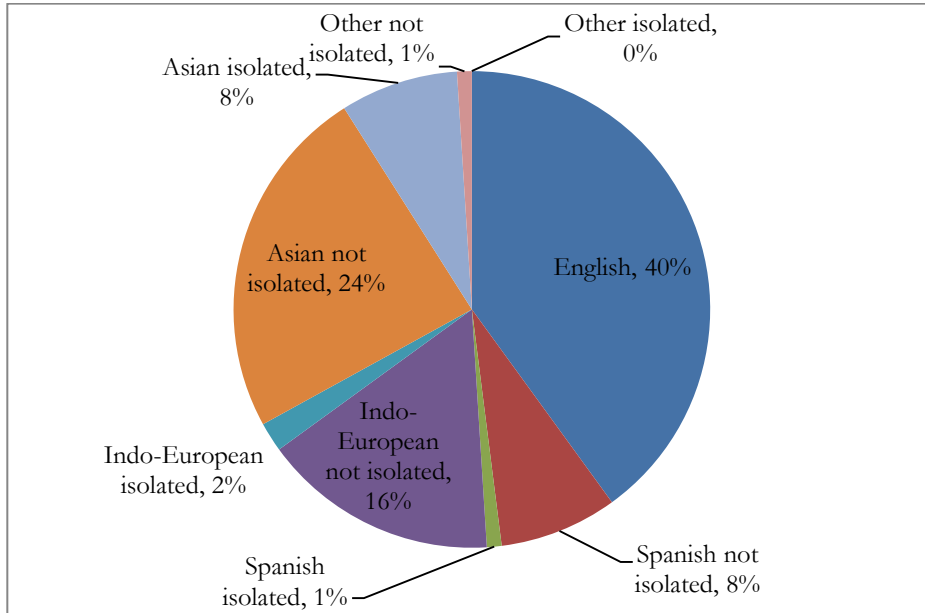
Source: HUD CHAS tables, based on American Community Survey 2006-2010

Because ELI households have special needs, the City has taken steps to promote the development of housing types that might serve ELI residents. The Housing Element has added a goal to focus on supportive services. These services can range from on-site child care to job-skills training to counseling. By encouraging the provision of supportive services in conjunction with the development of affordable housing, especially ELI housing, the hope is to assist residents so that they remain housed. In addition, Action 3.01 C in Chapter 2 calls for the City to strive to develop affordable housing for ELI households commensurate with the need.

4.5.8 Linguistically Isolated Households

The U.S. Census defines a linguistically isolated household as one that does not contain any person over 14 years who can speak English “very well.”²² Figure 4-14 shows that 11 percent of Fremont’s households were linguistically isolated in 2012, which is relatively high even in a state as diverse as California. The U.S. Census noted that the “western states had the greatest number and proportion of non-English-language speakers.”²³

Figure 4-14: Fremont Households Linguistically Isolated



Source: American Community Survey 2008-2012

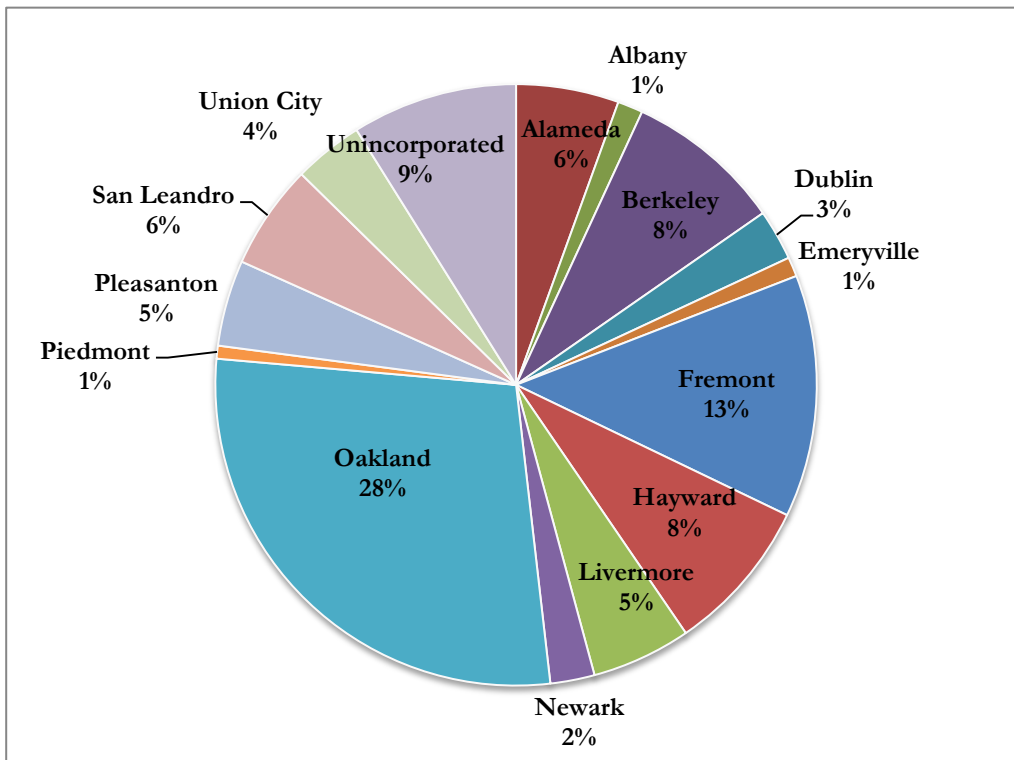
The U.S. Census Bureau identifies linguistically isolated households because the “ability to speak English plays a large role in how well people can perform daily activities,” which could include the need to communicate with government and service providers about housing needs.²⁴ A linguistically isolated household is typically not familiar with the traditional channels to obtain housing assistance, is unable to comprehend literature providing directions on how to get assistance or ask for help, and may have cultural barriers that preclude seeking help. These households also may include undocumented residents and may be wary of communicating with service providers.

Instead these households must utilize non-traditional channels to acquire housing information, such as the religious community, non-profit organizations and immigrant service organizations. Sustaining connections to linguistically isolated households through these organizations is crucial, especially for a diverse community like Fremont.

4.6 Fremont’s Housing Stock

In addition to population demographics and household income, an evaluation of household characteristics is necessary when assessing Fremont’s housing needs. The following sections of this report examine the physical and financial characteristics of Fremont’s homes. According to the U.S. Census Bureau, “a household includes all the people who occupy a housing unit as their usual place of residence.” In 2010, the City had the second highest number of households in Alameda County (see Figure 4-15).²⁵ About one in seven Alameda County households is in Fremont.

Figure 4-15: Share of Households in Alameda County Jurisdictions, 2010

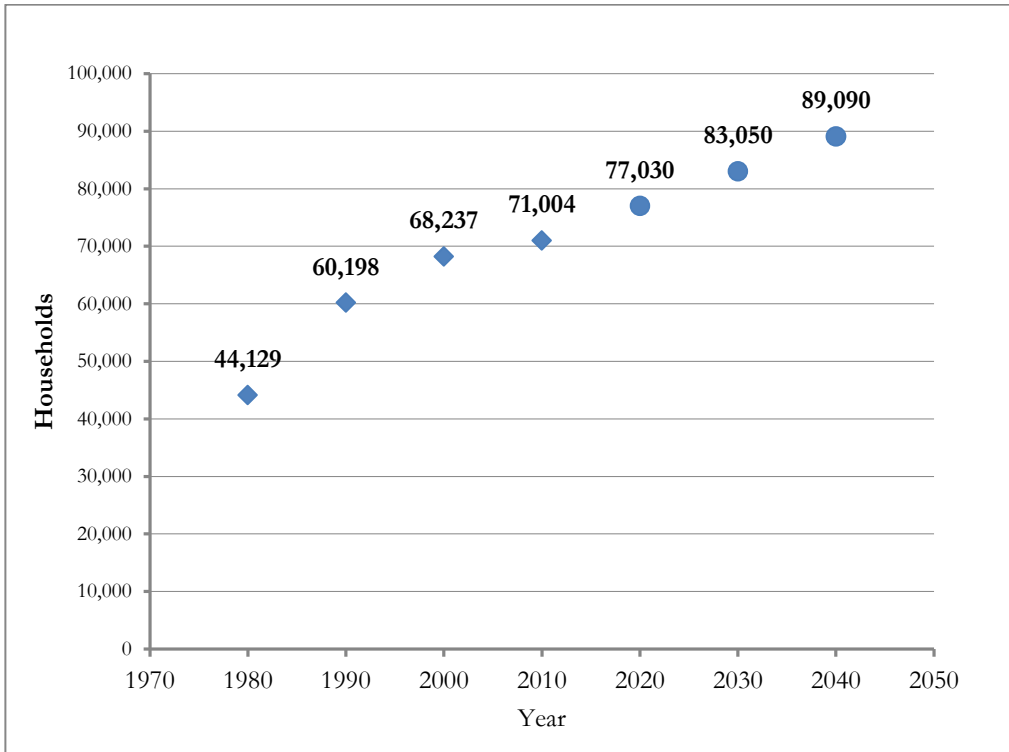


Source: U.S. Census, 2010

4.6.1 Current & Projected Households

As of January 2010, there were 71,004 households in Fremont.²⁶ ABAG estimates that by the year 2040, the number will increase to 89,090, or an approximate 25 percent increase. Figure 4-16 illustrates the actual and projected number of households in the City from 1990 to 2040. By the year 2040, Fremont will continue to have approximately 13 percent of the households in Alameda County.

Figure 4-16: Fremont Total Households Actual and Projected, 1990-2040



Source: U.S. Census, 2010, 2000, 1990 and ABAG's Household Forecast 2013

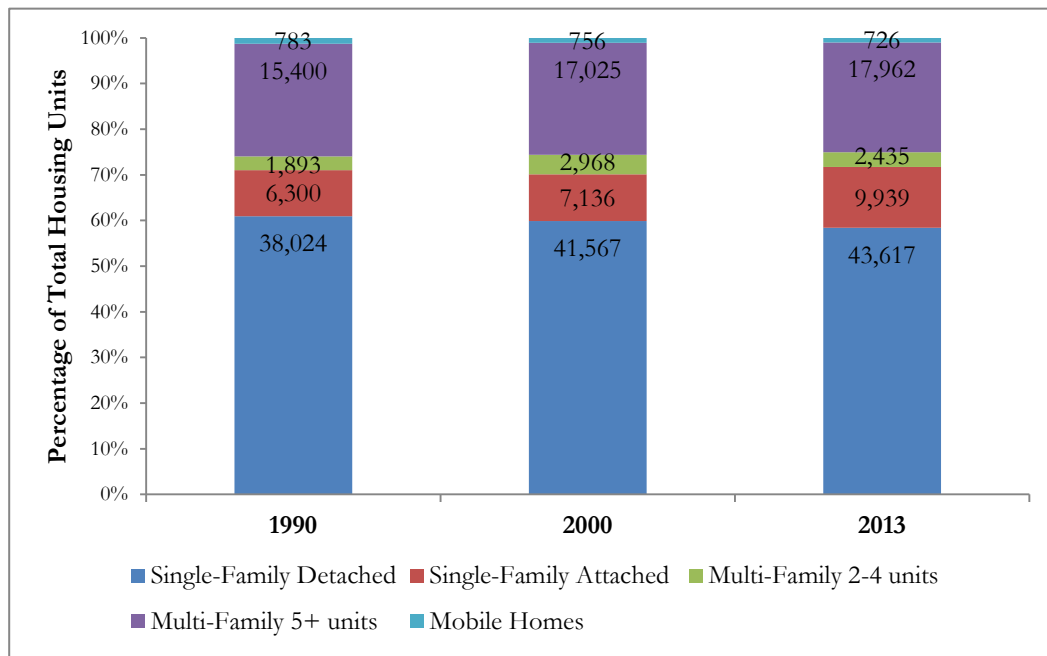
4.6.2 Housing Units by Type

Fremont's housing stock was primarily built in the decades after World War II and is suburban in character. Although the total number of housing units has steadily increased over the past 20 years, the distribution of housing by type has remaining relatively constant. Figure 4-17 depicts the distribution of housing stock by type and number of units between 1990 and 2012. Table 4-18 provides the same data in tabular form.

In 2012, there were an estimated 74,961 housing units in Fremont, the majority of which were single-family detached homes. Single-family units (detached and attached) accounted for roughly 79 percent of the new units added between 1990 and 2012, with detached units being the majority.

The percentage of multi-family units relative to the total has slightly increased over the last 22 years, in part because of increased land value and the diminishing supply of large land tracts. The trend towards multi-family units is likely to continue in the future as land becomes scarcer.

Figure 4-17: Fremont Housing Units by Type, 1990-2013



Source: California Department of Finance 2013, and U.S. Census 2000, 1990

Table 4-28: Housing Stock by Type Comparison from 1990-2013

Housing Stock Type	1990		2000		2013	
Single-Family Detached	38,024	61%	41,567	60%	43,617	58%
Single-Family Attached	6,300	10%	7,136	10%	9,939	13%
Multi-Family 2-4 units	1,893	3%	2,968	4%	2,435	3%
Multi-Family 5+ units	15,400	25%	17,025	25%	17,962	24%
Mobile Homes	783	1%	756	1%	726	1%
Total	62,400		69,452		74,679	

Source: U.S. Census 2000, 1990 and American Community Survey 2012 5-Year Estimate

4.6.3 Vacancy Rates

The vacancy rate in a community indicates the percentage of units that are vacant and for sale or for rent at a given point in time. Vacancy is defined by the U.S. Census Bureau as, “unoccupied housing units whose status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale or for seasonal use only.”

The U.S. Census indicated that in 2010, the City of Fremont’s vacancy rate was 1.3 percent for owner-occupied units and 4.5 percent for rental units. These are very low rates, even by Bay Area standards. The vacancy rate for the City in 2010 averaged four percent for all types of housing units.²⁷ Fremont’s vacancy rates were slightly lower than Alameda County’s, which had

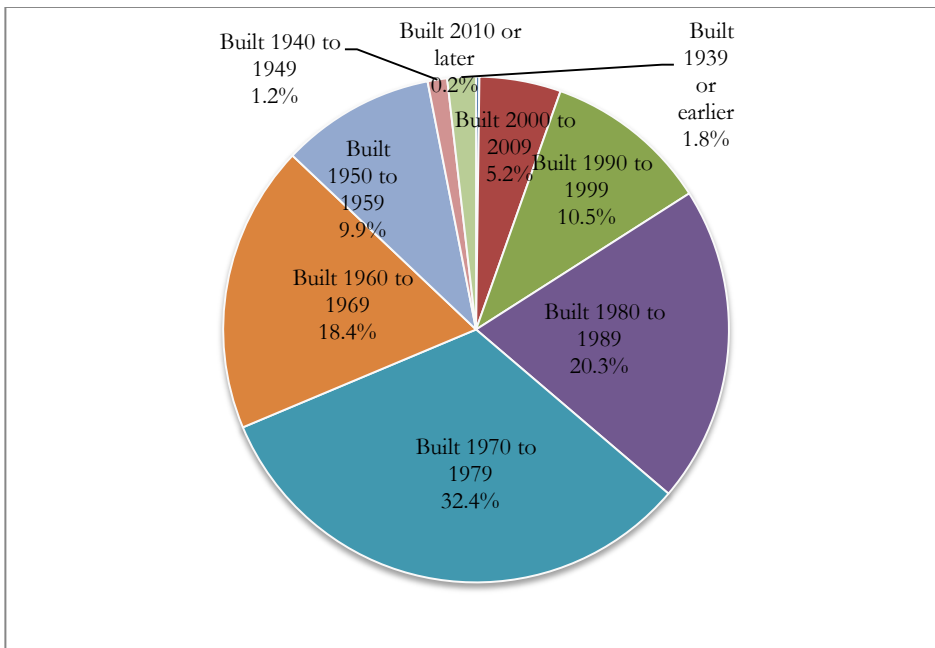
an average vacancy rate of 6.4 percent.²⁸ The lower vacancy rates in Fremont are indications of the desirability of the City, its location relative to jobs, the quality of its housing stock, and the resilience of market demand.

4.6.4 Age of Housing

According to the 2012 American Community Survey, administered by the U.S. Census Bureau, approximately 64 percent of Fremont’s housing stock is 30 years or older. Figure 4-18 depicts the approximate year built for all housing units citywide.

The data reflects historical development patterns, with relatively few homes built before 1950 and similar proportions of housing built during the 1950s, 1960s, 1970s, and 1980s. As the post-war housing stock approaches 60 years in age, there will be a growing need for programs that assist residents with the maintenance of their homes.

Figure 4-18: Fremont Housing Stock by Year Built



Source: U.S. Census American Community Survey 2012 5-Year Estimate

4.6.5 Housing Conditions

Approximately 64 percent (47,795 units) of Fremont’s housing stock is approaching 30 years of age or older. Many limited income homeowners may not have the funds to keep their aging homes and properties in good condition. The City has developed a number of programs to meet this need. For example, the Minor Home Repair Program and Neighborhood Home Improvement Program both offer financial and technical assistance for home maintenance and repair.

The aging condition of rental apartments is another area of concern. Unkempt rental apartments may detract from the quality of life for their residents, while also bringing down community aesthetics and standards. The City offers a variety of programs aimed at keeping apartment houses in good repair, including apartment rehabilitation programs and an apartment manager certification training program.

