Appendix F: Affirmatively Furthering Fair Housing (AFFH)

Introduction

Introduction and Overview of AB 686

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

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

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

- A summary of fair housing issues and assessment of the County's fair housing enforcement and outreach capacity

- An analysis of segregation patterns and disparities in access to opportunities

- An assessment of contributing factors

- An identification of fair housing goals and actions.

F.1.1   Notes on Figures and Analysis

Approach to Analysis

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

Fair Housing Methodology

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

To conduct this fair housing analysis, the County used data from the following sources:
- AFFH Data Viewer, California Department of Housing and Community Development (HCD) AllTransit
- American Community Survey (ACS), U.S. Census Bureau

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

AFFH Data Viewer

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

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

AllTransit

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

CalEnviroScreen

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

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California Tax Credit Allocation Committee (TCAC)

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

Comprehensive House Affordability Strategy (CHAS)

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

Urban Displacement Project (UDP)

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

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

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

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

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

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

Geography

Throughout this appendix, census tracts created during both the 2010 and the 2020 census are used. Neither set of geographies matches the current jurisdictional geography of Alameda County, as described in Table F-1. Of the 34 census tracts with RHNA sites located in them, 22 of them overlap with neighboring jurisdictions. 12 of these tracts are 90% or more inside unincorporated Alameda County. Only one tract (4363.01) is primarily located outside of unincorporated Alameda County. Throughout this appendix, please keep in mind that the data presented includes residents of Hayward and San Leandro due to the structure of the tracts.

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

Table F-1. Census Tracts used in AFFH Analysis

2020 Census Tract	Total Area	Area inside Jurisdiction	Percent of Area inside Jurisdiction	2020 Census Tract	Total Area	Area inside Jurisdiction	Percent of Area inside Jurisdiction
4301.01	6,345.82	6,345.82	100.00%	4339	201.20	201.20	100.00%
4301.02	20,054.81	20,038.98	99.92%	4340	301.31	301.31	100.00%
4302	1,319.64	1,319.64	100.00%	4351.03	30,850.11	27,250.12	88.33%
4303	633.19	633.19	100.00%	4352	331.13	304.97	92.10%
4304	634.99	634.75	99.96%	4353	310.41	307.19	98.96%
4305	649.71	649.71	100.00%	4355	313.72	308.05	98.19%
4306	555.09	555.09	100.00%	4356.01	630.51	551.10	87.41%
4307	326.46	326.46	100.00%	4356.02	285.50	285.50	100.00%
4308	443.53	443.53	100.00%	4358	238.66	232.58	97.45%
4309	270.90	270.90	100.00%	4359	823.92	822.00	99.77%
4310	236.85	236.85	100.00%	4360	97.65	96.94	99.27%
4311	102.60	100.99	98.43%	4361	209.71	209.15	99.74%
4312	540.75	461.62	85.37%	4362	215.29	209.64	97.37%
4328	1,170.58	1,169.86	99.94%	4363.01	131.36	37.13	28.27%
4337	72.16	70.88	98.23%	4364.02	2,015.73	1,601.46	79.45%
4338.01*	222.44	216.79	97.46%	4364.04^	971.83	969.76	99.79%
4338.02*	257.21	250.90	97.55%	4507.45	10,807.21	8,232.65	76.18%

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

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

Source: Alameda County calculations.

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Figure F-1. Census Tracts in Unincorporated Alameda County

Figure F-2. Census Tracts in Unincorporated Alameda County, continued

Legend

430102 Census Tract in Unincorporated Alameda County

410000 Census Tract Outside of Unincorporated Alameda County

Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community
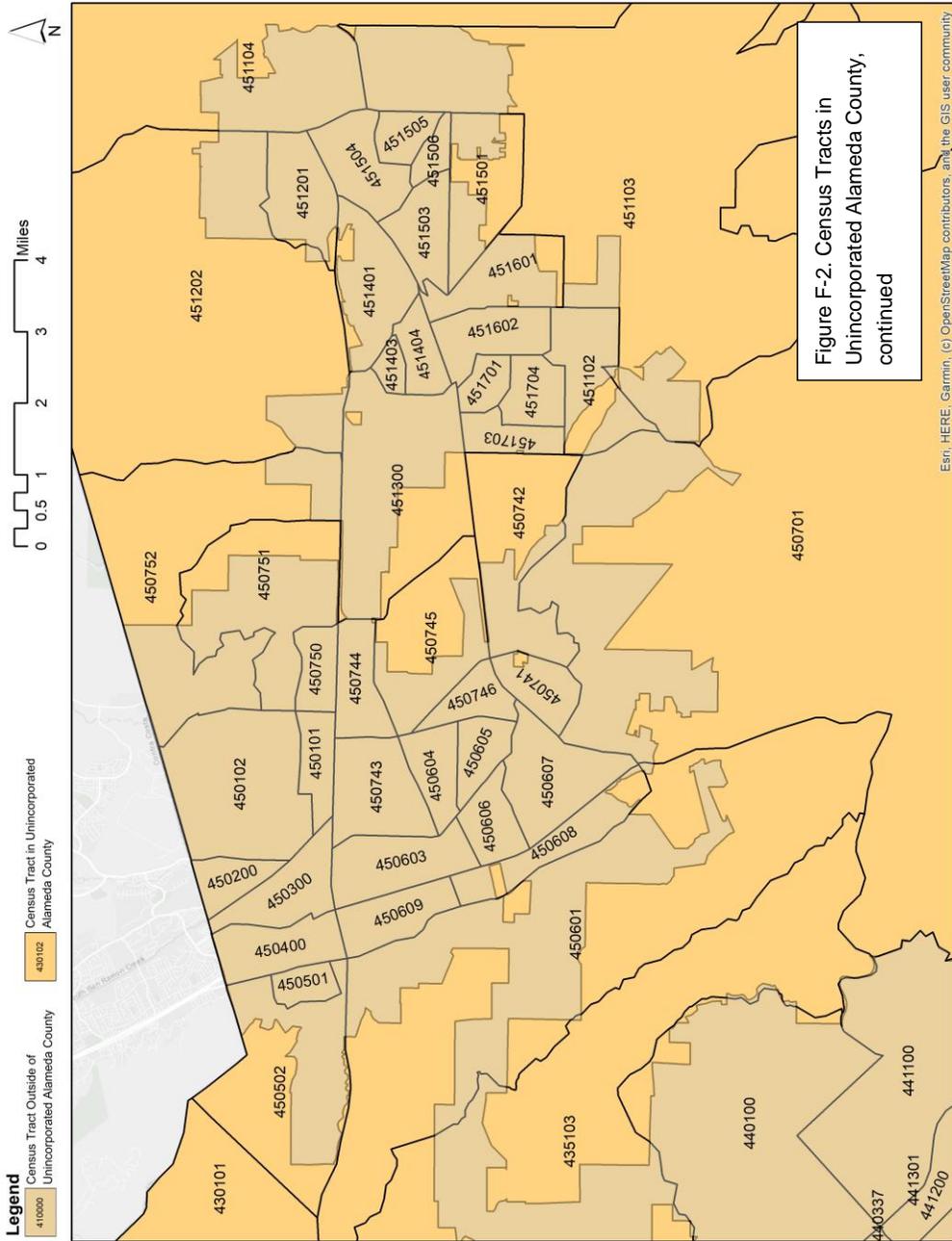
F.1.2   Neighborhood Analysis

This section analyzes the location of sites inventory units and different demographic data at the neighborhood level. Table F-2 shows the discussed data. For the purposes of this analysis, the unincorporated communities were divided primarily along census-designated place lines, with the addition of Hayward Acres and the division of Castro Valley into 2 sub-areas.

Ashland

5 census tracts in Ashland contain parcels in the sites inventory. The sites inventory assigns 1,358 units to Ashland; this is about 29% of all units. 17% (231) are Above Moderate Income, 19.7% (267) are Moderate Income, and 63.3% (860) are Low and Very Low Income. 49.4% (671) of all units in Ashland are in tract 4337. Tract 4338.02 has the second largest number of units in Ashland, 24.4% (331). The Bayfair BART site is in tract 4338.02.

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

Three tracts (4338,01, 4338.02, and 4339) are considered low income and susceptible to displacement, while the other two (4337 and 4340) are considered stable and mixed or moderate income. These categories conflict with more recent data on median income and percentages of households living under the poverty line. Three tracts (4337, 4339, and 4340) also have high levels of segregation for people of color; tracts 4338.01 and 4338.02 had insufficient data to calculate their segregation categories. The majority of units in each tract and in Ashland overall are on low-income sites, which will enable existing residents more housing choice.

75% of units (1,021) from the sites inventory placed in Ashland are located in tracts 4337, 4338.01, and 4338.02. These tracts have higher median incomes and lower levels of people living under the poverty line than tracts 4339 and 4340. The addition of new units in these parts of Ashland will not further concentrate poverty in or further segregate Ashland.

Public comments raised concerns over the density of low income units in Ashland overall and along the Mission Boulevard/East 14th Street corridor in specific. This corridor crosses all 5 census tracts discussed in this section and is a part of the Ashland Cherryland Business District. 40.5% of units in Ashland (550) have Mission Boulevard or East 14th Street addresses, and the majority (456) are on low-income sites. 44.0% (242) of all units along the corridor in Ashland were assigned to income categories reflecting their existing zoning. The largest concentration of low-income units along the corridor is at the publicly-owned site known as Cherryland Place; after rezoning, the collection of 5 parcels could be the site of a 147 unit development. These sites are described and analyzed further in Appendix B.