In 2008, the City conducted a windshield survey of housing conditions in the areas of Irvington, Niles, and Centerville. The survey identified units that were substandard and in need of rehabilitation. These areas contain some of the oldest housing stock in Fremont, and were more likely to contain housing in fair or poor condition than the community at large. Much of the construction in these areas pre-dates the post-war development boom and consists of small wood-frame bungalows and older apartments. Table 4-29 depicts the housing conditions that were recorded at the time the windshield survey was done in 2008. The survey was conducted in redevelopment area neighborhoods. With the dissolution of Redevelopment Agencies, funding to update the survey is no longer available. While it is possible that some of the more common maintenance issues listed in the table, such as peeling paint, may have been upgraded or resolved since 2008, given that the survey was conducted during the early portion of the recession, it is likely that many of the more costly conditions to remedy still remain. Additionally, the loss of Redevelopment funding has also impacted programs, such as the Neighborhood Improvement Program, that would otherwise have been available to qualifying homeowners and rental property owners for rehabilitating their housing units and/or completing emergency repairs.

Table 4-29: Summary of Building Conditions in Fremont Areas

	Niles			Irvington			Centerville		
Number of Residential Parcels Surveyed	180			432			124		
Number of Residential Buildings Surveyed	203			469			182		
Building Conditions Observed:	No.	% Bldgs.	% Parcels	No.	% Bldgs.	% Parcels	No.	% of Bldgs.	% of Parcels
Dilapidated Structure	15	7	8	15	3	3	21	12	17
Brick/Missing/Cracked Foundation	12	6	7	10	2	2	6	3	5
Alignment Problems/Subsidence	18	9	10	26	6	6	22	12	18
Fire Damage	2	1	1	0	0	0	0	0	0
Dry Rot/Termite Damage	61	30	34	132	28	31	99	54	80
Informal/Substandard Construction	7	3	4	16	3	4	19	10	15
Sagging Roof	42	21	23	46	10	11	23	13	19
Missing/Inadequate/Deteriorated Roofing/Eaves/Chimney	64	32	36	149	32	34	71	39	57
Missing/Rusted Gutters or Downspouts	26	13	14	87	19	20	55	30	44
Peeling Paint	113	56	63	217	46	50	111	61	90

Deteriorated/Cracked/Poorly Repaired Walls/Floor	56	28	31	81	17	19	69	38	56
Mold/Mildew/Water Damage/Sagging Walls/Floor	73	36	41	116	25	27	40	22	32
Broken Window Panes/Boarded up Windows	11	5	6	10	2	2	15	8	12
Deteriorated/Older Windows	72	35	40	175	37	41	98	54	79
Deteriorated Shutters/Doors/Garage	17	8	9	62	13	14	53	29	43
Faulty Wiring	42	21	23	18	4	4	13	7	10
External Plumbing/Piping	4	2	2	4	1	1	10	5	8
Deteriorated Fencing/Driveway	41	20	23	110	23	25	84	46	68
Extensive Deferred Maintenance	18	9	10	64	14	15	52	29	42
Substandard, defective or obsolete design	5	2	3	10	2	2	7	4	6

Source: Seifel Consulting Inc., 2008

In all three neighborhoods, “Peeling Paint” was the most common poor building condition observed. However, in the Niles Redevelopment Area, the second most observed building condition was “Mold/Mildew/Water Damage/Sagging Walls/Floor.” In the Irvington and Centerville Redevelopment Areas the second most observed building condition in need of repair was “Deteriorated or Older Windows.” The Centerville Redevelopment Area also had the highest occurrence of houses with “Dry Rot/Termite Damage.”

4.6.6 Affordable Housing

As noted earlier in this report (see “Overpayment”), housing is generally defined as affordable when it requires less than 30 percent of a household’s annual income. Families that must pay more than that threshold may have difficulty affording other necessities such as food, clothing, transportation and medical care. The U.S. Department of Housing and Urban Development estimates that “12 million renter and homeowner households now pay more than 50 percent of their annual incomes for housing, and a family with one full-time worker earning the minimum wage cannot afford the local fair-market rent for a two-bedroom apartment anywhere in the United States.”

To ensure the availability of affordable housing for all income levels, federal, state, county, and local agencies mandate programs to encourage affordable housing development. Jurisdictions receiving federal housing funds are required to prepare a “Consolidated Plan” which consolidates the planning and application aspects of multiple federal programs into a single submission. These programs include Community Development Block Grants (CDBG), HOME Investment Partnership (HOME), Housing Opportunities for People with AIDS (HOPWA), and the Emergency Shelter Grant (ESG).²⁹ The Consolidated Plan is a 5-year strategic plan that assesses and prioritizes housing needs for the area and requests funding for certain citywide housing programs. The City of Fremont’s Consolidated Plan for identifies the City’s priority affordable housing needs and documents the City’s housing program accomplishments.




At the county level, the Alameda County Housing and Community Development Department (ACHCD) is the lead agency for the Alameda County HOME Consortium and prepares the Consolidated Plan on behalf of the City. ACHCD combines the consolidated housing needs plans and programs for all cities within the county and utilizes this information to allocate federal and state monies for existing and future affordable housing programs.

Another important tool to produce affordable housing is the City's Affordable Housing Ordinance, which requires new housing developments to set aside 15 percent of their units as affordable. In practice, the ordinance has resulted in production of for-sale units affordable to moderate-income individuals and families and in-lieu fees which have been allocated to assist in the construction of housing for extremely low, very low and low-income individuals and families. Resources to assist with providing transitional and emergency housing are discussed in detail in Chapter 5 and programs to improvement the provision of housing for special needs are included in Chapter 2. The City also provides many housing assistance programs for low-income, elderly and disabled individuals, which are also described in greater detail Chapter 2. The following Map Figure depicts the location and quantity of affordable units within the City of Fremont.

Figure 4-19: Existing Affordable Housing Projects
(GIS MAP)

General Plan 2030

Housing Affordable Housing Developments

-  City Boundaries
-  Community Plan Areas
-  Affordable Housing Development

Site ID	Name	Address	Street
1	Amber Court	34050	Westchester Terrace
2	Archstone	39410	Civic Center Drive
3	Avelina	221	Bryant Common
4	Baywood	4275	Bay Street
5	Bridgeway	4145	Bay Street
6	Central Park Terraces	41078	Farallon Common
7	Cottonwood Place	3701	Peralta Boulevard
8	Fremont Oak Gardens	2681	Driscoll Road
9	Fremont Vista	35490	Mission Boulevard
10	Glen Haven	4262	Central Avenue
11	Glen View	4400	Central Avenue
12	Irvington Terrace	4109	Broadmoor Common
13	Lincoln Oaks	40852	Lincoln Street
14	Maple Square	4163	Baine Avenue
15	Main Street Village	3615	Main Street
16	New Century Village	41299	Paseo Padre Parkway
17	Oroysom Village	43280	Bryant Terrace
18	Pacific Grove	41247	Roberts Avenue
19	Paragon	3700	Beacon Avenue
20	Park Vista	1301	Stevenson Boulevard
21	Pasatiempo	39548	Fremont Boulevard
22	Pickering Place	20	Pickering Avenue
23	Rancho Luna	3939	Monroe Avenue
24	Rancho Sol	3599	Pennsylvania Avenue
25	Redwood Lodge	40767	Fremont Boulevard
26	Rotary Bridgeway	4145	Bay Street
27	Sequoia Manor	40789	Fremont Boulevard
28	Sundale Arms	39150	Sundale Drive

The information conveyed on this map is dynamic and may have changed after this map was printed. Please consult the Planning Division or other appropriate agency for the most recent information or status.

Users should verify designations, policies, regulations, and restrictions before making project commitments.



4.6.7 At-Risk Housing

State law requires that all Housing Elements include information regarding the expiration of subsidies for apartment complexes that serve low-income or special needs populations. The specific concern is that many affordable housing developments are “at risk” of reverting to market rate rents as government financing and associated occupancy restrictions expire. Low income occupants of such units could be displaced, with few options for finding alternative housing.

Table 4-30 indicates all affordable rental housing developments in Fremont, highlighting in bold italics those that are at risk of converting to market rate housing units during the **2015 to 2025** timeframe. The others are considered low-risk of conversion because of their long-term affordability contracts.

Table 4-30: Affordable and At-Risk Rental Housing Units (2015 – 2025)

Name	Affordable Units	Very Low	Low	Mod	Exp. Date	City Funds	Eligible Applicants
<i>Amber Court, 34050 Westchester Ter.</i>	34	17	17	0	2020	Y	<i>Families, Seniors, Disabled</i>
<i>Archstone Fremont Ctr. 39410 Civic Center Dr.</i>	65	0	65	0	2030	N	<i>Families, Seniors, Disabled</i>
<i>Avelina, 221 Bryant Cor.</i>	40	40	0	0	2097	Y	<i>Seniors, Disabled</i>
<i>Baywood, 4275 Bay St.</i>	66	66	0	0	2104	Y	<i>Seniors, Disabled</i>
<i>Bridgeway, 4145 Bay St.</i>	26	13	13	0	2097	Y	<i>Families</i>
<i>Central Park Terrace, 41078 Farallon</i>	36	0	36	0	2068		<i>Families, Disabled</i>
<i>Cottonwood Place, 3701 Peralta Blvd.</i>	97	97	0	0	2066	Y	<i>Seniors, Disabled</i>
<i>Century Village, 41299 Paseo Padre Pkwy.</i>	99	0	99	0	2094	Y	<i>Families, Seniors, Disabled</i>
<i>Fremont Oak Gardens, 2681 Driscoll Rd.</i>	50	24	0	26	2055	Y	<i>Seniors (55 years and older)</i>
<i>Fremont Vista, 35490 Mission Blvd.</i>	20	4	16	0	2058	Y	<i>Assisted Living for Seniors</i>
<i>Glen Haven, 4262 Central Ave.</i>	57	9	48	0	2057	Y	<i>Families</i>
<i>Glen View, 4400 Central Ave.</i>	70	3	32	35	2060	Y	<i>Families</i>
<i>Irvington Terrace, 4109 Broadmoor Cor.</i>	99	99	0	0	2104	Y	<i>Families, Seniors, Disabled</i>
<i>Lincoln Oaks, 40852 Lincoln St.</i>	11	11	0	0	2102	Y	<i>Developmentally Disabled Adults</i>
<i>Main Street Village, 3615 Main St.</i>	64	64	0	0	2066	Y	<i>Families, Seniors, Disabled</i>
<i>Maple Square, 4163 Baine Ave.</i>	132	60	70	2	2103	Y	<i>Families</i>
<i>Oroysom Village 43280 Bryant Ter.</i>	60	30	30	0	2097	Y	<i>Families, Disabled</i>

Pacific Grove 41247 Roberts Ave.	20	9	11	0	2094	Y	Mentally Disabled
Paragon Apts. 3700 Beacon	45	0	45	0	2068		Families, Disabled
ParkVista 1301 Stevenson Blvd.	59	59	0	0	2095	Y	Families, Seniors, Disabled
Pasatiempo 39548 Fremont Blvd.	59	0	59	0	2016	N	Seniors, Disabled
Pickering Place 20-37 Pickering Ave.	42	2	19	21	2094	Y	Families, Seniors, Disabled
Rancho Luna 3939 Monroe Ave.	26	0	26	0	2020	Y	Seniors, Disabled
Rancho Sol 3599 Pennsylvania Ave.	12	0	12	0	2020	Y	Seniors, Disabled
Redwood Lodge 40767 Fremont Blvd.	24	24	0	0	2087	Y	Disabled
Sequoia Manor 40789 Fremont Blvd.	80	80	0	0	2087	Y	Seniors, Disabled
Sundale Arms 39150 Sundale Dr.	132	132	0	0	2028	N	Families, Seniors, Disabled
Total	1525	843	598	84			

Source: City of Fremont, Assisted Housing Directory, 2014; Affordable Housing Database, 2013

The City of Fremont’s Housing Division has worked to preserve the affordability of units in these complexes. Fremont’s Affordable Housing Preservation Strategy allows the City to work with apartment managers and owners to implement the following five step strategy:

1. Early and proper notification of affected residents and government agencies
2. Early discussions with apartment managers and owners to discuss potential options and incentives for renewal of affordability restrictions
3. Working with owners and affordable housing developers who might be interested in acquiring the project
4. Serving as a resource and catalyst to seek out resources, including local, state and federal financial assistance programs.
5. In the event that protection is infeasible; working with property owners to ensure impacted tenants receive proper notification and are provided with resources for assistance.

During the previous Housing Element cycle, the City was successful in preserving 59 affordable units versus 99 affordable units that converted back to market rates.³⁰ Conversion of these units occurred for a variety of reasons. For some property owners, their government rental subsidies expired and owners could not continue to financially provide the affordable units. Others felt that due to the strength of the rental market, the financial benefits of conversion were too attractive to forego.

As shown in the Table 4-32, 131 units are considered to be at risk of conversion prior to 2025 because they are approaching their affordability contract expiration dates.³¹

Table 4-32: Inventory of At-Risk Units (2015 – 2025)

Year	Project Name	Total Units
2020	Amber Court	34
2016	Pasatiempo	59
2020	Rancho Luna	26
2020	Rancho Sol	12
TOTAL		131

Source: City of Fremont, Assisted Housing Directory, 2014; Affordable Housing Database

Conversion Risk

The conversion risk of these units will be dependent on market conditions at the time of potential conversion. The risk of conversion for projects with an earlier conversion date is higher, as housing and rental prices have been climbing. However, the City has been successful in the past in working with property owners who have outstanding financial agreements with the City.

Replacement Versus Preservation Comparison

It is difficult to assess the actual cost to rehabilitate multi-family units in comparison to constructing new units as the cost is based on many varying factors including (for rehabilitation) the condition and age of the complex, retrofit and development costs, financing, etc. The following table provides a general comparison of costs and totals associated with preserving and rehabilitating units versus constructing new. The sample rehabilitation/preservation costs are based on a recent rehabilitation of an existing 100-unit complex in Fremont in partnership with a nonprofit housing developer. Costs associated with the rehabilitated units included on-site and off-site improvements as well as the rehabilitation of the structure and units.

Table 4-33: Replacement Versus New Construction Costs

Rehabilitation	Cost per Unit
Acquisition	\$115,000
Rehabilitation	\$74,328
Financing/Other	\$44,807
Total Estimated Cost/Unit	\$234,135.00
New Construction/Replacement	
Acquisition	\$125,000
Construction	\$75,000 - \$125,000
Financing/Other*	\$30,000 - \$37,500
Total Estimated Cost/Unit	\$230,000 - \$287,000

*Assumed 15% of land and construction costs

Preservation and construction are both important strategies to meeting the City’s affordable housing needs. Preservation is generally more cost-effective in the short term, but because of the unique circumstances of each project, in some cases new construction can be a financially attractive option, particularly if the project leverages non-local funding sources into the community. In the case of preservation where substantial rehabilitation of units is not warranted, preservation through transfer of ownership may be more cost-effective.

The City has worked in partnership with local non-profit developers not only to rehabilitate existing developments, such as Central Park Terraces, the 100-unit rental housing project described above, but also to construct new affordable housing developments, such as Laguna Commons, a recently approved development that will provide....The City also has the ability to work with property owners of at-risk units to extend or provide flexibility with financing options.

The following Chapter further discusses the City's resources to assist in accommodating and facilitating housing to meet its RHNA, including available land designated and zoned at varying and sufficient densities to accommodate in each income category.

CHAPTER 5: HOUSING RESOURCES

5.1 Introduction

In 2013, the Association of Bay Area Governments (ABAG) approved the Regional Housing Needs Assessment (RHNA). The City of Fremont was assigned a portion of the regional housing need for a total of 5,455 new housing units as follows:

1,714 very low-income units
926 low-income units
978 moderate-income units
1,837 above moderate-income units

The City plans to fulfill its share of the RHNA through approved residential development proposals, developments currently under construction, and focused development of key infill opportunity sites in its four Priority Development Areas (PDAs) near transit and on Mixed Use sites. Since the start of the RHNA projection period from January 1, 2014 until August 1, 2014, approximately 90 new dwelling units have been constructed. These units are not affordable to lower income households and therefore will not be counted towards the RHNA.

As noted in Chapter 1, the methodology employed by ABAG to develop the RHNA is based on two components: sustainability and fair share. The sustainability component expands upon the inclusion of compact growth principles that began with the 2007-2014 RHNA methodology. Following the land use distribution specified in the Sustainable Communities Strategy (SCS) which allocates new housing into PDAs and non-PDA areas, 70 percent of the region's housing need (as determined by HCD) is allocated based on growth in PDAs and the remaining 30 percent is allocated based on growth in non-PDA locations. The fair-share component ensures that jurisdictions with PDAs are not asked to shoulder too much of the responsibility for meeting the region's housing need. Focusing only on PDAs could mean that jurisdictions that were unable or unwilling to designate any PDAs would not be allocated their "fair share" of the regional housing obligation.

This section of the element addresses the requirements of Government Code Sections 65583 and 65583.2, requiring a parcel-specific inventory of appropriately zoned, available and suitable sites that can provide realistic development opportunities for the provision of housing for all income segments within Fremont. It also includes an analysis of existing zoning for a variety of housing types as prescribed in Government Code Sections 65583(c)(1) and 65583.2(c), and provides an overview of the financial and administrative resources available to the City to meet its housing challenges.

Although the Streamlined Update process is applicable to this Sites Inventory and Analysis section, due to the many changes generated by the General Plan update in 2011, this section has been substantially revised. Changes are reflected in underline, however, larger sections that were modified or struck out were deleted to eliminate confusion.

5.2 Methodology for Creation of Existing Inventory to Accommodate Housing

The City of Fremont maintains and regularly updates a Vacant and Underutilized Lands Inventory in an effort to quantify developable land acreage for residential, commercial and industrial purposes.

Vacant land is defined as those parcels that the Alameda County Assessor’s Office has determined to have zero assessed value for structure and/or those parcels that have been independently researched and concluded as being vacant, with the exception of parcels designated as Institutional Open Space, Public Land, Agricultural Easements, etc.