Cherryland

Four tracts in Cherryland contain parcels in the sites inventory. The sites inventory assigns 215 units to Cherryland, or about 4.6% of all units. Cherryland has less units allocated than Ashland does due to the distribution of vacant and underutilized land in these communities. 33.5% (72) of units are Above Moderate Income, 37.7% (81) are Moderate Income, and 28.8% (62) are Low and Very Low Income. 45.6% (98) of all units in Cherryland are located in tract 4356.02; sites in this tract are a mixture of vacant residential and underutilized mixed-use sites.

Like neighboring Ashland, tracts in Cherryland are considered low resource. CalEnviroScreen 3.0 scores vary more widely than they do in Ashland, from 43.8% in tract 4356.02 to 72.9% in tract 4355. People in every tract are majority people of color, with around half of the population of each tract being Latine. Tract 4356.02 has lower rates of rent burden (39.3%) than the other tracts, and tracts 4356.02 and 4363.01 have lower rates of mortgage burden (38.9%) than the other tracts. Units in Cherryland are more concentrated in areas with better environmental conditions and lower rates of mortgage and rent burden. Units are not disproportionately located in neighborhoods with more residents of color.

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

By placing only 4% of all units in Cherryland, the sites inventory does not further concentrate poverty or segregation in Unincorporated Alameda County.

San Lorenzo

Four tracts in San Lorenzo contain parcels in the sites inventory. The sites inventory assigns 591 units to San Lorenzo, or about 12.6% of all units. 64.8% (383) units are Above Moderate Income, and 35.2% are Moderate Income. There are no Low Income units located in San Lorenzo, though as described in Appendix B one of the rezonings will enable developments up to 60 units per acre. Higher numbers of units in San Lorenzo than in Cherryland reflects the larger amount of underutilized mixed-use sites in San Lorenzo. 88% (520) of all units assigned to San Lorenzo are located in tract 4358; sites in this tract include a vacant lot behind a schools, a current project for 138 units, and proposed rezonings in San Lorenzo Village Center.

All four tracts are considered low resource, like Ashland and Cherryland. CalEnviroScreen scores have a lower range than those in Ashland and Cherryland: between 40.9% (tract 4360) and 51.4% (tract 4359). San Lorenzo is also majority people of color, though with lower numbers of Latine people than other neighborhoods. The percentage of rent-burdened households per

tract ranges from 32.7% in tract 4361 to 50.9% in 4359. A smaller percentage of homeowners are mortgage-burdened in each tract. Units in San Lorenzo are not disproportionately located in neighborhoods of color. The majority of units are located in tracts with lower levels of rent and mortgage burden.

Three tracts (4358, 4359, and 460) are considered stable and moderate or mixed income, while tract 4361 is considered in a state of advanced gentrification. Three tracts (4358, 4360, and 4361) are also considered low-level or medium-level segregated, while tract 4359 is considered racially integrated. Median incomes in San Lorenzo are uniformly above $90,000. Percentages of households per tract living below the Federal poverty line are generally lower in San Lorenzo than in Ashland or Cherryland. The distribution of units by income level in San Lorenzo, specifically in tract 4358, will further contribute to its stable moderate and mixed income status. The addition of new units in this part of San Lorenzo will not further concentrate poverty in or further segregate San Lorenzo.

Hayward Acres

Hayward Acres is comprised of one census tract, tract 4362. There 47 units assigned to Hayward Acres, 30 Moderate Income and 17 Above Moderate Income. This is 1% of the overall sites inventory. The majority of these units are located underutilized lots.

Like the rest of the Eden Area, Hayward Acres is considered low resource. The people of Hayward Acres are 91.4% people of color and 69.1% Latine. Hayward Acres has the highest CalEnviroScreen score of any tract in the sites inventory: the 70.1st percentile. More than half of renters and half of mortgage-holders are burdened by their housing payments. The median income, $59,747, is the second-lowest of the 34 tracts analyzed. The tract is considered low income, susceptible to displacement, and highly segregated.

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

Castro Valley

Castro Valley is divided into two sections for this analysis: Castro Valley (Main) and Castro Valley (Priority Communities). The second category, Castro Valley (Priority Communities) are the census tracts in Castro Valley designated as priority communities in the Environmental Justice Element.

Castro Valley (Main)

Castro Valley (main) contains 10 census tract and 527 units. This is about 11.2% of the sites inventory. 42.9% (226) of units are Above Moderate Income, and 57.1% (301) are Low Income units. There are no Moderate Income units in this part of Castro Valley. A significant portion of the sites inventory in this part of Castro Valley are vacant lots currently zoned for single homes. The 301 low income units located in Tract 4328 are sited on property currently owned by the Alameda County Sheriff's department (APN 80A-153-12); this site is further discussed in Appendix B.