The data used for the Vacant and Underutilized Lands Inventory has come from several sources. The primary data source for updated parcel information is the Alameda County Assessor’s office. That data was compared to previous Vacant and Underutilized Lands Inventories created by the City of Fremont in 1998, 2001, 2003, and 2004, and 2008. Other sources that helped identify vacant and underutilized parcels include aerial photographs; logs of building permits issued, staff input, site visits, and spatial mapping computer technology.

To update the Existing Inventory Tables, staff reviewed all existing sites already identified in the Vacant and Underutilized Land Inventory to verify their current status. Additionally, new vacant and underutilized sites redesignated as a result of the General Plan update in 2011 and zoned to allow at least 30 du/acre or greater were also identified and added to the list. Finally, new vacant and underutilized infill sites with a density range below 30 du/acre were also identified. From that list, each site was analyzed for its realistic development capacity based on site specific conditions such as access, easements, geological/geotechnical constraints, parcel size, proximity to transit, and improvement to land value, etc. Those sites that were considered to be realistic candidates for development based on site-specific review were included in the Tables 5.2, 5-3, or 5-4. New sites that were not previously in the inventory reviewed by HCD in 2009 are underlined. Unless underlined or otherwise noted in the tables, the sites in the inventory were already reviewed and accepted by HCD in the 2009 – 2014 Element.

5.2.1 Priority Development Areas

The Bay Area’s sustainable growth framework to meet the requirements of Senate Bill (SB) 375 is built around Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs). SB 375 focuses on reducing GHG emission from cars and light-duty trucks through regional land use planning that is integrated with a regional transportation investment strategy.

At the local level, PDAs are existing neighborhoods or community areas near transit nominated by local jurisdictions as appropriate places to concentrate future growth. The City has four designated Priority Development Areas: Centerville, City Center, Irvington, and Warm Springs/South Fremont. These Priority Development Areas provided the basis for new General Plan goals, policies, and land use designations, that reflect a community desire to become “strategically urban” by focusing in these town center locations near existing and proposed transportation facilities.

Housing Element policy and the Sites Inventory further reinforce the local vision to concentrate future housing growth in these areas near services and where infrastructure is already in place. The majority of sites identified in the Housing Element Land Use Survey are located in these PDAs.

Centerville

This PDA is centered around the historic community of Centerville, one of Fremont’s five original towns. The vision for the Centerville PDA is creating a mixed-use corridor connecting a traditional style Main Street downtown focused on the historic train station center of the district. The transit corridors of Fremont Boulevard and Decoto Road provide transit opportunities connecting to Centerville, Union City BART, Fremont BART, and for commuting to business Parks along the Dumbarton Bridge Corridor. The Centerville PDA has the unique position of supporting mixed-use nodes along the corridor, in addition to creating a Town Center around the existing train station, which includes an ACE Train stop. The Centerville PDA includes approximately 22 sites listed in the inventory and clustered around Fremont Boulevard. Many of these sites are adjacent to each other and therefore provide an opportunity for lot consolidation.

City Center

The City Center Area, as the name suggested, is located in the center of Fremont and is the civic and commercial heart of the City. It encompasses the BART Station, residential neighborhoods, shopping centers, a hospital, as well as public uses such as parks and schools. Much of the existing development in the area reflects urban planning philosophies of the 1950s and 60s with an emphasis on auto convenience and low-rise buildings. Development is generally spread out, with wide streets and long blocks, and large parking lots. More recent projects have focused on creating a more inviting environment for walking and bicycling, and creating places that are distinct, and designed to encourage social interaction.

General Plan goals for this area include:

- transforming the core around Capitol Avenue into a pedestrian oriented shopping street with urban retail, civic and art uses, and high density housing;
- building a new city hall and performing arts center;
- leveraging the Fremont BART station for transit-oriented development, and
- enhancing the City Center’s role as a regional medical and office center.

Irvington

Similar to Centerville, the Irvington PDA is centered around the historic community of Irvington, which is also one of the five original towns. The vision for the Irvington PDA is a vibrant, walkable neighborhood of residential mixed uses with shopping and dining. The heart of Irvington is the “Five Corners” where Fremont and Washington Boulevards intersect with Bay Street and Union Avenue. The Five Corners area is served by the most heavily used AC Transit bus line in the City and provides a strong transit background for the area and short walk from the planned Irvington BART station. As a result of its historic character, commercial activity, existing AC Transit routes, future BART station and pedestrian scale, the Irvington District offers opportunity for infill housing within a traditional/historic neighborhood area that already has services for residents.

Warm Springs/South Fremont

The Warm Springs/South Fremont PDA is envisioned as a Transit Oriented Development (TOD), high technology office center. The City Council recently adopted a Specific Plan for the Area,

which was a culmination of three years of study to implement the City’s vision for this PDA. The mix of land uses proposed for the Warm Springs/South Fremont Specific Plan Area are intended to create a new district which will be a hub of innovation and social vibrancy. The greatest intensity of use will be located closest to the new BART station and other district-wide transit infrastructure in order to encourage a transit priority lifestyle. The Plan will allow between 10,000 to 20,000 new jobs and 2,700 to 4,000 new multi-family homes, as well as one or more major hotels, retail, a new elementary school and public open space.

5.2.2 General Plan Update

In 2011, during the timeframe of the last Housing Element cycle, the City completed a comprehensive General Plan update, which modified residential and commercial/mixed use land designations to allow more intensified, denser residential development focused primarily in the four designated PDAs: the Downtown - City Center District area, the Centerville area, the Irvington, and the Warm Springs/ South Fremont. These areas are also designated Transit Oriented Development (TOD) overlay in the General Plan.

These new designations, as well as subsequent rezonings to implement the designations have created additional opportunities on vacant and underutilized land in the City’s parcel inventory for higher density affordable housing near transit and services. New sites have been added to the City’s parcel inventory that reflect the new designations and the additional opportunity for higher density residential development. These new sites, along with sites that were already included in the previous parcel inventory, but have now been redesignated to allow more intense development, are consistent with and fulfill General Plan goals to create affordable, varied housing types and to channel this new housing towards areas with existing infrastructure, services and transit. This direction is also consistent with regional goals for growth reflected in *Plan Bay Area*, the Sustainable Communities Strategy for the region, which also envisions more intense development in PDAs. Residential and Mixed Use land use zoning changes implemented in PDAs as a result of the new General Plan include:

Urban Residential Designation (30-70 du/acre)

The Urban Residential designation applies to apartment buildings and condominiums that are generally four stories or more. Densities exceed 30 units per net acre and may be as high as 70 units per net acre, corresponding to site area allowances of 625 to 1,450 square feet per unit. Densities above 70 units per acre may also be permitted under certain conditions. This designation has been applied most commonly in Transit Oriented Overlay Districts in Fremont’s core City Center area near BART, in the Centerville Downtown area near the ACE train station, and in the Downtown Irvington area, near the proposed BART station. It has also been applied in limited areas along major corridors such as Fremont Boulevard.

This new designation is reflected in **Table 5-2**, which includes 13 underutilized sites that were previously designated High Density Residential and given a presumed density of 31 dwelling units per acre (du/acre). With the application of the new Urban Residential General Plan designation, these sites now require a minimum density of 50 du/acre. More than half of these sites now have a TOD Zoning Overlay, which specifies in greater detail particular development standards.

Transit Oriented Development (TOD) Overlay Designation

Transit Oriented Development (TOD) is an overlay designation applied to areas generally within a ½ mile radius of the Fremont BART Station, the future BART Stations in Irvington and Warm Springs/South Fremont, and the ACE/ Amtrak Station in Centerville. The Overlay only applies to property with an underlying designation in one of the seven commercial and industrial categories, or the Urban Residential category.

Mixed Use Designation

The Mixed Use designation applies to specific areas of the City that may be appropriate for mixed commercial and residential projects, but are not within a TOD overlay. This new designation has been applied to areas of the City that are beyond the ½ radius of the BART and ACE stations, but still would be attractive locations for projects that combine commercial and higher-density residential uses. Table 5-3 includes 24 additional sites that were redesignated as part of the General Plan update to Mixed Use. These sites are primarily underutilized, however, most are underperforming, older commercial sites that are ripe for redevelopment and/or offer opportunities for consolidation to facilitate redevelopment.

City Center Designation

The City Center designation applies to the 460+ acre area in the heart of Fremont. The area was envisioned as Fremont’s Downtown more than 50 years ago and today includes a mix of mostly auto-oriented commercial, office, civic, health care, and limited residential uses. Looking forward, City Center will become more urban in character, with more intense infill redevelopment and residential, particularly within ½ mile of BART.

Approximately 20 sites were removed from Table 5-2, Underutilized, Residentially Zoned Land, (minimum 30 du/acre or more) and added to Table 5-3, Underutilized and Vacant Commercial/Mixed Use Zoning, (minimum 30 du/acre or more), to reflect the new designation applied to these sites as well as the TOD Zoning Overlay.

Downtown Community Plan

The Downtown Community Plan was adopted in 110-acre core area in the heart of City Center bounded by Mowry Avenue, Paseo Padre Parkway, Walnut Avenue and Fremont Boulevard. The Downtown Community Plan is intended to guide land use and development decisions and provide for a mixed-use, sustainable, pedestrian oriented destination for Fremont and the region. The Downtown Community Plan outlines in greater detail applicable development standards including intensity through floor area ratio (FAR) and density.

Transit Oriented Development Zoning Overlay District

The purpose of the (TOD) transit-oriented development zoning overlay district is to create a compact and high intensity mix of residential, office, retail, service and public uses to promote areas of the city that have a high potential for pedestrian activity, generally within one-half mile of existing and planned transit stations. The Overlay District prescribes minimum densities dependent on land use designation as follows:

Standards	City Center	Town Center	General Commercial	Urban Residential
Floor area ratio	3.0 (max.);	2.5 (max.)	1.25 (max.)	n/a

Standards	City Center	Town Center	General Commercial	Urban Residential
(FAR)	1.25 (min.)	0.50 (min.)	(no min.)	
Net density (Dwelling Units/acre)	50 (minimum)	30 (min.)	30 (min.)	50 (min.)

Table 5-2 includes sites that have been redesignated since the last housing element update to Urban Residential with a TOD overlay, thereby increasing the minimum density on those sites to 50 du/acre. Table 5-3 contains the majority of sites with TOD overlay zoning that provides for increased density.

The updated Inventory consists of the following:

Tables 5-1: Committed Residential Development Projects.

Table 5-2: Underutilized, Residentially Zoned Land (minimum 30 du/acre or more).

Table 5-3: Underutilized and Vacant, Commercial or Mixed Use Zoning (minimum 30 du/acre or more);

Table 5-4: Vacant, Residentially Zoned Land (less than 30 du/acre);

Table 5-5: Underutilized, Residentially Zoned Land (less than 30 du/acre).

5.3 Availability of Sites to Accommodate Residential Housing Production

The following summarizes the information contained in the Parcel Inventory by table. The detailed parcel inventory tables are located in the Appendix of the Housing Element and include: a site ID #, common name (if applicable), Assessor Parcel Number (APN), address, General Plan designation, zoning, presumed density, gross acres, assumed unit capacity, status (vacant or underutilized), and existing use(s) and environmental constraints. The summary below indicates general contents of the tables and also the number of units available in each table to accommodate the RHNA. For purposes of calculating the number of presumed units on each available site, the minimum General Plan density was used.

5.3.1 Committed Residential Development Projects (Table 5-1)

Table 5-1 is a new table that lists sites/projects that have already been granted entitlements and/or have entitlements underway, and where a certificate of occupancy is not likely to be available until after January 31, 2015. The table lists 39 projects totaling approximately 200± acres. The sites included in this table would provide 1,345 single family dwelling units and 997 multi-family dwelling units for a total of 2,342 dwelling units. Approximately 96 of these units would be affordable to lower-income households. Key sites in this table include:

- **Artist Walk**, which is an approved mixed use project that will include 185 residential apartments and approximately 28,000± square feet of commercial. The project is located in a TOD Overlay district and represents the type of higher density mixed development envisioned by the City within TODs.

- Laguna Commons is a 64-unit apartment proposed by Allied and MidPen Housing. The project will offer 64 apartments restricted to extremely-low and very-low households. The project will also integrate social services into the site to assist residents.

5.3.2 Residentially Zoned Land at Densities of 30+ Dwelling Units Per Acre (Table 5-2)

The City's assigned need for very-low and low-income units is 1,714 and 926 respectively, or 2,640 units total for these segments of the Community. Fremont has numerous strategies for meeting these needs that are described in Chapter 2. Examples include supporting non-profit housing developers (Action 6.02-A), participating in the EveryOne Home countywide consortium (Action 5.02-C), and updating the Affordable Housing Ordinance (Action 3.01-B).

In addition, zoning is an important tool that the City has used and will continue to use to meet its housing needs. The City recognizes that higher density residential, planned districts and mixed-use districts provide the potential for lower construction costs because of economies of scale created and are, therefore, most suitable for development of housing affordable to very low- and low-income households. Per Government Code Section 65583.2(c)(3)(B), vacant or underutilized land in an urban jurisdiction such as Fremont that is zoned at 30 du/acre or above is considered appropriate to accommodate housing for lower-income households.

Table 5-2 lists 13 underutilized parcels in the City currently designated and zoned to allow development at 30 du/acre or higher. These parcels were all identified in the previous Housing Element as suitable. Nine of these parcels have been rezoned since 2011 to TOD Overlay District that requires an even higher minimum density of 50 du/acre on these sites. Based on the City's analysis of these sites, the residential zoning allows for construction of 1,414 units at densities above 30 du/acre.

5.3.3 Residential Capacity on Commercial or Mixed Use Zoned Sites (Table 5-3)

The City's Mixed Use Ordinance also allows development of housing at densities of 30 du/acre or higher by right on commercially zoned parcels of less than two acres. During the last update of the parcel inventory, staff evaluated over 100 acres of commercially zoned sites to determine their suitability and the likelihood of their conversion to residential. Based on this analysis, staff was able to narrow the number of sites likely to redevelop down to approximately 47 sites. The sites that comprise the 23.99 acres where conversion to mixed-use projects is most likely to occur were then listed in Table 5-3.

Out of the 193 acres potentially developable as mixed-use, staff removed sites that had been either recently developed or re-developed. Staff also removed any sites that were deemed too difficult to redevelop or develop with residential housing, either due to environmental or location constraints. Also, sites where landowners have put forward realistic development plans that do not include housing affordable to very low and low income households were removed. Staff then divided the remaining sites into three groups based on location and defined boundaries, either Community Plan Areas or Priority Development Areas: Niles, Centerville, City Center, and Irvington.

Niles Community Plan Area

The Niles Concept Plan adopted by City Council in 2001 includes a vision of a community plaza flanked by mixed-use development across Niles Boulevard from the existing commercial heart of Niles. The City and the Redevelopment Agency remediated soil contamination and completed the Niles Town Plaza in 2010. Additionally, the City has received applications and met with property owners interested in developing mixed use and residential projects both in the core and on the periphery of Niles. The parcels identified in Niles are, therefore, considered realistic candidates for development as mixed-use projects under the existing Mixed-Use Ordinance.

Suitability, Market Conditions, and Recent Development Trends

The applicant for one development project in Niles, the Henkel property, is presently conducting community outreach for the conversion of a previously industrial site at the southern edge of the Town Center to a residential development with commercial uses nearest the street. While Niles' main street is mostly developed with two- to three-story historical buildings unlikely to convert to new uses due to the historic form, there are several pending development proposals on the least utilized sites that reflect the level of reinvestment that Niles can support, and that would provide additional housing within the core.

Centerville Priority Development Area

Centerville was historically a center for automotive sales and service. However, with changes in consumer habits and the development of the Fremont Auto Mall along Interstate 880, land devoted to automotive uses has begun to redevelop. Several housing developments (both market rate and affordable) have been built on former dealer lots or service yards in Centerville, including the Morgan Square, Maple Square, and Di Giulio projects. Many vacant and underutilized former automobile sales and service facilities remain in Centerville, along with other commercial buildings that are nearing the end of their useful lives. The City has identified a number of these sites as realistic candidates for redevelopment under the City's Mixed-Use Ordinance.

Suitability, Market Conditions, and Recent Development Trends

As the market has recovered from the most recent economic downturn, the City has seen additional interest in redevelopment of commercial and underutilized sites around Centerville. The Artist Walk development, which is a mixed-use project with a substantial housing component that was the culmination of a long-term plan dating back to the Redevelopment Agency, was approved in the past year. This development is planned to encompass almost an entire City block immediately north of the Centerville Train Station and State Route 84 through Centerville's Historic Town Center and in the Transit Oriented Development (TOD) Overlay District. On the Peralta Boulevard corridor, which is also partially within the TOD, the conversion of commercial and industrial land to incorporate residential has continued on the groundwork laid by earlier housing elements that positioned property zoning in the area for growth. The City expects this corridor to continue to add housing units at increasingly greater densities, particularly within the TOD and Town Center in proximity to the transit options and range of commercial services available.

Downtown and City Center Area

Suitability, Market Conditions, and Recent Development Trends

In 2012, the City adopted a Downtown Community Plan, which establishes the vision, and development framework for redevelopment in this area. The Downtown area is a 110-acre core

area of the City Center. It is the City's vision and desire to redevelop this underutilized area into a sustainable, vibrant pedestrian-oriented mixed-use destination for Fremont and the region.

The Downtown Plan establishes development standards and guidelines to facilitate intensified development where services and infrastructure are already available. The Plan increases the allowable density to a range from .8 to 1.5 FAR. A minimum of 50 dwelling units/acre is required for residential development. The denser, compact development will create a more walkable and dynamic environment for the Downtown. The Plan also enables streamlined development and environmental review for projects that are consistent with the Plan, all of which are desirable features for potential developers, as it reduces uncertainty in the development approval process.