This part of Castro Valley has significantly higher levels of resources as discerned by the California Tax Credit Allocation Committee (CTCAC) and state HCD. Three tracts have the

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

8 of the tracts are considered stable moderate or mixed income; tract 4307 is at risk of becoming exclusive, and tract 4351.03 is at stably or at an advanced level of exclusion. 7 of the tracts are at low-medium levels of segregation; tracts 4307, 4308, and 4328 are considered racially integrated. 4 tracts (4301.02, 4302, 4303, and 4304) are Racially Concentrated Areas of Affluence. Median incomes range from $98,563 to $196,970, and all tracts have less than 10% of households living below the poverty line.

RHNA units in this part of Castro Valley are overall not disproportionately exposed to adverse existing conditions, but development is more constrained due to being in Very High or High Fire Severity Zone.

Castro Valley (EJ Priority Communities)

There are 5 tracts in the EJ Priority Communities in Castro Valley. 1,451 units, or 30.1% of the sites inventory, are located in this part of Castro Valley. 37.3% (541) of units are Above Moderate Income, 12.9% (187) of units are Moderate income, and 49.8% (723) of units are Low Income. 59% (857) of units are located in one tract, tract 4310. About half of the units in tract 4310 are located at the Castro Valley BART station. This site is further discussed in Appendix B.

Tracts in this part of Castro Valley are considered moderately resourced, and most CalEnviroScreen scores are between 36.3% (tract 4312) and 66.3% (tract 4310). Between 60% and 75% of residents are people of color, and between 13% and 30.8% of residents are Latine. Tract 4305 has the highest level of rent burden in the entire sites inventory, 73.4%. Like with almost all other tracts, the level of mortgage burden is lower than the levels of rent burden. Sites Inventory units in Castro Valley Priority Community tracts are not disproportionately located in neighborhoods with more people of color or higher levels of rent or mortgage burden.

Three tracts (4310, 4311, and 4312) are categorized stably moderate or mixed income, while tract 4309 is low income and susceptible to displacement. 4305 stands out as at risk of becoming exclusive and having low to medium levels of segregation, while the rest of the Castro valley EJ Priority Community tracts are considered racially integrated. Larger percentages of households live under the federal poverty line in this part of Castro Valley compared to the rest of Castro Valley. Median incomes in the Castro Valley Priority Community tracts are similar to those throughout Ashland, Cherryland, and San Lorenzo. Since 59% of all units are located in tract 4310, these units will be brought into stable, integrated neighborhoods with low levels of rent burden. Overall, the spread of units in the Castro Valley Priority Community tracts will not further concentrate poverty or segregation.

Fairview

There are 6 census tracts in Fairview and 323 units, or about 6.9% of units in the sites inventory. 90.4% (292) of units are Above Moderate Income, 2% (5) are Moderate Income, and 8% (26) are Low and Very Low Income Units. A significant portion (78 of 99 sites) of the sites inventory in Fairview are vacant lots currently zoned for low-density homes. About two-thirds of all units (213) assigned to Fairview are located in tracts 4352 and 4364.04.

Tracts in Fairview have a similar percentage of people of color to much of Castro Valley, ranging from 46.9% to 77.2%, and much smaller percentages of Latine people as well. More than half of renters, between 54.9% and 60.9%, are rent-burdened in 4 tracts. Between 34% and 39% or mortgage-holders are mortgage-burdened in every tract.

3 tracts are exclusive or at risk of becoming exclusive, and the tracts closest to Hayward are susceptible to displacement (4364.02) and in an advanced stage of gentrification (4364.04). 3 of the tracts are at low-medium levels of segregation; tracts 4364.02 and 4311 are considered racially integrated. Median incomes are similar to those in Castro Valley (Main), and all tracts have less than 10% of households living below the poverty line.

RHNA units in Fairview are primarily concentrated in two tracts, 4352 and 4364.04. These tracts both have higher levels of rent burden (60.9% and 56.4%, respectively); while they are both considered moderately resourced, constructing 213 above moderate units will not disrupt existing exclusivity and gentrification.

Unincorporated Pleasanton

There is one site in East County, a pipeline development of 194 houses, located in tract 4507.45. These units represent 4.1% of all sites and are all Above Moderate. Alameda County has an Urban Growth Boundary (described further in Appendix C) that significantly limits housing development in eastern Alameda County.

This tract is majority non-white. Like much of unincorporated Alameda County, more tenants are rent-burdened (52.2%) than there are homeowners who are mortgage-burdened (20.5%). Despite the higher level of rent burden, this tract, like much of East Alameda County, is considered the highest resource category. Like parts of the Eden Area, this tract is has both high POC segregation levels and is also stably moderate or mixed income. Constructing 194 above moderate units will likely not disrupt existing segregation trends.