Existing and economic conditions in the Downtown make the Area, and in particular those sites identified in the Sites Inventory, as highly suitable for redevelopment. The Fremont BART station is located within walking distance to the east of the District. Existing land uses are primarily commercial, however, the development pattern is low-density, low-rise buildings fronted by surface parking lots. Building heights are typically 1-2 stories. The Downtown currently contains 1,126,060 square feet of development (.28 FAR), and nearly 50% of the land is paved surface parking, highlighting the Area's underutilized condition. While there is a significant supply of retail and office in and adjacent to the Downtown, a substantial portion of it is low-performing in terms of sales tax generation and lease rates.

Many of the parcels listed in the Sites Inventory, Table 5-3 and noted as underutilized in the Downtown Area are smaller but adjacent to each other, making lot consolidation for larger projects a possibility. As noted in the comment section of the Inventory (Table 5-3, sites 57-69), the City has already seen owners land banking parcels to create more sizable lots.

State Street Catalyst Project

Currently, the City has received a proposal for a mixed use project within the Downtown area that will include two new mixed-use buildings fronting Capital Avenue with ground floor commercial and residential above and behind. The buildings will be four stories in height. The project would create two new city blocks to locate the mixed-use development via construction of new public streets. The project's roadway improvements implement the Downtown Community Plan's intent to develop an interconnected network for pedestrian and vehicular circulation.

Irvington Priority Development Area

The Irvington Area is also a changing area. With the Washington Boulevard grade separation complete, hundreds of units of new housing built or approved, and the plans to construct a new BART station in the vicinity, vacant and underutilized properties in Irvington are prime candidates for redevelopment under the Mixed-Use Ordinance. The City has identified numerous parcels in Irvington that can realistically be expected to exercise their existing rights to develop as mixed use.

Suitability, Market Conditions, and Recent Development Trends

Similar to the Downtown Area, the Sites Inventory identifies many smaller parcels, however, many of these are adjacent to each other and therefore could be consolidated to allow for a larger development site. The City has seen this property consolidation occur on Bay Street, Fremont Boulevard, and Main Street/Washington Boulevard. For example, there is a current proposal to combine two adjoining commercial sites on Fremont Boulevard for housing and live/work. A previously commercial site near five corners—the epicenter of the historic district—has been approved within the past year for 64 affordable units, a new multi-story commercial development immediately across the street opened to augment available services, and several neighboring sites are examining the feasibility of similar residential and mixed-use projects. The City’s vision for an increasingly walkable core of Irvington is borne out by the market’s interests in these multi-story commercial, residential, and mixed-use developments. While many sites have similar site characteristics making residential/mixed use development opportune, only the most likely of sites to convert are included in the City’s inventory.

The sites identified by staff at the time of the last Housing Element Update—totaling 23.99 acres—represent about 12 percent of the City’s inventory of Town Center Commercial parcels of less than two acres in size. It should be noted that staff took a conservative approach by analyzing only Town Center Commercial parcels for potential conversion to Mixed-Use; there is potential that the City has additional commercial parcels that could realistically convert to mixed use with high density development, therefore, the inventory of potential land for affordable housing listed in Table 5-3 was a conservative estimate.

The updated Table 5-3 still includes primarily all of the original sites that were identified in this category previously (sites numbered 1-47). As part of this update process, staff has also analyzed additional sites in the City Center area as well as sites newly designated as Mixed-Use during the General Plan update process.

5.3.4 Vacant, Residentially Zoned Land Less than 30 Dwelling Units Per Acre (Table 5-4)

Vacant residential land at lower densities is shown in Table 5-4. Of the 18 sites identified during the previous 2009-2014 Housing Element cycle, three were developed during the previous cycle, and 10 parcels have been relocated to Table 5-1, Committed Projects. Three parcels were added to the list to reflect land newly available for residential development following the resolution of the CA-84 right-of-way question that was still outstanding during the previous Housing Element cycle. Including the remaining four sites from the previous cycle and the three new sites, these 62.5 acres of vacant lower-density residential land can provide a realistic capacity of 440 residential units, of which approximately 32 would be built as moderate units for those developments choosing the onsite affordable unit option rather than payment of in-lieu fees.

5.3.5 Underutilized, Residentially Zoned Land Less than 30 Dwelling Units Per Acre (Table 5-5)

There are 65 parcels on Table 5-5 identified as underutilized and zoned for residential developments of less than 30 dwelling units per acre. Fifteen parcels previously shown in this category have been moved to Table 5-1, Committed Projects. Six of the parcels were developed during the previous Housing Element cycle. One example of successful redevelopment of

underutilized residentially-zoned land is a 27-unit single-family development that was constructed during the previous Housing Element cycle on an older religious facility site at 35601 Niles Blvd. While there are no newly-underutilized lower-density residential parcels identified on the list, there are approximately 40 sites within this category ranging from 0.50 acres to almost 11 acres. These sites can accommodate 888 residential units.

5.3.6 Programs to Address Future Need

In addition to these identified sites, the City intends to continue to rezone land at higher densities in proximity to transit nodes such as the Fremont BART station, the proposed Irvington BART station, and the Centerville Train Station. See Chapter 2, Action 3.02-C. The City has a demonstrated track record of rezoning commercial sites near transit for affordable housing developments. Any entry on Table 5-2 depicting the development trends in the City are detailed for each individual site.

5.3.7 Environmental Constraints

Development capacity in Fremont is limited by a number of environmental constraints. One of Fremont’s signature characteristics is its “Open Space Frame” consisting of the hills to the east and the bay wetlands to the west. Both the hills and the wetlands can also be viewed as constraints to development. Development in the hills has been limited by voter initiative (see Chapter 6), but capacity there was already minimal due to the steep slopes and risk of landslides. Wetlands within the City limits are unavailable for development under Federal law and through incorporation into public parks such as the Don Edwards National Wildlife Refuge. The Hayward Fault and several fault traces also underlie Fremont, constraining housing development in these locations. These constraints, along with site specific environmental constraints, have all been considered in compiling the lists of sites with realistic development capacity.

5.4 Capacity to Meet the Regional Housing Need Allocation

Table 5-6 below demonstrates the City’s capacity to meet its RHNA. Together, Tables 5-2 and Table 5-3 show that the quantity of land available for affordable housing is sufficient to meet the City’s anticipated need for affordable housing. Tables 5-4 and 5-5 show that the City has sufficient land to meet its moderate and above moderate income needs. Table 5-1 shows that the City is experiencing increased residential development, including on infill and TOD sites. Table 5-1 also reflects two newly approved multi-family residential projects in conjunction with affordable housing developers that will provide 64 restricted units in the extremely and very low-income category and 48 in the low income category. Although the market is rebounding, as described in Chapter 2, the City will continue to consider rezoning land for higher intensity development of market rate and affordable housing as opportunities arise, particularly near transit.

Table 5-6 Capacity to Meet RHNA

	Extremely Low/Very Low	Low	Moderate	Above Moderate	Total
Table 5-1- Committed Residential Development	64	48	16	2,246	2,342
Table 5-2 – Underutilized, Residentially Zoned, (min. 30 du/acre or more)	0	1,414	0	0	1,414
Table 5-3 – Underutilized and Vacant, Commercial/Mixed-Use Zoning (min. 30 du/acre or more)	0	4,179	0	0	4,179
Table 5-4 – Vacant, Residentially Zoned Land (less than 30 du/acre)	0	0	0	440	440
Table 5-5 – Underutilized Residentially Zoned Land (less than 30 du/acre)	0	0	0	888	888
TOTAL	64	5,641	16	3,574	9,263
RHNA (2015-2023)	1,714	926	978	1,837	5,455

Source: Development Activity Report January 2013, Tables 4-2, 4-3, 4-4 and 4-5, 2009.

5.5 Opportunities for Special Needs Housing

5.5.1 Homeless Analysis

Providing housing for the homeless is a significant social concern in Alameda County and Fremont. According to the 2013 Countywide Homeless Count and Survey Report, homelessness has decreased in Alameda County by 16 percent over the last decade and nominally from 2011 to 2013. Despite this decrease, the results for homeless subpopulations is concerning:

- The prevalence of severe mental illness among homeless has risen from 14 percent of the total homeless population to 25 percent in the past 10 years;
- The proportion of homeless people living with chronic substance abuse issues has remained roughly the same over the last 10 years (28 percent in 2003 and 30 percent in 2013);
- Ten percent of unsheltered homeless people are 61 years or older.

Homelessness in Fremont is likely due to high housing costs, a shortage of affordable housing, and such factors as mental illness, substance abuse and domestic violence. Table 5-7 includes data from the survey and compares characteristics of Fremont’s estimated homeless population with Alameda County.

Table 5-7: Homeless Population of Fremont and Alameda County, 2013

Demographics	Fremont	Alameda County
	248	4,264
Household Composition		
Persons in households with at least one adult and one child	89 (36%)	1,342 (10%)
Persons in households with only children	0	10 (.2%)
Persons in households without children	159 (64%)	2,912 (68%)
Gender		
Female	143 (58%)	230 (13%)
Male	104 (58%)	1,457 (84%)
Age		
18-24	16 (6%)	54 (3%)
25-40	60 (24%)	454 (26%)
41-60	108 (44%)	831 (48%)
61+	9 (4%)	168 (10%)

Source: Alameda County Housing and Community Development, 2013 Housing Element Data, City of Fremont³²

Needs Assessment

Table 5-8 identifies the existing housing resources for homeless individuals in the City of Fremont. The table includes year-round and seasonal inventory of beds separated by individuals and families.

Table 5-8: Existing Resources for the Homeless

	Type	Individual Beds	Family Units	Family Beds
Sunrise Village	Emergency Shelter	30	10	36
Safe Alternatives to Violent Environments (SAVE)	Emergency Shelter	30	-	-
Aasra	Emergency Shelter	6	-	-
Bridgeway Apartments	Transitional Housing	-	26	-
Abode Rapid Rehousing	Permanent Rehousing	-	10-15	40
Warming Shelter	Emergency Shelter	Varies		
Housing Scholarship Program		20-25		
TOTAL		86-91	46-51	76

Abode Services (AS) operates Sunrise Village emergency shelter and support center for homeless individuals and families. Sunrise Village offers supportive services such as case management, employment consultation, permanent housing location and childcare services. Sunrise Village can

house up to 66 people for up to 3 months at a time and operates at full capacity on a year-round basis. AS also operates the Winter Relief program that provides shelter for up to 40 people.

Abode Services also operates the Bridgeway Apartments which provides 26 units of transitional housing to individuals and families transitioning out of homelessness.

Safe Alternatives to Violent Environments (SAVE) provides emergency shelter of 30 individuals for up to 60 days for victims of domestic violence. Aasra also provides emergency shelter to victims of domestic violence.

In addition, homeless individuals and families transitioning out of homelessness have access to two transitional housing facilities outside the City limits: Alliance Housing permanent supportive housing with 27 units located in Castro Valley; and Banyan House transitional co-housing facility in unincorporated area of Alameda County.

While Fremont has allocated significant resources to assist homeless individuals and families, there is still a large unmet need. Additional shelter beds, transitional housing, affordable permanent housing, and supportive services are necessary to meet the goal of ending homelessness in the community. Action 5.02-C carries forward the City's commitment to address homeless needs, and several other actions are aimed at expanding the supply of affordable housing and supportive services.

Emergency Shelters

As required by Government Code Section 65583 (a)(4), the City must identify at least one zoning district where emergency shelters are allowed as a permitted use without a conditional use permit or other discretionary action. This section explains the City's policy which allows emergency shelters as a permitted use in the I-L (Light Industrial) zoning district and with a conditional use permit in all other district where the use is allowed. The section also analyzes the City's capacity to accommodate the need for emergency shelters.

Zoning

In the City of Fremont, permanent emergency shelters are operated year-round and temporary emergency shelters are operated for a duration of one month as an accessory use to a public or quasi-public use such as a religious facility. Emergency shelters, both permanent and temporary, are a permitted use in the I-L (Light Industrial) zoning district and require a conditional use permit in other districts (R-1, R-2, R-3, R-G, C-O, C-N, C-C, C-T, I-R and G-I) where the use is allowed.

Lands designated I-L are in close proximity to major arterials, transit and neighborhood services. There are approximately 472.61 acres in the I-L zoning district with approximately 21 acres currently identified as opportunity sites for development or conversion to an emergency shelter. Sunrise Village provides 66 beds with supportive services on a two acre parcel (the shelter building itself is 17,500 square feet). Assuming conservatively that a shelter can provide 33 beds/acre, there is sufficient land available on opportunity sites in the I-L zoning district for 693 additional beds, sufficient to meet Fremont's estimated need

Permit Procedure

Permanent and temporary emergency shelters, where permitted, shall comply with development standards and permit procedures that would apply to commercial developments in the same zone and in addition, development and management standards permitted under State law. The City requires the following performance standards related to development and management of shelters:

- Proximity to other emergency shelters: Three hundred (300) feet from any other emergency shelter.
- Hours of Operation: Facilities shall establish set hours for client intake and discharge.
- Maximum Number of Beds: Temporary emergency shelters operated by a public or quasi-public organization as described in subsection (a) are limited to 40 beds. All other emergency shelters are limited to 100 beds.
- Parking: A minimum of three parking spaces; plus, one additional parking space per ten beds. In addition, one parking space per 250 square feet for supportive services and offices.
- Yards shall conform to the zoning district yard requirements in which it is located.
- On-site Management: On-site personnel shall be provided at all times.
- Waiting and Client Intake Area: A waiting and client intake area of not less than one hundred (100) square feet shall be provided.
- Lighting: Facilities shall provide security and safety lighting in the parking lot, and on buildings, and pedestrian accesses.
- Security: Facilities shall provide secure areas for personal property.
- Life Safety and Security: All projects shall be evaluated for compliance with building codes, fire codes and local building security regulations.

5.5.2 Supportive Housing

Supportive housing targets adults with low incomes having one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other similar conditions. Supportive housing tenants may include families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, or the homeless, among others. Supportive housing has no limit on length of stay and offers onsite or offsite services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community. The City has added a new Goal 7 in this housing element update, “Ensure Availability of Supportive Services to Help People Stay Housed,” to highlight the importance of providing supportive services both on-site and at convenient locations in the community. Policy 7.2 encourages on-site supportive services in affordable housing developments.

Zoning

Supportive housing is a residential use permitted in any zoning district (R-1, R-2, R-3 and R-G) where residential use is a permitted use and in the Downtown District. In the R-1 and R-2 zoning

districts, this use are limited to 6 or fewer persons. Program 4.01-E would remove this restriction as part of the Residential and Open Space Zoning District update underway. Supportive services for onsite supportive housing are permitted as an accessory use in residential zoning districts.

Permit Procedure

Supportive housing, where permitted, shall comply with development and management standards that would apply to residential developments in the same zone.

5.5.3 Transitional Housing

Transitional housing and transitional housing development are buildings configured as rental housing developments, but operated to assist individuals and families transitioning from homelessness. Services are provided for at least six months and when the assistance is terminated, the available unit shall be re-circulated to another eligible program recipient.

Zoning

Transitional housing is a residential use permitted in any zoning district (R-1, R-2, R-3 and R-G) where residential use is a permitted use and in the Downtown District. In the R-1 and R-2 zoning districts, this use is limited to 6 or fewer persons. Program 4.01-E would remove this restriction as part of the Residential and Open Space Zoning District update underway.

Permit Procedure

Transitional housing, where permitted, shall comply with development and management standards that would apply to residential developments in the same zone.

5.5.4 Second Dwelling Units

Consistent with Chapter 1062, Statutes of 2002 (AB 1866), the City of Fremont allows a second dwelling unit (SDU) by right in all single-family residential zones. Permit approval is subject to a planning staff level ministerial review. There is no discretionary review or public hearing associated with the SDU permit process, and applicants are only required to meet a certain set of criteria to be eligible for the SDU permit approval. A summary of these criteria is as follows:

Location

- Only one SDU shall be allowed in conjunction with an existing or proposed single-family dwelling on a legal lot with a minimum lot area equal to or greater than 5,000 square feet;
- A SDU shall not be allowed on a lot greater than 7,500 square feet located in the R-G district or on a lot greater than 6,000 square feet located in the R-3 district;
- A SDU shall not be allowed on constrained land as identified;
- A SDU is not required to meet the density requirements of the General Plan, but shall otherwise be consistent with General Plan text and diagrams as provided;
- A SDU may be attached to (i.e. though conversion of existing floor area or addition of new floor area) or detached from the existing/proposed principal dwelling; and
- A SDU shall be located only within an area of the lot allowed for single family dwelling as established by its zoning district. These SDUs may be established through conversion of existing or construction of new floor area.

Occupancy

The SDU may be occupied as a separate single family dwelling unit, as long as the owner of the property occupies one of the two units located on the lot.

Size

The SDU may range between 700-900 square feet in size, depending on the size of the parcel.

Design

The SDU must have a permanent foundation and shall incorporate architectural features compatible with the principal dwelling unit.

5.5.5 Single Room Occupancy (SRO)

The City adopted provisions in its Zoning Code to permit single-room occupancy (SRO) units in R3 zoning districts in May 2003. Provisions of the City’s changes included:

- Updating the City’s Zoning Code to reflect that “efficiency” apartments also include SRO units;
- Counting SRO units as a half-unit for density calculations; and
- Updating parking requirements to reflect new SRO unit housing types in the R-3 Multifamily zoning district.