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Table F-2. Sites Inventory facts and Demographic Information by census tract

2020 Tract	# of HH (2021)	# units	Unit Income Category			TCAC	% Non-white (2021)	% Latine (2021)	Median Income (2021)	% Over-crowded (2021)	% Rent Burdened (2019)	% Mortgage Burdened (2019)	Displacement risk	CalEnviro-Screen Score	% HH Below Poverty Line	OBI Segregation Category
			Above Mod.	Mod.	Low & Very Low											
Ashland		**1,358**	**231**	**267**	**860**											
4337	1,016	671	123	121	427	Low	90.3	57.7	$88,712	7.9	48.7	40.3	Stable Mod./ Mixed Income	62.3	7.8	High POC Segregation
4338.01*	1,087	19			19	Low	93.2	51.2	$85,596	5	61.2	36.7	Low-Income/ Susceptible to Displacement	62.3	6.3	n/a
4338.02*	1,510	331	91	45	195	Low	90.4	28.7	$94,208	5.8	61.2	36.7	Low-Income/ Susceptible to Displacement	62.3	6.3	n/a
4339	2,290	151	3	33	115	Low	90	43.4	$63,265	14.3	47.7	55.6	Low-Income/ Susceptible to Displacement	69.3	16.1	High POC Segregation
4340	1,693	186	14	68	104	Low	86.2	53.0	$53,958	4.7	58.8	45.2	Stable Mod./ Mixed Income	69.8	24.4	High POC Segregation
Cherryland		**215**	**72**	**81**	**62**											
4355	1,445	56	15	37	4	Low	74	50.0	$72,601	11.3	55.1	46.3	Low-Income/ Susceptible to Displacement	72.9	12.1	High POC Segregation
4356.01[1]	1,526	55	30	25		Low	85.6	49.7	$71,103	10.8	56.7	63.9	Low-Income/ Susceptible to Displacement	64.4	12.6	High POC Segregation
4356.02	1,617	98	26	14	58	Low	75.7	57.6	$82,624	17.4	39.3	38.9	Stable Mod./ Mixed Income	42.8	16	High POC Segregation
4363.01**	1,890	6	1	5		Low	93	46.3	$143,618	12.1	55.6	38.9	Stable Mod./ Mixed Income	63.5	9.7	n/a
Hayward Acres		**47**	**17**	**30**												
4362	1,293	47	17	30		Low	91.4	69.1	$59,747	13.3	52.2	55.1	Low-Income/ Susceptible to Displacement	70.1	13.9	High POC Segregation
San Lorenzo		**591**	**383**	**208**												

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Table F-2. Sites Inventory facts and Demographic Information by census tract

2020 Tract	# of HH (2021)	# units	Unit Income Category Above Mod.	Mod.	Low & Very Low	TCAC	% Non-white (2021)	% Latine (2021)	Median Income (2021)	% Over-crowded (2021)	% Rent Burdened (2019)	% Mortgage Burdened (2019)	Displacement risk	CalEnviro-Screen Score	% HH Below Poverty Line	OBI Segregation Category
4358	1,709	520	354	166		Low	79	37.9	$92,567	7.2	44	28.6	Stable Mod./ Mixed Income	51.2	5.6	Low-Medium Segregation
4359	1,584	34	5	29		Low	73	27.3	$102,102	7.7	50.9	33.2	Stable Mod./ Mixed Income	51.4	4.9	Racially Integrated
4360	1,444	10	10			Low	71.8	41.8	$101,438	6.8	45.2	39.4	Stable Mod./ Mixed Income	40.9	5.2	Low-Medium Segregation
4361	1,802	27	14	13		Low	83.8	36.7	$98,462	4.9	32.7	29.7	Adv. Gentrification	47.1	8	Low-Medium Segregation
Castro Valley (Main)		**527**	**226**		**301**											
4301.01	2,257	12	12			High	66.5	9.5	$183,895	1	44	22.4	Stable Mod./ Mixed Income	22.9	2.5	Low-Medium Segregation
4301.02[2]	959	5	5			Highest	49.4	13.9	$161,932	0	23.3	32.5	Stable Mod./ Mixed Income	0.3	2.8	Low-Medium Segregation
4302[2]	2,359	19	19			Highest	48.6	9.9	$166,042	0	48.4	31.3	Stable Mod./ Mixed Income	5.9	3	Low-Medium Segregation
4303[2]	1,334	70	70			Highest	52.6	20.3	$150,735	0.9	66.9	26.9	Stable Mod./ Mixed Income	8.6	3.5	Low-Medium Segregation
4304[2]	736	4	4			High	47.7	8.4	$190,250	0.7	0	31.7	Stable Mod./ Mixed Income	6.3	4.3	Low-Medium Segregation
4306	2,289	48	48			High	59.8	10.8	$141,513	1.6	65.8	39.2	Stable Mod./ Mixed Income	22.2	6.9	Low-Medium Segregation
4307	1,371	9	9			High	61.2	18.9	$109,479	4.2	47.8	40	At Risk of Becoming Exclusive	15.1	5.5	Racially Integrated
4308	2,083	25	25			High	61.2	13.4	$98,563	7.1	45.7	39.3	Stable Mod./ Mixed Income	55.5	9.5	Racially Integrated
4328	1,466	309	8		301	Mod.	69.5	21.6	$131,563	5	48.3	35.6	Stable Mod./ Mixed Income	37.2	3.4	Racially Integrated
4351.03	2,539	26	26			Mod.	68.5	11.2	$196,970	0	8.7	34.9	Stable/Adv. Exclusive	5.0	3.8	Low-Medium Segregation
Castro Valley EJ Priority Communities		**1,451**	**593**	**144**	**714**											