The new definition for SRO was modified to reference the applicable California Building Code, which established minimum sizes and occupancies and requires cooking and bathing facilities. Additionally, the code limits the size of any SRO unit to 300 square feet. The size limitation was the justification for counting each SRO as one-half a dwelling unit for density purposes, thereby allowing SRO’s to develop at twice the generally allowable densities. Parking requirements were also modified, lowering the overall requirements for SRO’s, as shown in Table 5-9

Table 5-9: Parking Requirements for SRO units

	Previous Requirements	Modified Requirements
Multi-Family, SRO	2.0 per unit	1.0 per unit

Source: Fremont Municipal Code

5.5.6 Residential Care Facilities and Housing Developmentally Disabled

The Lanterman Developmental Disabilities Services Act (Lanterman Act) sets out the rights and responsibilities of persons with developmental disabilities. The Lanterman Act impacts local zoning ordinances by requiring the use of property for the care of six or fewer disabled persons to be classified as a residential use under zoning. More specifically, a State-authorized, certified or licensed residential care home, foster home or group home serving six or fewer disabled persons or dependent or neglected children on a 24-hour-a-day basis is considered a residential use to be permitted in all residential zones. No local agency can impose stricter zoning or building and safety standards on these homes. The FMC identifies “special residential care facilities” (six or fewer occupants) as a permitted use in all residential zoning districts.

The City does require a Conditional Use Permit process for residential care facilities for 7 or more persons. The FMC calls these facilities, “Nursing or Convalescent Homes” and is conditionally allowed in the R-2, R-3 and R-G zoning districts of the City.

The following table also outlines additional affordable housing developments with units available to developmentally disabled individuals. The City has previously identified a need for approximately 827 units (Table 4-18). Table 5-10 indicates 850 units that can accommodate disabled individuals.

Table 5-10: Housing Available to Developmentally Disabled

Project	Units Available To Disabled
Amber Court	1
Archstone	10
Avelina	40
Baywood	5
Central Park Terrace	36
Cottonwood Senior	97
Fremont Oak Gardens	50
Irvington Terrace	99
Lincoln Oaks	11
Main Street Village	64
Maple Square	93
Oroysom Village	3
Pacific Grove	20
Park Vista	2
Pasatiempo	59
Paragon Apts.	45
Pickering Place	2
Rancho Luna	26
Rancho Sol	7
Redwood Lodge	24
Sequoia Manor	80
Sundale Arms	76
Total	850

5.5.7 Manufactured Housing

The Fremont Municipal Code (FMC), Section 18.190.350(g) permits manufactured housing in any residential district within the City as long as certain residential development standards are met as noted in the code.

There are currently 753 mobile homes in Fremont. The City has enacted a Mobile Home Rent Stabilization Ordinance which aims to protect mobile home dwellers from sudden sizable rent increases. The City also works with property owners to try to preserve existing mobile homes.

5.5.8 Farm Employee Housing

Despite the limited number of farmworkers in the City and surrounding area, the City allows employee housing, including housing for farmworkers, consistent with State law. The FMC, Section 18.190.350 (allows employees to live in temporary mobile homes as designated specifically for agricultural employees.

5.6 Resources for Housing Production

The availability and ability to procure resources are an important component to facilitating affordable housing production, both rental and ownership, in the City. Developing a site with affordable housing may require partnerships, both public and private, as well as several sources of financing to initiate and complete. The following section describes key funding sources for both housing and housing related or supportive programs to assist residents to remain in affordable housing.

5.6.1 Locally-Administered Resources

The City has several primary sources of funding to assist with affordable housing production goals as well as incentives to encourage production.

Density Bonus Ordinance

In accordance with the California Government Code, Sections 65915, 65915.5, and 65917, the City modified its Density Bonus Ordinance in April 2005 to provide incentives for the production of housing for very low-income, and senior households, and for the production of housing for moderate income households residing in condominium and planned development projects. The modified Ordinance is intended to facilitate the development of affordable housing and to implement the goals, objectives and policies of the City’s Housing Element. Consistent with state law, the Ordinance provides density bonuses and incentives and concessions to developers providing units affordable to low-income, very low-income, and senior housing development and also for the donation of land for affordable housing or the provision of child care facilities.

Affordable Housing Ordinance

The City has an Affordable Housing Ordinance requiring for-sale housing developers to provide at least 15 percent of residential units as affordable. Developers of unrestricted rental projects, or that have not received City assistance, must pay an affordable housing impact fee to mitigate the project’s impact on the need for affordable housing in the City. Prior to 2010, developers of for-sale housing were required to construct the 15 percent affordable units on-site, however, in 2010 - 2011, the City modified the Ordinance to allow developers alternatives to build affordable units on-site such as paying the City an in-lieu fee towards affordable housing, locating the units off-site, dedicating property, or purchasing market-rate units to be converted to affordable units.

Between 2007 and 2014, the City collected over \$3 million in in-lieu fees for use in producing affordable housing. During that same time period, approximately 240 for-sale homes affordable to moderate-income households were produced as a result of the program.

Community Development Block Grant (CDBG) Program Funds

The CDBG Program provides funds to promote affordable housing and human service programs within the City of Fremont. Federally funded through the Department of Housing and Urban Development (HUD), cities with a population over 50,000 are entitled to receive CDBG funds directly from HUD. The City receives approximately \$1 million in CDBG entitlement funds each year as well as re-programmed funds and program income. In 2014, the City’s anticipated CDBG program budget was \$1.4 million. Funds are used for homeless and other special needs programs, for neighborhood improvement and rehabilitation, supporting the development of affordable housing, and fair housing services. It is estimated that at least 80 percent of residents benefitting from the CDBG program will be low and moderate-income households as defined by HUD.

General Fund

With the dissolution of all Redevelopment Agencies in the State in 2011, a large source of funding for affordable housing was eliminated. Redevelopment legislation had required a 20 percent set-aside from redevelopment funds for affordable housing. State legislation (Senate Bill 341) effective 2013, requires that 30 percent of all revenues to Housing Successor Agencies from housing assets be spent on Extremely Low-income (ELI) housing. The City has also received a portion of one-time funds returned as a result of the redistribution of Housing Funds. The City was one of the first communities in the region and the state to commit “boomerang” funds—returned to the City as a result of the dissolution of Redevelopment Agencies—to affordable housing. The Fremont City Council has also made a decision to allocate approximately \$1 million to affordable housing beginning in Fiscal year 2013/2014.

5.6.2 County Resources

Alameda County is responsible for administering several Federally-funded programs that address housing and community development needs. In general, the programs are available countywide, including the City of Fremont.

HOME Investment Partnerships Act (HOME)

Since 1991, the City of Fremont has been participating in the Alameda County Home Consortium. Alameda County, as the Urban County, and the cities of Pleasanton, Hayward, Livermore, Newark, Union City, Alameda, San Leandro and Fremont formed the Alameda Consortium for purposes of participating in the HOME Program.

The Program provides formula grants to States and localities that can be used - often in partnership with local nonprofit groups - to fund a wide range of activities including building, buying, and/or rehabilitating affordable housing for rent or homeownership or providing direct rental assistance to low-income households. HOME is the largest Federal block grant to state and local governments designed exclusively to create affordable housing for low-income households. Funds are awarded annually as formula grants to participating jurisdictions (PJs). The City has received up to \$500,000 per year in prior allocations.

The City has utilized HOME funds for specific affordable housing developments such as Eden Peralta Senior Housing (98 ELI and VL units), and Main Street Village (63 ELI and VL units). Fremont has also been utilized for programs supporting housing such Project Independence and the Housing Scholarship Program, which provide rental subsidies.

Mortgage Credit Certificates

The City of Fremont assists in financing the Mortgage Credit Certificate (MCC) Program, which is administered by the Community Development Department of Alameda County for participating cities. MCC's provide the income eligible first-time home buyer with an opportunity to reduce the amount of federal income tax owed each year they own and live in their homes. The MCC assists a family in qualifying for a larger first mortgage. The MCC Program works through pre-approved participating lenders.

Section 8 Assistance

The Section 8 program is a Federal program that provides rental assistance to very low-income households. The Program provides a voucher that pays for the difference between current fair market rent and what a tenant can afford to pay, which is defined as 30 percent of the household income. The Alameda County Housing Authority administers Section 8 in Fremont.

5.6.3 State Resources**Tax-Exempt Bond Financing**

The California Debt Limit Allocation Committee (CDLAC), an agency within the State Treasurer's Office, administers the tax-exempt private activity bond program available annually for California. Agencies and organizations authorized to issue tax-exempt private activity bonds, such as cities, must receive an allocation from CDLAC. Currently, there are six programs for the issuance of tax-exempt private activity bonds, including the following:

Multi-family Rental Housing:

State and local agencies can issue tax-exempt housing revenue bonds to assist developers of multi-family rental housing units acquire land and construct new projects or purchase and rehabilitate existing units. The tax exempt bonds lower the interest rate paid by developers, which enhances the financial feasibility of a project. In exchange, a specified

number of units are required to remain affordable to eligible, lower-income households for a specified number of years after the initial financing is provided.

Single-Family Housing:

State and local agencies can issue tax-exempt mortgage revenue bonds (MRBs) to fund mortgages for homebuyers. Homebuyers may purchase single-family homes, either free-standing detached homes or condominiums, or townhouses. The tax-exempt source of funds reduces the interest rate paid by purchasers by approximately one percent or more depending upon current market conditions.

In addition to private activity bonds, where the project is owned by a partnership or other profit motivated sponsor, there are 501(c)(3) bonds, which may be available if the project is owned solely by a non-profit corporation. Essential function bonds may be used when a public body, such as a housing authority or redevelopment agency, owns the project. CDLAC is also responsible for allocating 501(c)(3) and essential function bond authority.

Low-Income Housing Tax Credits (LIHTC)

The Low-Income Housing Tax Credit (LIHTC) program was created by Congress in 1986 and made permanent in 1993. The California Tax Credit Allocation Committee (TCAC), an agency within the State Treasurer’s Office, administers both the state and federal low-income housing tax credit programs. Both programs were authorized to encourage private investment in rental housing for low- and lower-income families and individuals. The LIHTC Program allows owners of qualified low-income rental housing developments to receive a tax credit against their Federal income tax liability for a period of ten years. Most developers of a tax credit-eligible project sell or “syndicate” the credits to an investor who has income tax liability. The proceeds of the sale of the tax credits become a cash equity contribution to help finance the low-income housing project.

California Housing Finance Agency (CalHFA)

The California Housing Finance Agency (CalHFA), a state agency, provides below-market rate loans to create safe, decent, and affordable rental housing and to assist first-time homebuyers in achieving homeownership. CalHFA offers a variety of programs to accomplish this goal, including Rental Development Finance Programs to provide permanent financing for the acquisition, rehabilitation, and preservation or new construction of affordable rental housing; Single Family Programs offering below-market interest rate mortgage loans to very low- to moderate-income first-time homebuyers; and Down Payment Assistance Programs to assist the first-time homebuyer with down payment and/or closing costs.

Department of Housing and Community Development (HCD)

The State Department of Housing and Community Development (HCD) is California's principal housing agency, with a mission to provide leadership, policies and programs to expand and preserve safe and affordable housing opportunities and to promote strong communities for all Californians. HCD administers more than 20 programs that award loans and grants to hundreds of local public agencies, private non-profit and for-profit housing developers, and service providers every year, including programs that support the construction, acquisition, rehabilitation, and preservation of affordable rental and ownership housing, homeless shelters, and transitional housing.

5.6.4 Federal Resources

There are a variety of federal programs also available to support housing activities in Fremont. Although some of the programs mentioned above are administered by county or state agencies, such as CDBG funds administered by the City and HOME funds administered by Alameda County, they still involve some level of federal funding. In addition to these aforementioned programs, following are other federal funding programs that are available for affordable housing:

- Section 202 - provides grants to non-profit developers of supportive housing for the elderly.
- Section 811 - provides grants to non-profit developers of supportive rental housing for persons with physical disabilities, traumatic brain injury, and other disabilities. Eligible housing options include group homes, independent living facilities, and intermediate care facilities.
- Section 203(k) program is a single-family home mortgage program allowing acquisition and rehabilitation loans to be combined into a single mortgage.

5.6.5 Non-profit/Private Resources and Assistance

With reduced funding opportunities and loss of redevelopment funding, private resources and public-private partnerships play a significant role in the production and improvement of affordable housing. The City has partnered with various affordable housing developers to accomplish affordable residential projects in Fremont.

As an example, the City recently partnered with two affordable housing providers, Allied Housing and MidPen Housing to develop Laguna Commons, a 64-unit rental project affordable to very low income households and with supportive services. The project was approved in 2014.

In 2013, the City approved a proposal by a market-rate developer to meet their affordable housing obligation by partnering with Habitat for Humanity to purchase land in Fremont’s Centerville District for future development of affordable for-sale homes. CDBG funds were also awarded to Habitat to facilitate the purchase.

5.7 Opportunities for Energy Conservation

Section 65583(a)(7) requires the Housing Element to contain “an analysis of opportunities for energy conservation with respect to residential development.” These opportunities present themselves both through new construction and through renovation. There are a number of weatherization and energy savings programs that are specifically targeted to lower income households.

All new construction in Fremont is subject to the requirements of the California Energy Commission’s Title 24 energy efficiency standards. These standards apply to wall and ceiling insulation, thermal mass, and window to floor area ratios and are designed to reduce heat loss and energy consumption. A report indicating conformance with the energy standards is usually performed by an energy consultant following methods approved by the State. The Title 24 requirements also apply to major remodeling projects such as home additions.

Conservation Goal 7-9 of the Fremont General Plan promotes highly efficient building and site design standards that provide cost-effective methods to conserve energy, reduce the City’s carbon footprint, and promote the use of renewable energy sources. Policy 7-9.1 calls to continue implementing and strengthening green building standards. Policy 7-9.2 encourages/requires maximum feasible energy efficiency in site design, building orientation, landscaping, and utilities/infrastructure for all development and redevelopment projects. Policy 7-9.3 encourages renewable energy sources for new and existing buildings and infrastructure.

In 2008, the City Council adopted a goal to reduce greenhouse gas emissions 25 percent by 2020 from a 2005 baseline. This goal is consistent with the emission reduction goals of other participants in the Alameda County Climate Protection Project. The City partnered with ICLEI—Local Governments for Sustainability for completion of the 2005 baseline greenhouse gas emission inventory, which revealed that the transportation sector contributed 60 percent of emissions, building energy use contributed 37 percent, and solid waste contributed 3 percent. Municipal operations contributed less than 1 percent of overall emissions.

On November 12, 2012, the City Council adopted the Climate Action Plan, which is the culmination of efforts that began in 2008 with work done by the Green Task Force, a City Council-appointed citizen group. The development of the Climate Action Plan involved the community, elected and appointed officials, other public agencies and private organizations, and staff from several City departments. The Climate Action Plan is consistent with the goals and policies in the General Plan, and reinforces the principle of sustainability which underlies the General Plan. The plan includes the emission reduction actions which are intended to help the community and the City of Fremont make positive progress towards achieving the City Council’s adopted emission reduction goal.

In January 2014, Fremont partnered with Stopwaste.Org to complete an update of greenhouse gas emissions utilizing the newest calculation methodology, demonstrating a decrease of 11 percent in community-wide emissions between the years of 2005 and 2010.

Pacific Gas and Electric (PG&E) offers several programs to reduce the burden of energy bills for lower income residential customers and to assist all customers with energy conservation. The utility offers customer incentives for conservation, including rebate programs for old appliances and free energy audits. It has an extensive public education and outreach program, highlighting energy saving tips. Specific programs assisting lower income households are listed below:

- CARE (California Alternate Rates for Energy) is PG&E’s discount program for low income households and housing facilities. CARE provides a 20 percent discount on monthly energy bills and waives recent surcharges for lower income households. The program applies to single family homeowners, tenants who are metered or billed by landlords, and group living facilities.
- FERA (Family Electric Rate Assistance) is PG&E’s rate reduction program for large low income households with three or more people CARE provides a discount on monthly energy bills to households meeting the size and income requirements.

- REACH (Relief for Energy Assistance for Community Help) is a one-time energy assistance program for low income homeowners who cannot pay their utility bill because of a sudden financial hardship. The program is targeted to the elderly, disabled, sick, working poor, and unemployed. Eligibility is determined by the Salvation Army and requires a household income that does not exceed 200 percent of the federal poverty level.
- Energy Partners is PG&E's free weatherization program. Approved contractors work with low income customers to make their homes more energy efficient. The work usually involves weather stripping, additional insulation, and furnace repair. Income restrictions apply.

PG&E also offers reduced rates for residential customers dependent on life support equipment, or with special heating and cooling needs due to certain medical conditions. The utility also offers a balanced payment plan for customers who experience higher heating or cooling costs during the extreme weather months. PG&E works with community-based organizations and local governments to determine additional measures that may assist lower income households.

In addition to the above programs, the California Department of Health and Human Services has a Low Income Home Energy Assistance Program (LIHEAP) to assist low income homeowners with weatherization and energy bills. The LIHEAP Weatherization Program provides free weatherization services such as attic insulation, weather-stripping, and minor home repairs. LIHEAP also provides payments for weather-related or energy-related emergencies, and financial assistance to eligible households.

As an incentive to promote green building practices and reduce community greenhouse gas emissions, the City provides over the counter permits for the installation of Solar Photovoltaic (solar) panels (<10kW systems) attached to a residential or commercial building or other structure such as an accessory building and/or a ground mounted array. The City Council also adopted resolutions to reduce solar panel permit costs for both residential and commercial building. The City has also adopted an ordinance that mandates recycling of construction and demolition debris. Each project subject to the ordinance is required to reuse or recycle 100% of all asphalt and concrete, and reuse or recycle 50% of all remaining materials (wood, metal, etc.).