Table F-2. Sites Inventory facts and Demographic Information by census tract

2020 Tract	# of HH (2021)	# units	Unit Income Category			TCAC	% Non-white (2021)	% Latine (2021)	Median Income (2021)	% Over-crowded (2021)	% Rent Burdened (2019)	% Mortgage Burdened (2019)	Displacement risk	CalEnviro-Screen Score	% HH Below Poverty Line	OBI Segregation Category
			Above Mod.	Mod.	Low & Very Low											
4305	2,072	119	90	29		Mod.	74.7	14.8	$94,811	4.9	73.4	39.2	At Risk of Becoming Exclusive	56.5	10.2	Low-Medium Segregation
4309	1,815	94	22	9	63	Mod.	69.8	30.8	$95,462	14.2	60.6	39.9	Low-Income/ Susceptible to Displacement	54.2	20.7	Racially Integrated
4310	1,092	857	432	106	319	Mod.	72.7	13.0	$78,584	1.9	39	38.7	Stable Mod./ Mixed Income	66.3	9.3	Racially Integrated
4311	1,318	298	38		260	Mod.	70.5	28.9	$97,100	4.5	56.5	36.3	Stable Mod./ Mixed Income	36.8	8.3	Racially Integrated
4312	2,502	83	11		72	Mod.	60.7	28.7	$103,864	4.4	41.8	23.3	Stable Mod./ Mixed Income	36.3	7.8	Racially Integrated
Fairview		323	292	5	26											
4311	1,318	17	17			Mod.	70.5	28.9	$97,100	4.5	56.5	36.3	Stable Mod./ Mixed Income	36.8	8.3	Racially Integrated
4351.03	2,539	2	2			Mod.	68.5	11.2	$196,970	0	8.7	34.9	Stable/Adv. Exclusive	5.0	3.8	Low-Medium Segregation
4352	1,465	110	110			Mod.	77.2	24.5	$128,795	3.2	60.9	38.7	At Risk of Becoming Exclusive	26.8	5.4	Low-Medium Segregation
4353	1,726	59	33		26	Mod.	75.1	27.4	$84,000	3.9	54.9	37.3	At Risk of Becoming Exclusive	36.3	8.2	Low-Medium Segregation
4364.02	993	32	27	5		Mod.	62.2	20.2	$153,964	0	23.8	37.1	Low-Income/ Susceptible to Displacement	1.0	3.2	Racially Integrated
4364.04^	1,199	103	103			Mod.	46.9	18.1	$137,768	3.2	56.4	34.1	Advanced Gentrification	34.2	6.7	n/a
East County		194	194													
4507.45	2,229	194	194			Highest	72.1	6.0	$174,954	7.6	52.2	20.5	Stable Mod./ Mixed Income	37.7	2.9	High POC Segregation

Table F-2. Sites Inventory facts and Demographic Information by census tract

2020 Tract	# of HH (2021)	# units	Unit Income Category			TCAC	% Non-white (2021)	% Latine (2021)	Median Income (2021)	% Over-crowded (2021)	% Rent Burdened (2019)	% Mortgage Burdened (2019)	Displacement risk	CalEnviro-Screen Score	% HH Below Poverty Line	OBI Segregation Category
			Above Mod.	Mod.	Low & Very Low											

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

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

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

1: This site is a R/ECAP.

2: This site is a RCAA.

Sources:

Section F.2   Background

F.2.1   Existing Housing Programs

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

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

F.2.2   Alameda County Fair Housing

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

Section F.3   Public Participation

F.3.1   AFFH and Engagement

Ashland Cherryland Healthy Community Collaborative

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

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

- AC Transit
- Alameda County Community Food Bank
- Alameda County Economic and Civic Development Department
- Alameda County Health Care Services Agency
- Alameda County Healthy Homes Department
- Alameda County Library
- Alameda County Office of Education
- Alameda County Planning Department, Code Enforcement
- Alameda County Probation Department
- Alameda County Public Health Department
- Alameda County Public Works Agency
- Alameda County Sheriff's Office
- Alameda County Transportation Commission

- ALL IN Alameda County
- Bike East Bay
- Cherryland Elementary Family Resource Center
- Deputy Sheriffs' Activities League
- Eden Community Land Trust
- Eden I&R
- Eden United Church of Christ
- Friends of San Lorenzo Creek
- Hayward Area Recreation and Parks District (HARD)
- La Familia
- Mandela Partners
- My Eden Voice!
- 100k Trees for Humanity
- Padres Guerreros
- REACH Ashland Youth Center
- Resources for Community Development
- San Lorenzo Unified School District
- Tiburcio Vasquez Health Center
- YMCA East Bay

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

Individual Interviews

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

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

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

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

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

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

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

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

For descriptions of additional feedback, please see Appendix E.

Table F-3. Communities of Survey Responders		
Community	**Number of Responses**	**Percentage of Responses**
Castro Valley	21	40.4%
Eden Area	24	46.2%

Table F-3. Communities of Survey Responders		
Community	**Number of Responses**	**Percentage of Responses**
Ashland	7	13.5%
Cherryland	3	5.8%
Hayward Acres	3	5.8%
San Lorenzo	11	21.2%
Fairview	2	3.8%
Neighboring municipalities	5	9.6%
Total	52	100.0%

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

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

Demographics of responders include the following:

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

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

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

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

These responses are consistent with the housing needs analysis in Appendix A which found that 25% of renter households spend between 30% and 50% of their incomes on housing and 26% of renter household spend 50% or more of their income on housing. The analysis also found that 8.5% of residents of the Unincorporated Area live in overcrowded conditions, with the highest levels of overcrowding in Cherryland (17% of residents) and Ashland (15% of residents).

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

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

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

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

The following responses to open ended questions are arranged thematically:

On Needing Affordable Housing

- I would like to see more affordable housing for all types of populations. I would like to see more affordable housing all over not just in certain areas. … Affordability is too high. Can't afford to live here. More affordable housing in unincorporated Alameda County would help a lot of people from displacement as well as provide better quality of life. I wish my rent was lowered. … There are a lot of people against affordable housing in unincorporated communities and there has to be a way to still complete affordable housing in these communities. It's giving segregation and red lining.
- My brother moved to Texas because he cannot afford housing here, I am looking for housing to move out of my parent house.
- I would love to find a place of my own that I can afford (I have a full time job and work extra some weekends, but housing is still not attainable).
- [in response to why existing housing does not meet their needs] Unaffordable
- Rent to[o] expensive
- Las rentas son muy altas y piden muchos requisitos para poder rentar. Quieren 3 veces más de ingreso de lo que se pagaría de renta *[Rents are very high and they (landlords) have many requirements in order [for one] to be able to rent. They want three times more than what is paid for rent itself.]*
- Need help with rental assistance
- [I need] Stable suitable affordable housing in a decent area. … Rent is too high and hard to find suitable stable housing
- Los precios en la renta están muy elevados *[The rental prices are raised very high.]*
- Currently renting a room for my daughter and I. Rent assistance is very helpful. … I can't move out on my own because rent is expensive and I'm a single mom.
- [I need] Renters protection, affordability. … I would like for community members to have access to safe, affordable, and healthy housing particularly for our African American and new-comer communities.
- Ayuda financiera para pagar mi renta, que es muy cara, ayuda para pagar gas y electricidad son muy caros ,se necesita Mas viviendas de costo accesible para no tener

que compartir la casa con otras 2 familias … Nececidad de ayuda para comparar un departamento a costos razonables. … Nececidad de ayuda para comparar un departamento a costos razonables. O ayuda financiera para poder pagar renta. … Hay muchas personas sin vivienda, y no hay suficientes viviendas y las rentas son exageradamente CARAS. *[Financial help to pay my rent, which is very expensive, help to pay for gas and electricity, which are very expensive, there is need for more housing with accessible costs to not have to share an apartment with 2 other families … [There is] Need for help to compare [a higher cost apartment rental] [with] an apartment [rented] at reasonable costs … Or financial help for being able to pay rent … There are many people without housing (now), and there is not sufficient housing, and the rents are exaggeratedly HIGH.]*

- There should be more affordable homeownership types … much more! Condos, community land trusts, etc...
- [I need] More affordable housing and assistance for low-income families.

On Transit and Housing:

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

On Overcrowding

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

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

F.3.2 Continued Public Participation

In addition to ongoing engagement through the adoption of this element, to ensure the success of Alameda County's housing policies and programs moving forward, it will be important for the County to continue to engage the communities in the Unincorporated County. Section 4 of the

Environmental Justice Element, to be adopted in the fall of 2023, includes a list of relevant community engagement policies that can help inform future housing policy work.