The City of Fremont participates in the California Youth Energy Services program that helps install no-cost energy and water efficiency services to all members of the community, with a focus on hard-to-reach households which include non-English speakers, who often miss out on services due to language barriers, renters, moderate income households and seniors.

Heating and cooling costs can represent a substantial share of the housing budget for lower income and/or special needs households. The City is working proactively to promote energy conservation and enforce Title 24 standards for new construction. The City will continue working with PG&E to reduce the energy cost burden for Fremont households, primarily through PG&E's weatherization and financial assistance programs.

Chapter 6: Constraints on Housing

The development, preservation, and availability of affordable and market-rate housing is an important goal for the City. The City continues to proactively support and implement programs that will facilitate affordable housing and also programs that would help to eliminate barriers and constraints to housing development. A variety of factors can inhibit or constrain housing development, including environmental and market conditions, and government regulations. This section identifies constraints, both market and government, that constrain new housing development.

6.1 Potential Constraints

Regulations, while intentionally governing the quality of development in the Community, can also unintentionally increase the cost of development and thus the cost of housing. These governmental constraints can include land use controls, local building and fire codes and their enforcement, on and off-site improvements, fees and other exactions required of developers as well as local processing and permit procedures.

The following sections describe and analyze potential constraints to the development of housing within the City. This chapter also identifies the City’s efforts to remove constraints and/or establish implementation actions to remove those constraints that remain. The overall goal is to remove constraints that could hinder Fremont from meeting its share of the regional housing need and from meeting the need for housing for persons with disabilities, supportive housing, transitional housing and emergency shelters.

Potential constraints were identified by housing developers (both for- and non-profit), housing advocates, and other interested parties that participated in a Townhall meeting held on February 5, 2014 and also a Stakeholder meeting on February 11, 2014. The City also received feedback via its webpage and the “Fremont Open City Hall” webpage forum.

6.2 Government Constraints

While Fremont’s last housing element is analyzed in Chapter Two, a bit of historical context is important to the discussion of constraints. Fremont’s comprehensive General Plan Update resulted in substantial changes to the City’s zoning and land use controls. In particular, the City took action to:

- Modify the density ranges used in residential development, and allow strategically more urban development near transit, on major corridors, and in the City’s downtown and town centers.
- Modify parking requirements to link the number of spaces to bedroom count versus a per unit requirement; allow for tandem parking where previously it was prohibited; and create findings for parking reductions, e.g., reductions near transit, services, or based upon needs of residents.

- Allow for mixed-use development in a variety of commercial districts where it was previously not allowed; adopt a new Mixed-Use ordinance whereby a previous mandatory requirement for 51 percent commercial use was removed in favor of maintaining a commercial street (ground floor) presence on commercial streets.
- Continue to zone land (at densities at or over 30 units/acre) to maintain a land inventory capable of meeting regional housing needs for lower income households.
- Amend the City’s ordinances and policies to conform to SB-2.

As noted above, the City of Fremont has made substantial changes over the past Housing Element cycle. The City of Fremont does not currently have zoning standards relating to minimum unit size. Additionally, the City has no growth control program or housing development limits.

6.2.1 Land Use Regulations

During the timeframe of the 2009 – 2014 Housing Element, the City embarked upon and completed a major comprehensive update of the City’s General Plan, which was adopted in 2011. While the update resulted in changes to land use designations as well as implementation programs that changed zoning districts, standards, and procedures, the update also resulted in the identification of new opportunity areas for higher density, infill housing located near transit and services. The goals and policies of the City’s new General Plan are designed to encourage smart growth (higher density, transit-oriented residential and mixed use development). Following are several land use goals and policies taken from the updated General Plan that emphasize the City’s commitment to ensure the availability and development of high-quality, new housing at varied income levels to meet the City’s Regional Housing Need.

Goal 2-1: City Form and Structure - *A city transformed from an auto-oriented suburb into a distinctive community known for its walkable neighborhoods, dynamic city center, transit-oriented development at focused locations, attractive shopping and entertainment areas, thriving work places, and harmonious blending of the natural and built environments.*

Policy 2-1.7: Becoming a More Transit-Oriented City – *Plan for Fremont’s transition to a community that includes a mix of established lower-density neighborhoods and new higher-density mixed-use neighborhoods with access to high-quality transit.*

Policy 2-1.8: Mixed Use Emphasis – *Encourage mixed-use development combining residential and commercial uses in transit-oriented development areas and also in select commercial areas as indicated on land use map.*

Policy 2-1.11: Infill Emphasis – *Focus new development on under-developed or “skipped over” sites that are already served infrastructure and public streets.*

Goal 2-3: Complete Neighborhoods - *Compact, walkable, and diverse neighborhoods, each with an array of housing types and shopping choices, with parks, schools, and amenities that can be conveniently accessed by all residents.*

Policy 2-3.4: Infill Development – *Support infill development on vacant and underutilized land in Fremont’s neighborhoods, particularly where there are vacant lots or parcels that create “gaps” in the urban fabric...*

Policy 2-3.8: Location of Higher Density Housing – *Generally locate new higher density housing in Priority Development Areas and the TOD Overlay where there is good access to transit, proximity to local-serving commercial uses, and to collector or arterial streets.*

The Land Use Element of the General Plan establishes the goals and policies that govern and guide local development including new residential. As shown below, the City’s residential land use designations allow for a variety of housing types and densities, from rural/hillside areas to high density urban residential. In 2011, the City’s updated General Plan included new Mixed Use designations and Transit Oriented Development (TOD) Overlay Designation, which applies to areas within ½ mile of a transit station and allows increased density within certain commercial designations.

Table 6-1 Land Use Designations Permitting Residential

Residential	Density (dwelling units per net acre)
Hillside Residential	> 8.7 (if subdivided); > 2.3 elsewhere
Low Density	2.3 to 8.7
Low-Medium Density	8.8 to 14.5
Medium Density	14.6 to 29.9
Urban Residential	30 to 70

Commercial/Mixed Use	Minimum Density
City Center/Mixed Use	50
City Center/TOD Overlay	50
Town Center/TOD Overlay	30
General Commercial/Mixed Use	Subject to FAR maximums
General Commercial/TOD Overlay	Subject to FAR maximums

6.2.2. Zoning

The City regulates type, location, and scale of residential development primarily through the Planning and Zoning Code. Zoning regulations are designed to protect and promote the health, safety, and general welfare of residents, and to implement General Plan policies. The following table summarizes Fremont’s residential development standards. The table provides a general summary, using minimums and maximums for each zone. Within certain zones, however, the standards may vary between these minimums and maximums. In addition to the base zoning districts described in the following tables, applicants can request rezoning to a customized Planned Development (P-D) District that allows deviation from the standard regulations where a development project is consistent with the General Plan and meets other community objectives.

Table 6-2 Residential Development Standards

	Single-family		One - family	Two-family	Multi-family	Garden Apt
	R-1		R-2		R-3	R-G
	R-1-6	R-1-8				
Min. Lot	6,000	8,000	6,000	8,000	6,000	7,500
Setbacks						
Front	20'	25'			35'	20'
Side	5'	7'	5'	7'	20'	20'
Rear	25'	25'	25'	25'	10'	20'
Height	30'	30'	30'	30'	52'	52'
FAR/Lot Coverage	-	-	-	-	50%	50%

The City of Fremont does not currently have zoning standards relating to minimum unit size. Additionally, the City has no growth control program or housing development limits.

Height:

The City allows up to 52 feet for multiple-family and mixed-use zones, which to date have readily accommodated densities of 30-70 units/acre. The City’s current maximum density is 70 units/acre. Furthermore, the City allows increases in height subject to a Modification to Zoning Standards process. To date, such findings have been limited to requests for hotels. Within the City Center District there are no height limits and within the Downtown District height is limited to eight stories.

Setbacks:

The City’s newer multi-family zone (R-3) allows up to 52 feet in height while restricting building height to 30 feet when the structure is within 50 feet of properties zoned at densities less than 10 units/acre. This standard has been extremely effective in allowing higher densities to integrate with surrounding lower density neighborhoods. The Maple Square project used two story structures adjacent to single family homes but also included three floors of housing (atop a podium garage) to effectively increase density on the site.

Further flexibility can be granted through the Design Review process, Planned District rezoning or Modifications to Zoning Standards process for increased building height. All of these approaches are extremely rare in relation to building height increase requests as the City standards do not appear to constrain development.

Open Space:

The City requires a minimum of 500 square feet of open space in a project. For each unit over five units, the City requires an additional 50 square feet. The City finds that this is a relatively urban standard and works well for higher density projects, but that it works less well for projects where the density is under 20 units/acre. Indoor open space, roof space and parks within ½ mile of a project site are or can be counted towards a project's requirement. In mixed-use developments, the City does not have a minimum requirement for open space but emphasizes quality over quantity. The City adopted Multi-family Design Guidelines allowing for flexibility to eliminate common open space when generous private open space is included within a project.

The Peralta Senior Housing Cottonwood project is an example where outdoor open spaces were supplemented by indoor computer labs, community rooms, etc. to effectively meet City requirements. This was seen as extremely appropriate to the population being housed.

Overall, the City finds the open space requirements are flexible and appropriate, especially for higher density projects. For lower density projects, developers to date have been offering more than is required by the City in order to improve marketability and create a sense of place.

The City also adopted the Multi-family Design Guidelines in 2013 to allow small multifamily projects of 12 units or less to be exempted from providing common open space if they exceed private open space area design requirements. Previously these types of projects were required to set aside 500 to 1,000 square feet of common open space, which resulted in a maintenance hardship for the home owner's association.

Parking:

Parking can be more of a concern for affordable and special needs housing projects than for market rate projects. Affordable and special needs housing providers routinely ask the City to consider lower parking requirements. The City has received and typically grants these requests using the Modifications to Zoning process to allow for variations in need. The City has granted reductions for projects that then did not receive State or Federal funding because those agencies felt that if the project failed, it would need to compete in the marketplace. As a case in point, the City approved an Assisted Living Project with reduced parking. The project received both federal and City Redevelopment Agency housing funds for “affordable assisted living-units” within the project. Subsequently, after construction, the operator failed and the federal government repossessed the property and auctioned it off. The lower than normal parking for an assisted living facility limited its reuse potential and buyer pool and prevented the project from being sold as apartments or a communal type living arrangement whereby parking would have been in greater demand.

Additionally, the City has experimented with tandem parking allowances and reduced parking requirements when parking is not assigned to a unit or individual. The City has been reviewing completed projects to determine if residents are using tandem spaces or if visitor/guest parking spaces are being adversely impacted. The City has also encouraged and in a few cases required that parking within multi-family projects be unassigned. This is very unpopular with market rate projects, as future owners almost always demand assigned parking. In managed affordable projects, unassigned parking shows some promise.

While the City’s parking regulations currently allow for shared or joint use parking in mixed use developments and for reduced parking near transit; the administration or implementation of shared/joint use parking and the “unbundling” of parking remains challenging. The City finds that occupants want assigned parking and that the lack of assigned parking results in marketing and financial challenges for developers and dark tenant spaces along street frontages. Consistent with Housing Element policy, the City continues to evaluate and consider incentives or disincentives that result in the “unbundling” of parking near TOD areas in an effort to reduce overall parking demand and to promote effective utilization of parking that is provided. The City’s recently adopted TOD Ordinance requires a 25 percent parking reduction. The City expects this will be used in locations where transit access and density allow.

6.2.3 Codes and Enforcement

The City of Fremont adopted the 2013 California Building, Plumbing, Mechanical, Electrical and Fire Codes on November 19, 2013, along with local amendments. These codes became effective for all developments that applied for permits after January 1, 2014.

Local amendments to these state-mandated codes were determined to be reasonably necessary because of local conditions relating to climate, geography and topography. Local climatic, geologic, and topographical conditions impact crime prevention efforts and the frequency, spread acceleration, intensity, and size of fires involving buildings in this community. Additionally, the potential for major earthquake shaking and liquefaction increases the performance demands structures must meet in order to reasonably minimize injury, loss of life, and property damage. Therefore, changes to the 2013 California Building and Fire Codes are needed to mitigate these effects.

Amendments to the 2013 California Building Code related to residential type developments including requirements for:

- Fire rated roofing materials.
- Automatic Fire Extinguishing Systems.
- Enhanced fire resistivity, occupancy separations and minimum number of exits.
- Additional requirements relating to fire safety in wildland-urban interface areas.
- Improved structural design (shear, bracing and other construction assemblies) to address seismic occurrences.
- Inspection to ensure proper quality control of certain construction assemblies relating seismic safety.
- Soil investigation and excavation to address seismic safety.
- Improved hold down connectors, quality of nails, bracing, shear wall construction and gypsum construction in wood frame structures to address seismic safety.

While there is little doubt that some of these measures will add to the cost of construction, the impact to affordability is offset by improved safety, reduced costs for fire and police services and lower hazard insurance rates for City residents. These local amendments will also serve the City in

achieving sustainability goals by preserving housing stock in the event of disasters such as earthquakes and fires.

6.2.4 On/Off-site improvements

Infrastructure Capacity

Infrastructure capacity for development is not a constraint to residential development in Fremont. Utility service providers and the City's Engineering Division have designed infrastructure to accommodate the General Plan build-out and, as such, all development makes direct improvements or pays for necessary additional infrastructure with fees. These fees are relied upon to meet level of service standards established by the General Plan. Consequently, additional mitigation is rarely necessary.

Services are provided by the following agencies:

Water Service:	Alameda County Water District
Sanitary Sewers:	Union Sanitary District
Storm Drainage:	Alameda County Public Works Alameda County Flood Control and Water Conservation District
Telephone Service:	AT&T and various wireless carriers
Natural Gas/Electric:	Pacific Gas and Electric Company

Street Widths

On April 11, 2006, the City adopted revised street standards in response to a variety of concerns including width requirements, the need for additional street configurations for urban infill development, and to address state and federally mandated accessibility, stormwater quality, health and safety requirements.

The primary concern raised by the development community is the required width of streets to serve both fire safety needs as well as meet the physical separation requirements set forth by the various utility providers. As a case in point, the City approved a multiple family development wherein respective utility providers noted that if the City continues to approve narrow streets (less than 23 feet in width) they would decline to provide service. Each respective utility provider finds that they are mandated to protect the public health and safety and that the utility separation requirements are the absolute minimum needed. Exacerbating challenges such as these are State Regional Water Quality Control Board requirements for improved (treated) storm water discharge as well as requirements to meter or slow stormwater flows from the site to downstream facilities that may be subject to erosion from increased water flows caused by development. A common way to address stormwater flow rates is to upsize piping thereby creating separation challenges from potable water and sanitary sewer utilities.

The City and development community have been very creative in resolving these challenges. In some instances certain utilities are provided in pedestrian walkways, alleys and other rights-of-way outside of the primary street circulation system. This too, however, creates site-planning challenges in that these alternative rights-of-way require and encumber land. That land is both expensive and the encumbrances may limit tree planting, require accessibility for utility providers that can impact

the aesthetics and overall density yield for various housing types. Using smaller building footprints and building more vertical is one option but under the 2013 California Fire Code, building heights in excess of 30 feet require 26-foot wide streets. In essence, smaller building footprints and smaller units may be one option. Consistent with AB 1358, the 2011 General Plan includes a Complete Streets policy that commits the City to periodically reviewing street standards to allow the accommodation of multiple transportation modes within right-of-ways, rather than designing purely for the automobile. The City continues to explore various options during the team based development review process and encourages site-specific solutions as part of the development of multi-family projects. The City continues to work with utility providers and developers to explore potential alternatives that minimize need for wider than needed streets.

Coordination with other Utility Providers/Outside Agency Requirements

An area of concern raised by the development community is that of coordination. Because the development review process requires coordination with so many outside agencies it results extra time and effort. However, coordination with local districts, such as the school district, or regional or state agencies, such as Caltrans, from the outset, can also shorten review times by providing an opportunity for issues to be addressed and resolved early on.

The City refers development applications to external agencies for their comment during the entitlement process. City staff also make considerable effort to educate developers (particularly developers not familiar with the area) of the respective agency requirements. The City is also aware that some applicants entitle projects for subsequent sale and are not as concerned with details necessary to execute the project. The City has also been proactively requiring applicants to provide more detail up front so that subsequent improvement plan processes are more streamlined. The City has found that as a result projects can be built per their approval/entitlement. For this reason, the City continues to identify likely challenges during the entitlement review process and require developments to refine proposed solutions to these challenges early in the review process in order to facilitate improvement/construction plan review and permit issuance.

6.2.5 Fees and Exactions

Governmental Fees

Land development within the City of Fremont is subject to direct fees imposed by the City, fees collected by the City on behalf of another governmental agency, and/or fees imposed by another governmental agency within the City boundaries. These fees are imposed for the purpose of offsetting capital expenditures necessary to accommodate development or for defraying the City's cost of reviewing a development proposal and providing required permits, plan checks, and inspection. Due to California's legal limitations, local governments are forced to rely on impact fees for revenues to offset costs that result from new residential development. The City's fees are limited, as legally required, to the proportionate share of costs made necessary by the development that pays the fee. Each fee assessment is based on a comprehensive analysis of the facilities required and the applicable costs to ensure an appropriate nexus. Without these fees, the City could not build streets, develop parks, or construct municipal facilities, such as police or fire stations, to serve the additional population which results from residential development. In that case, development would be constrained by inability to provide necessary infrastructure.

While it is legally possible to subsidize the costs caused by new development from other funding sources, the City must be able to identify alternative funding sources to replace any fees that are not charged. Given the fiscal challenges that cities face, particularly over the last decade, additional revenues available to subsidize fees have been limited or non-existent.

Table 6.3 identifies that the fees for a typical 2,500 square foot single-family unit in 2014 total \$82,523 per unit. Fees for a typical multi-family unit would be less because the square footage of a multi-family unit is typically smaller than that for an average single-family unit. Several of the City’s fees such as park facilities and capital facilities are also less for attached residential units than detached units. Table 5.1 also shows that fees for a typical new 1,300 square foot multi-family unit in 2014 total \$36,696.

The City fees in the table do not reflect the Affordable Housing In-lieu Fee, which is \$22.50 per habitable square foot for single-family units and \$19.50 per square foot for multi-family units. Per the Affordable Ordinance, developers have the option to meet their requirement either through units constructed on-site or by paying the fee. Should the developer elect to pay this fee rather than construct units, the City fees for a 2,500-square-foot single-family unit would be approximately \$105,094. Likewise for a new 1,300-square-foot multi-family unit, City fees with the affordable in-lieu fee added on would total approximately \$62,046.

The Affordable Housing Ordinance was modified in 2010 to allow developers the option to pay an in-lieu fee. Previously, developers were required to construct the required affordable units. For this reason, the fee was not reflected in the previous Housing Element assessment.

Table 6-3 Permit and Impact Fees

Type of Fee	Amount	
	Typical New 2,500 sq. ft. Single-family Unit	Typical New 1,300 Sq. Ft. Multi-family Unit
Entitlement	\$3,000	\$3,000
Application	\$ 138.00	\$138.00
Plan Check	\$ 2,029.00	\$1,507.00
Permits:		
Building	\$ 2,388.00	\$1,507.00
Electrical	\$ 150.00	\$65.00
Mechanical	\$ 111.00	\$56.00
Plumbing	\$ 111.00	\$56.00
Insulation	\$ 70.00	\$21.00
Fire	\$ 700.00	\$700.00
Grading	\$ 135.00	\$135.00
Microfilming	\$ 300.00	\$300.00

Impact Fees:		
Traffic	\$ 3,879.00	\$3,009.00
Capital Facilities	<u>\$ 3,336.00</u>	\$2,446.00
Park Facilities	\$11,578.00	\$8,448.00
Fire Protection	\$ 386.00	\$283.00
Park Dedication In Lieu	<u>\$17,512.00</u>	<u>\$12,841.00</u>
Community Planning Fee	<u>\$ 730.00</u>	<u>\$455.00</u>
Building Construction Tax	<u>\$ 2291.00</u>	<u>\$1702.00</u>
TOTAL CITY FEES	\$48,844.00	\$36,696.00
<hr/>		
State Construction Tax	\$ 14.00	<u>\$8.00</u>
School District	<u>\$12,165.00</u>	<u>\$6,591.00</u>
Water Connection	<u>\$17,500.00</u>	<u>\$12,000.00</u>
Sewer Permit / Connection	<u>\$ 4,000.00</u>	<u>\$4,000</u>
TOTAL OTHER FEES	\$33,679.00	\$22,441.00
TOTAL FEES	\$82,523.00	\$59,137.00

Impact fees pay for improvements that are absolutely necessary to maintain public safety and adequate circulation, as well as improvements that are related to quality of life, such as parks, community centers, etc.

On the “necessary” side of the equation are the fire, traffic and circulation facilities required to mitigate a projects cumulative impacts. Without these fees, the City would not meet established levels of service set forth in the General Plan nor would identified environmental impacts be mitigated. Utility connection fees also fall under this category.

On the “desired” or “quality of life” side of the equation are the capital (community center and other city facilities) as well as parkland and park facilities that the community desires. Fremont’s fees are a reflection of community values. Fremont residents consistently rate parks as a high priority. For example, as part of the General Plan update, the City conducted an on-line survey that asked residents, “Considering the following qualities or characteristics of the City of Fremont, indicate - -by priority- - what you feel the City should focus on during the General Plan Update.” An overwhelming 85 percent of respondents identified Parks and Open Space as a high priority for the General Plan Update, the highest percentage for any of the categories.

The community’s emphasis on parks is reflected in the General Plan, which establishes a standard of five acres of parkland for each 1000 residents. The high cost of obtaining and developing this land is reflected in the park dedication in lieu fee, which is the fee most often identified as a concern by housing developers. The City is aware of this issue and regularly conducts comparative

studies of Fremont’s fees and those of neighboring communities. The City’s fee program is based on a comprehensive analysis of the impact of development and an assessment of the cost of land required to support the City’s established park standards.

For the park dedication in lieu fee, the City has historically assumed that some lower priced industrial land will be used to provide parks; if all future parks were assumed to occur in residential areas, the fee would be higher. As part of the General Plan update, the City has identified utility corridors and former railroad right-of-ways as opportunity sites for future parkland needs. These corridors may be less expensive to purchase on a per-acre basis and the level of improvement may also be less costly than traditional parks, which could result in lower fees.

The City does offer a fee deferral program to assist builders of very low- and low-income units. (See Action 3.01-E). To spur development during the economic downturn, the City offered temporary impact fee reductions between 2009 and 2012. The City continues to offer impact fee reductions to projects in the City’s Downtown District and for certain projects meeting high sustainability standards.

The City recently updated its development review fees, which became effective July 1, 2014. A comprehensive update of the City’s impact fees is underway and will evaluate infrastructure, capital and park needs commensurate with anticipated growth. The City is also in the process of updating the Nexus Study supporting the Affordable Housing Ordinance.

Chapter 2 contains a program (Action 3.04-E) for the City to continue to periodically review its impact fee structure to assure that fees are equitable and fair in relationship to the needs and desires of the community and that fees are reflective of actual costs and remain consistent with the provisions of the Quimby and Fee Mitigation Acts.

6.2.6 Public Services

The City currently provides public safety (police and fire) and a variety of other services including building inspection, code enforcement, planning, public facility maintenance (roads, buildings, landscaping and parks), human services and recreation services to the community. The provision of public services and the level of service provided will largely depend on available funding from a variety of sources.

The City has developed and will continue to collect impact fees to pay for new development’s share of needed public facilities that in turn assist in the provision of public services. Currently, the City has a Capital Facilities Fee for public buildings; a Traffic Impact Fee that funds roadway infrastructure; a Fire Fee that funds fire facilities and a Park Facilities Fee for improvements within City parks.

In general, Fremont has an excellent circulation system that includes water, sanitary sewer, storm drainage, gas and electric, and roadway infrastructure. In large part development can tie into existing systems or extend existing systems into their project. However, as the City continues to intensify and age some infrastructure systems may be found to be at or near capacity or in some cases in need of replacement due to age.

The City of Fremont regulates the design and specifications for both public and private roadways as well as storm drainage facilities within those rights-of-way. Outside agencies such as Alameda County Water District, Union Sanitary District, Alameda County Water Conservation and Flood Control District, PG&E, provide water, sanitary sewer, flood control, and gas and electric utilities respectively. Communication infrastructure, including cable and phone services are provided by a variety of providers of which some are hard wire and others are provided via wireless networks.

Right-of Way Exactions

Right-of-way exactions are needed to provide for access and utilities to serve development. Street widths and utility agency requirements were discussed previously.

Affordable Housing

In 2011, the City revised its Affordable Housing requirement. The basic requirement of this Ordinance is that all new developments must provide:

- For-sale projects – ownership projects shall provide 15 percent of units as affordable or pay in-lieu fee. This percentage would go to 20 percent in 2015 provided the Nexus Study underway supports 20 percent.
- For-rent projects – Rental projects, which receive no city funding shall pay an affordable housing impact fee, except that units subject to a 55-year affordability agreement are not subject to the fee. Rental projects receiving a financial contribution from the City shall enter into an affordable housing agreement to limit rents, in compliance with the Costa-Hawkins Act.

As an alternative to providing affordable units within a for-sale project, developers also have the option of providing:

1. Rental units;
2. Offsite construction of units;
3. Purchase existing market-rate units.
4. Paying an in-lieu fee

Developer Incentives

The City offers the following incentives to encourage development of affordable units:

- Affordable units in an ownership project may be somewhat smaller but should be generally representative of the unit sizes within the market rate portion of the development and acceptable to the City;
- In single-family detached projects, affordable units may be attached to a market rate unit;
- In attached multi-story living developments, the affordable units may contain only one story;
- Interior features and finishes shall be durable, of good quality and consistent with contemporary standards for new housing.

The Ordinance was responsible for providing 240 moderate-income ownership units during the last planning period. During the same period, above moderate-income construction exceeded

Fremont’s Regional Housing Needs Allocation and, therefore, the Affordable Housing Ordinance does not appear to have adversely hindered above moderate housing production. At the same time, it has helped meet moderate-income production.

It is unclear if the Affordable Ordinance has had an impact on rental construction. With the exception of subsidized rental construction, the marketplace has not produced much rental housing. At the initial downturn in the economy, rental housing was seen as a potential market; however, the City’s Inclusionary Ordinance requirements were identified as a potential constraint to market-driven rental housing construction.

6.2.7 Permits and Processing

The Zoning Code sets forth permitting requirements for residential development. Residential units are considered permitted uses in the majority of residentially zoned areas. Permitted uses are allowed without discretionary review except for Design Review approval to ensure the project complies with design standards. The Zoning Administrator, a staff position, has authority to approve a discretionary permit allowing specific uses on certain properties. Conditional Use Permits are approved by the Planning Commission unless appealed. Appeals of Planning Commission decisions to the City Council require a \$3,000 deposit for staff time and are scheduled for City Council consideration within 3-5 weeks from receipt of an appeal. Findings for approval of Zoning Administrator and Conditional Use Permits include conformity with General Plan and zoning/development standards as well as basic public health, safety and general welfare concerns. Table 6-4 describes the housing types permitted by zoning district.

Table 6-4 Housing Types Permitted by Zoning District

RESIDENTIAL USE	ZONE								
	R-1	R-2	R-3	R-G	C	D	I-L	I-R	G-I
SF-Detached	P	P	P ⁴	P ⁴	-	-	-	-	-
SF-Attached	P ¹	P	P ⁴	P ⁴	A ⁵	P	-	-	-
Duplex or Two-Family						P	-	-	-
2-4 DU		P ³	P	P	C	P			
5+ DU	-	-	P	P	C	P	-	-	-
Room and Board		C	C	C					
Residential Care ≤ 6 persons	P	P	P	P	-	P	-	-	-
Residential Care > 6 persons	-	-	C	C	-	P	-	-	-
Emergency Shelter	C	C	C	C	C	-	P	C	C
Single-Room Occupancy	-	-	P ⁴	P ⁴	-	-	-	-	-

RESIDENTIAL USE	ZONE								
	R-1	R-2	R-3	R-G	C	D	I-L	I-R	G-I
Manufactured Homes	P	P	P	P	-	-	-	-	-
Mobile-Homes	P	P	P	P	-	-	-	-	-
Transitional Housing	P ⁶	P ⁶	P	P	-	P	-	-	-
Farmworker Housing	Z	Z	Z	Z	-	-	-	-	-
Supportive Housing	P ⁶	P ⁶	P	P	-	P	-	-	-
2nd Units	A	A	A	A	-	-	-	-	-

P= Permitted,
A= Permitted as an accessory use to a single family dwelling or commercial use
C= Conditional Use Permit
Z= Zoning Administrator [minor/staff use] Permit

- R-1 = Single Family Residential Districts
- R-2 = Two Family Residential District
- R-3 = Multiple Family Residential District
- R-G = Garden Apartment District
- C = Commercial Districts
- D = Downtown District
- I-L = Light Industrial District
- I-R = Restricted Industrial District

- Duplex permitted on corner lots
- ² Additional unit(s) may be permitted for each increment of minimum lot area e.g. within district X the minimum lot area = 6,000 square feet so one unit is allowed for each 6,000 sf of lot area.
- ³ Duplex permitted
- ⁴ Permitted on lots under 6,000 square feet in R-3 and 7,500 square feet in R-G
- ⁵ One unit permitted as accessory to a permitted or conditional use within the district
- ⁶ Permitted for up to 6 persons

The time required to process a project varies greatly from project to project based on the complexity of the proposal and to a lesser degree, the number of hearings required to render a decision. Table 6-5 identifies the typical processing time for a variety of application types. It should be noted that each project does not necessarily have to complete each permit type listed below. Most projects involve Design Review. Since the City’s multi-family zone allows flexibility that avoids the need for Variances and Conditional Use Permits. The City also encourages concurrent processing of related applications for a single project. For example, a request for Rezoning may be reviewed in conjunction with a Tentative Map and Design Review Permit.

Table 6-5 Timelines for Permit Procedures

Type of Approval or Permit	Typical Processing Time (in weeks)	Approval Body
Ministerial Review	Same day to < 1 week	Staff
Zoning Administrator Permit (Minor Use Permit)	4-8	Zoning Administrator
Conditional Use Permit	8-16	Planning Commission
Zone Change	20-40	City Council
General Plan Amendment	20-60	City Council
<u>Design Review – Ministerial¹</u>	4-8 ²	Staff
<u>Design Review – Discretionary</u>	8-16	<u>Zoning Administrator</u>
Tract Map	8-12	Planning Commission
Final Tract Map	8 ³	City Council
Parcel Map	<7	Planning <u>Manager</u>
Final Parcel Map	6 ³	City Engineer
Initial Environmental Study	8-16	Concurrent with entitlements
Environmental Impact Report	26-52	Concurrent with entitlements
Variance	4-8	Zoning Administrator

¹ Process is conducted currently with Building Permit Plan Check

² Accounts for staff time (first cycle review 23 business days, subsequent cycles 12 business days). Time taken by applicant to respond between cycles varies and can extend timeframe.

³ Accounts for staff time (first and second review cycles 20 business days, subsequent cycles 15 business days), Final Parcel maps are reviewed in cycles of 15 days or less.

During the previous planning period, the City created a new multi-family zoning district eliminating the requirement to rezone to a Planned District to achieve higher densities. The multi-family zoning district also provides a greater degree of flexibility for setbacks, thereby eliminating the need for Variances and Conditional Use Permits. The multi-family zoning has effectively streamlined the entitlement process for the majority of multi-family housing projects.

Additionally, the City's programs to rezone land for housing were very successful in stimulating a wave of housing projects. Unfortunately, while the initial entitlement processes went more expeditiously, subsequent processing of final maps and improvement plans were still challenging due to both procedures and staffing levels.

In light of concerns raised by developers, the City retained the services of Zucker Systems to evaluate its development processes. A comprehensive study was completed in early 2008. The Study identifies 130 recommendations for improving the City’s development review processes. The recommendations are divided into five key areas: Improving the development review processes, clarifying and vetting development standards with the development community, improving and using technology more effectively, improving mission and culture within the organization and developing management and other support functions. The Community Development Department has begun implementation on a number of these key areas focusing first on improvement to procedures and processes to ensure timely response and action. In May 2009, the Community Development Department launched a multi-disciplinary team approach to facilitate timely and comprehensive development project reviews. Underlying this team approach is an improved organizational culture including a clearer sense of focus, direction and time sensitivity. While the launch occurred about five years ago, City staff has been continually improving methods of delivering more efficient and effective development review services. An example is a landscape architecture position was reassigned to the planning division in order to provide improved services to the public by having a person solely dedicated to this function and physically located in the same work unit and area.

The Community Development Department regularly reaches out to the development community to solicit suggestions for process improvement. One such improvement will occur in FY 14/15 by the replacement of the permit software to allow for a web-based public interface.

The City continues to encourage pre-development application meetings and offers preliminary reviews as a means of streamlining project reviews. The City’s development review process currently involves Building, Planning, Engineering/Public Works, Environmental Services (stormwater and waste stream), and Fire Department staff on a regular basis. Staff from Economic Development, Police, Human Services, and Community Services Departments are included in development review. The City encourages concurrent processing of applications for which General Plan and zoning are in place. When a General Plan Amendment is required, the City usually recommends that the General Plan Amendment and Environmental Review be completed prior to submittal of more detailed subdivision map review.

As with entitlement and development permit processing, project processing timelines also vary due to location and complexity of the project. For example, a single family home may be approved the same day (simple conforming proposal) to 16 weeks (for a large home in the hills with geotechnical issues). Conforming subdivisions and multifamily projects are the most straightforward to process and are routinely approved in 4-6 months. Mixed-use projects tend to take slightly longer to process, usually because they are longer and have more complex development requirements.

Table 6-6 Typical Processing Procedures by Project Type

	Single Family Unit	Subdivision	Multifamily Units	Mixed Use
Approval Requirements	1- <u>Ministerial Design Review for one story homes</u>			
	2- <u>Design Review with Building Permit for new homes, two-story additions, and/or hillside homes</u>	Tentative Parcel or Tract Map	<u>Design Review</u>	Conditional Use Permit (sites up to 2 acres) ¹
	3- <u>Design Review as entitlement for homes > 7,500 s.f.</u>	Final Parcel or Tract Map		Planned District Rezoning (sites over 2 acres) ¹
				Tentative Map ²
				Final Map
Est. Total Processing Time	¹ - Same day < 1 week ² - 4-8 weeks ³ - 8-16 weeks	< 3 months for parcel maps 4 to 5 months for tract maps	5 to 6 months	6 to 8 months

¹ Includes Design Review

² Optional (Not all mixed use projects are subdivided)

The City periodically updates its zoning regulations, develops specific or community plans, and completed a comprehensive update of the General Plan in 2011. The City is in the process of amending its zoning regulations for consistency with the General Plan as required by State law. This zoning update process will provide a number of opportunities to streamline and simplify the Zoning Code. The City will continue the implementation of process and procedure improvements (See Action 3.04-F).

6.2.8 Housing for Persons with Disabilities

The City initiated a review of potential constraints to housing persons with disabilities (discussed in Chapter 4). Potential constraints and recommended actions relating to housing for persons with disabilities are discussed below. Additionally, the City has taken actions to implement Senate Bill 2 (SB2) as described below:

Implementation of Senate Bill 2

On December 9, 2008, the City Council adopted a Resolution approving a General Plan Text Amendment to the Land Use Element clarifying that emergency shelters are permissible within industrial land use designations. Fremont does not treat emergency shelters as residential uses but has allowed them in various areas of the city for twenty years, including residential, commercial and

industrial areas. However, because the General Plan did not expressly state that emergency shelters were not residential uses, the prohibition of residential uses in the industrial land use designations could be misinterpreted to mean that emergency shelters are not allowed in the industrial zone. To avoid confusion the City adopted a General Plan Text Amendment to clarify that emergency shelters are in fact permissible uses within industrial land use designations and zoning districts.

Additionally, on December 9, 2008, the City Council repealed Resolution No. 7705 – *Department Policy for Shelters for the Homeless*. The City Council originally adopted Resolution No. 7705 on August 15, 1989, for the purpose of establishing objectives, principles and development standards for shelters. Some of these provisions were subsequently codified in the Fremont Municipal Code and were even subsequently amended rendering the policy inconsistent with City zoning regulations as well as State law.

Previously, on April 2008, the City Council adopted Ordinance #8-2008 allowing emergency shelters as a permitted use in the I-L (Light Industrial) zoning district consistent with the requirement of SB2 that the City establish that a zoning district which permits, by-right, the establishment of an emergency shelter.

The City Council introduced (December 9, 2008) and then formally adopted (January 6, 2009) an ordinance amending the Zoning Code to address the requirements of Senate Bill 2 (SB2) pertaining to zoning, development and management standards of emergency shelters, supportive and transitional housing. The amendment adopted state definitions for emergency shelters, supportive housing and transitional housing and treats transitional housing and supportive housing as residential uses subject only to those restrictions that apply to other residential dwellings in the same zone as required by State law.

Land Use and Zoning

The City’s zoning and land use regulations provide for a variety of housing types and densities. Permitted residential uses include single-family units, mobile homes, duplex/triplex units, multi-family units and group residential facilities.

The City’s Zoning Ordinance allows small group homes (limited to six or fewer persons) in all residential zones as a permitted use. The City’s Zoning Ordinance uses the term “Special Residential Care Facilities” for these small group homes. The Ordinance defines Special Residential Care Facilities as:

“Any state authorized, certified or licensed family care home, foster home or group home serving six or fewer persons with disabilities, children, or the elderly that provide care on a twenty-four-hour-a-day basis.”

Residential care facilities for seven or more persons are classified as rooming houses and boarding houses and are allowed in all multi-family residential areas (current R-3 and R-G zoned areas) with a conditional use permit. There are no geographical spacing or siting requirements for group homes or residential care facilities. Fremont treats housing for groups that are not related by blood or marriage but are living as a single household in the same manner it treats other single housekeeping units.

Currently, Fremont has no specific land use regulations (parking, open space, etc.) applicable specifically to housing for persons with disabilities. Land use and zoning regulations apply as they would to other applications for development. In certain situations zoning and land use requirements can be reduced for housing units for persons with disabilities. For example, parking requirements (through a variety of procedures such as the City’s reasonable accommodation ordinance, variances, the modification to zoning standards process for parking reduction or planned development approval, may be reduced if it can be demonstrated that the housing development would not need the standard number of parking spaces. The City of Fremont has approved such reductions for recent housing developments for persons with disabilities. Listed below are five examples of projects where land use/zoning requirements were reduced.

- A. Fremont Oak Gardens (50 unit multi-family development with special design features for deaf seniors):
 - Reduced open space requirement by 10 percent
 - Granted a density bonus of 25 percent.
 - Varied subdivision standards

- B. Peralta Dreams (Special Needs Housing: Persons with autism or Downs syndrome or other developmental delays):
 - Reduced front and side yard setbacks as well as setbacks between buildings
 - Allowed a slight reduction in open space requirements

- C. Pacific Grove (Housing for developmentally disabled):
 - Reduced required parking by 48 percent
 - Allowed aggregation of private open space into common open space areas

- D. Eden-Peralta Mixed Use Project (Senior housing with supportive services agency that specializes in providing health care for seniors):
 - Reduced parking by 17.3 percent.
 - Waived private open space requirement for all units and allowed improved common open space and indoor common areas including a library, computer lab and other common living spaces.
 - Allowed screened above ground transformers where underground utilities are required for residential projects.

- E. Lincoln Street (Housing for developmentally disabled):
 - Reduced parking
 - Allowed transformers above ground where under-ground utilities are required for all other residential projects.

The City will continue its flexibility in reducing/eliminating barriers for future projects.

Additionally, as previously discussed above, the City will consider adoption of more flexible parking standards for differing types of housing. See Action 3.04-A and –B.

Permits and Processing

As noted previously, group homes of 6 or fewer persons are a permitted use in all residential districts. Group residential facilities of 7 or more persons are allowed with a conditional use permit in the R-3 and R-G (multi-family) residential districts. The City amended its codes to define supportive, transitional and emergency housing and treats supportive and transitional housing as a residential use applying only those regulations applicable to all residential uses in that zone as required by SB-2.

Building Codes and Standards

The City has adopted the 2013 edition of the California Building Code. Further, the City currently implements Title 24 of the California Code of regulations regarding access and adaptability for persons with physical disabilities. No specific restrictions are in place for disabled housing, such as minimum distances, special conditions or other such regulations that could constrain the development, maintenance, or improvement of housing for persons with disabilities. The City also has a Universal Design Ordinance (Chapter 15.67 of the FMC) for new construction, which is intended to make housing accessible and adaptable to the needs of inhabitants as they age or encounter physical challenges.

Reasonable Accommodations

In 1999, the City adopted a Reasonable Accommodations Ordinance (Chapter 18.265 of the Municipal Code, Planning and Zoning). Its purpose is to provide reasonable accommodation in the application of zoning regulations for persons with disabilities seeking fair access to housing. The ordinance was amended in 2004 to provide for exemptions to public hearing requirements on routine requests (e.g., setback exemptions for accessibility improvements and reduced parking for those where the disability clearly limits or precludes driving). The City does not charge a fee for processing reasonable accommodation requests.

The ordinance provides that any person may request a reasonable accommodation in the application of the City’s zoning laws, based upon the disability of the residents in the project. Thus, not only persons with disabilities may apply for a reasonable accommodation but also a housing provider could make the request for the accommodation on behalf of persons with disabilities who will reside in the project.

The decision whether to approve a Reasonable Accommodations request is based on the following factors:

- special needs created by the disability,
- potential benefit that can be accomplished by the requested accommodation,
- potential impact on surrounding uses,
- physical attributes of and any proposed changes to the subject property and structures,
- alternatives which may provide an equivalent level of benefit,
- whether the requested accommodation would impose an undue financial or administrative burden on the city,
- whether the requested accommodation would require a substantial alteration in the nature or effect of a city program or policy,

- whether the requested accommodation would result in a concentration of uses otherwise not allowed in a residential neighborhood to the substantial detriment of the residential character of that neighborhood, and
- any other factor that may have a bearing on the request.

The decision made on the Reasonable Accommodation request must be supported by written findings and the applicant must be notified in writing of the action taken. The decision can be reviewed and appealed to the City Council. While consistency with Fair Housing Act is of course implied, the Ordinance does not specifically state that all findings and decisions will be consistent with the Act. No constraints were identified during this analysis of the Reasonable Accommodations Ordinance.

In addition to the Reasonable Accommodation Ordinance, the city provides assistance for modifications to existing residential structures to accommodate persons with disabilities. The Neighborhood Home Improvement Program provides financial and technical assistance for rehabilitation and improvement of property occupied by lower and moderate-income households. The City provides grants of up to \$2,000 for accessibility improvements for both owner occupied homes as well as for rental property, including apartments.

Fair Housing Services

Fremont Fair Housing Services (FFHS) provides fair housing services to Fremont residents. These services include responding to fair housing inquiries, complaint investigation, audits, workshops, tenant/landlord information, referral, mediation, and eviction prevention.

When the Fair Housing Act was amended in 1988, persons with disabilities were included as a protected class. This means that persons with disabilities, like other protected classes, cannot be rejected or given different terms based specifically on their disabilities. As tenants in a rental unit, persons with disabilities are allowed to ask for “reasonable modifications” in order to have proper access throughout a housing complex as well as their own living area (including common areas). The physical changes can include adding grab bars to the bathroom, taking up high-pile carpets that impede a wheelchair, lowering counters to be reachable to a person in a wheelchair, or adding lights to the doorbell for the hearing impaired. The landlord can require the disabled tenant to pay for the modifications and even to restore the unit after move out. As previously noted, Fremont offers grants of up to \$2,000 for accessibility improvements for rental properties. “Reasonable Accommodation” can also mean that the disabled tenant can have some appropriate changes made to the normal rules of the complex, such as being permitted to have a service or therapeutic animal where there is a no-pets policy, or being given priority for an accessible parking space.

In addition to pursuing complaints, FFHS conducts audits on rental complexes for compliance with the accessibility standards of the Federal Fair Housing Act.

6.3 Nongovernmental Constraints

The following provides an analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.

6.3.1 Land Costs

The high cost of acquiring land and construction is a major constraint towards the provision of housing, especially affordable housing. Fremont is located in the San Francisco Bay Area, which is consistently identified as one of the most expensive housing markets in the country. In 2008, the housing market hit bottom, and there was very little activity in 2009 and 2010. Recently, the market has rebounded, and land costs have gone up along with increased residential market activity. For current developments, land costs range from 20-25 percent of development costs. Multi-family development land costs are approximately \$50,000 per unit, townhouse development land costs are approximately \$175,000 per unit, and single-family land costs are approximately \$275,000 per unit.

In addition to the high cost of constructing new units, the availability of financing due to the downturn in the financial markets has become a major constraint, particularly for affordable housing developers. Tax credit financing, a significant financing source, has been hard hit. Investors are not doing as well financially, resulting in less tax liability and less need to invest in tax credits. This has led to a decline in the value of the tax credits, leaving a funding gap for developers. This means that local agencies may have to contribute more local funds to help bridge a project's funding gap. The California Tax Credit Allocation Committee is attempting to address the decline in tax credit value with federal Stimulus Funds.

Also impacting the availability of affordable housing funds is the State's recent budget crisis, which has slowed its ability to issue bonds necessary to access Proposition 1C funds (e.g., Multifamily Housing Program Loans). These funds are critical for the financing of affordable housing projects.

There is very little that municipal governments can do to affect the cost of land or construction because they are a result of private market forces. The City can, however, ensure that several components are "in place" and part of the overall housing strategy to produce affordable housing. These components include available land at higher densities, financial assistance, and a motivated and experienced developer.

6.3.2 NIMBYism

Residents of established neighborhoods often resist new housing development, particularly affordable housing, out of concerns about increases in traffic, crime, school crowding, etc. This resistance to new development is often referred to as "NIMBYism" (Not in My Backyard-ism). While NIMBYism is not the result of governmental action, the City can try to minimize it by providing opportunities for the public to learn about the benefits of affordable housing and the high quality of affordable housing developments. See Actions 6.01-A and 6.01-B.

End Notes

- ¹ ABAG, *Bay Area Census* [website]: < www.bayareacensus.ca.gov/ > [Accessed December 2007].
- ² United States Census Bureau, “Census 2010 Summary File 1 (SF),” *Decennial Census 2010* [website] : < http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=DEC_10_SF1_SF1DP1&prodType=table > [Accessed June 2014].
- ³ United States Census Bureau, “Census 2000 Summary File 3 (SF),” *Decennial Census 2000* [website] : < http://factfinder.census.gov/servlet/DatasetMainPageServlet?_program=DEC&_submenuId=datasets_1&_lang=en > Updated December 12, 2007 [Accessed October 2007].
- ⁴ United States Census Bureau, “Census 2010 Summary File 1 (SF),” *Decennial Census 2010* [website] : < http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=DEC_10_SF1_SF1DP1&prodType=table > [Accessed June 2014].
- ⁵ City of Fremont, *Housing Element 2001-2006*, Updated 2003.
- ⁶ United States Census Bureau, “Census 2010 Summary File 1 (SF),” *Decennial Census 2010* [website] : < http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=DEC_10_SF1_SF1DP1&prodType=table > [Accessed June 2014]. <http://www.fremont.gov/Business/Demographics/Age.htm> > [Accessed November 2007].
- ⁷ United States Census Bureau, “1990 Summary Tape File 3 (SFT3),” *Decennial Census 1990* [website] : < http://factfinder.census.gov/servlet/DatasetMainPageServlet?_program=DEC&_tabId=DEC2&_submenuId=datasets_1&_lang=en&_ts=218034644652 > Updated December 12, 2007 [Accessed October 2007].
- United States Census Bureau, “Census 2000 Summary File 3 (SF),” *Decennial Census* [website] : < http://factfinder.census.gov/servlet/DatasetMainPageServlet?_program=DEC&_submenuId=datasets_1&_lang=en > December 12, 2007 [Accessed October 2007].
- State of California, Department of Finance, *E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2007, with 2000 Benchmark*. Sacramento, California, May 2007.
- ⁸ United States Census Bureau, “Census 2010 Summary File 1 (SF),” *Decennial Census 2010* [website] : < http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=DEC_10_SF1_SF1DP1&prodType=table > [Accessed June 2014].
- ⁹ United States Census Bureau, *2007-2010 American Community Survey* [website] : < <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml> > [Accessed June 2014].
- ¹⁰ United States Census Bureau, “1990 Summary Tape File 3 (SFT3),” *Decennial Census 1990* [website] : < http://factfinder.census.gov/servlet/DatasetMainPageServlet?_program=DEC&_tabId=DEC2&_submenuId=datasets_1&_lang=en&_ts=218034644652 > Updated December 12, 2007 [Accessed October 2007].
- ¹¹ United States Census Bureau, “Census 2000 Summary File 3 (SF),” *Decennial Census 2000* [website] : < http://factfinder.census.gov/servlet/DatasetMainPageServlet?_program=DEC&_submenuId=datasets_1&_lang=en > Updated December 12, 2007 [Accessed October 2007].
- ¹² Movoto.com, *California / Massachusetts Homes for Sale and Real Estate: Housing Trends and Statistics for Fremont*, < <http://www.movoto.com/housing-statistics/fremont/fre/alc/median-price.htm> >
- ¹³ City of Fremont, *Housing Element 2001-2006*, Updated 2003.
- ¹⁴ CA HUD, CHAS Data based on 2006-2010 American Community Survey Estimate [website]: < http://www.huduser.org/portal/datasets/cp/CHAS/data_querytool_chas.html > [accessed January 2014].
- ¹⁵ RealFacts, *City of Fremont*, November 2007
- ¹⁶ California Employment Development Department, Accessed November 17, 2008. <http://www.labormarketinfo.edd.ca.gov/cgi/dataanalysis/oesWageReport.asp?menuchoice=OESWAGE>
- ¹⁷ Association of Bay Area Governments, *Projections 2007: Forecasts for the San Francisco Bay Area to the Year 2035*, J.T. Litho, Oakland, December 2006.
- ¹⁸ Association of Bay Area Governments, *Projections 2007: Forecasts for the San Francisco Bay Area to the Year 2035*, J.T. Litho, Oakland, December 2006.

-
- ¹⁹ United States Census Bureau, “Census 2000 Summary File 3 (SF), *Decennial Census 2000* [website] : <http://factfinder.census.gov/servlet/DatasetMainPageServlet?_program=DEC&_submenuId=datasets_1&_lang=en> Updated December 12, 2007 [Accessed October 2007].
- ²⁰ Alameda Countywide Homeless and Special Needs Housing Plan
- ²¹ Alameda County, *EveryOne Home* [website]: <<http://www.everyonehome.org/>> [accessed October 2007].
- ²² CA HUD, SODC Tables [website]: <<http://socds.huduser.org/scripts/odbic.exe/chas/index.htm>> [accessed January 2008].
- ²³ United States Census Bureau, “Census 2000 Summary File 3 (SF),” *Decennial Census 2000* [website] : <http://factfinder.census.gov/servlet/DatasetMainPageServlet?_program=DEC&_submenuId=datasets_1&_lang=en> Updated December 12, 2007 [Accessed October 2007].
- ²⁴ United States Census Bureau, “Census 2000 Summary File 3 (SF),” *Decennial Census 2000* [website] : <http://factfinder.census.gov/servlet/DatasetMainPageServlet?_program=DEC&_submenuId=datasets_1&_lang=en> Updated December 12, 2007 [Accessed October 2007].
- ²⁵ Alameda County Community Development Department, *2007 Population and Housing Estimates for Alameda County and its Cities* [PDF] : < <http://www.acgov.org/pdf/demographics.pdf>> Pub No. 07-01, May 2007 [Accessed October 2007].
- ²⁶ Association of Bay Area Governments, *Projections 2007: Forecasts for the San Francisco Bay Area to the Year 2035*, J.T. Litho, Oakland, December 2006.
- ²⁷ RealFacts, *City of Fremont*, November 2010
- ²⁸ RealFacts, *City of Fremont*, November 2010
- ²⁹ City of Fremont, “Housing and Community Development Strategic Plan FY 2005 –FY 2009” *Alameda County Home Consortium*, May 5, 2005.
- ³⁰ City of Fremont, Housing Division, 2014.
- ³¹ City of Fremont, Housing Division, 2014.
- ³² Alameda County EveryOne Home, “Key Findings and Policy Implications From the 2013 Alameda Countywide Homeless Count and Survey Report,” prepared by Aspire Consulting LLC, November 2013.