F.3.3 Additional Relevant Public Participation Processes

Alameda County's Environmental Justice Element and EJ Priority Communities

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

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

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

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

Housing-related concerns identified during the EJ outreach process

The community engagement process for the County's EJ Element yielded extensive feedback on the topic of Safe and Sanitary Homes. Community concerns related to housing affordability and

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

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rental housing were prominent themes during the County's EJ outreach process, helping the County ground-truth public health data that identify relatively high percentages of severely housing cost burdened low-income households[2] in the EJ Priority Communities as compared to the County overall (ranging from 20% in Cherryland to 23% in Ashland as compared with the County rate of 15.7%) (Table F-4). Likewise, the percentage of households that are renter households[3] in the EJ Priority Communities is significantly higher than the County rate of 46.4% everywhere except for San Lorenzo, ranging from 59.9% renters in the Castro Valley EJ census tracts to 91.3% in the Hayward Acres EJ census tracts.
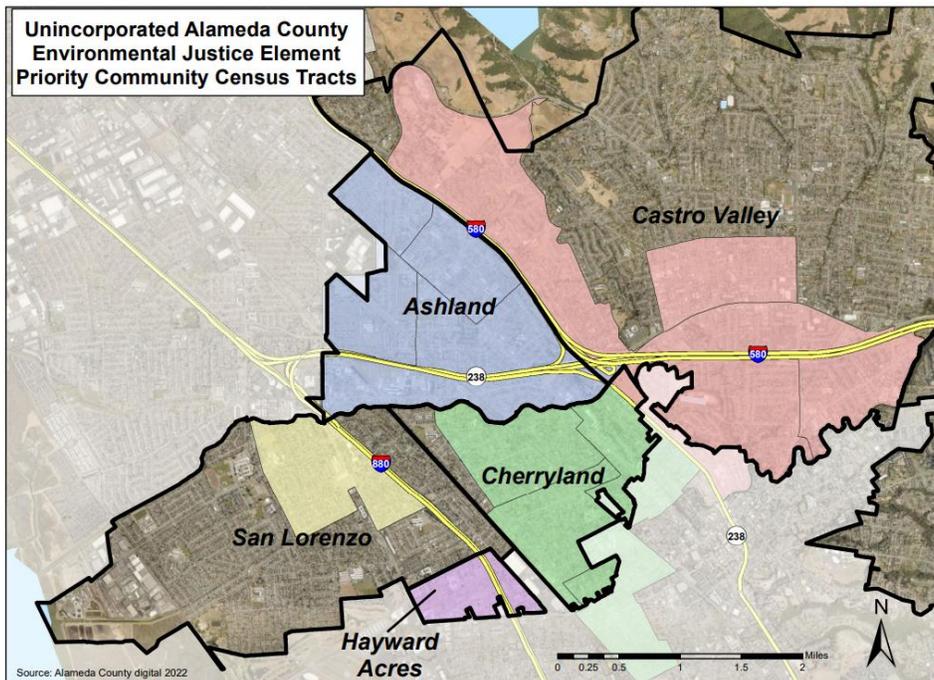

Figure F-3. Environmental Justice Priority Communities. To see an online map of the Priority Communities, visit here: https://www.acgov.org/cda/planning/generalplans/documents/Unincorporated-Alameda-County-EJ-areas.pdf

[2] Source: OEHHA, CalEnviroScreen 4.0
[3] Source: ACS 2016-2020

Table F-4. Housing-Burdened Low-Income Households and Renter Households			
Neighborhood or Place	**Percent of households that are both low income and severely burdened by housing costs**	**Housing Burden Percentile Score**	**Percent of households that are renter households**
Ashland [a]	23.0%	74.04	65.8%
Cherryland [a]	20.0%	62.83	72.9%
Hayward Acres	20.2%	63.61	91.3%
San Lorenzo Priority Community	11.7%	21.57	24.9%
San Lorenzo CDP Reference [b]	12.1%	23.80	35.4%
Castro Valley Priority Community a	21.0%	63.26	59.9%
Castro Valley CDP Reference [b]	14.0%	33.21	29.6%
Alameda County Reference [b]	15.7%	42.50	46.4%

NOTES:

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

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

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

During the EJ outreach process, the County recorded substantial community feedback related to needs for tenant protections, pro-active rental inspections, landlord-tenant mediation, assistance with deferred maintenance and energy upgrades, homeownership and equity-building opportunities for low-income residents, increased access to public amenities in areas of increasing density, and prevention of displacement, gentrification, and homelessness. Additional housing-related concerns shared by Priority Community residents included poor indoor air quality (i.e., from mold, secondhand smoke, old appliances), residential lead exposure, and confusing or

inaccessible permitting processes for residential upgrades. See Appendix E for EJ community feedback data related to housing.

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

Section F.4   Assessment of Fair Housing

F.4.1   Fair Housing Outreach and Enforcement Capacity

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

Fair Housing Protections

Federal & State Laws

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

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

At the state level, the Rumford Housing Act prohibits housing discrimination toward all classes protected under Title III and adds marital status as a protected class. The Unruh Civil Rights Act

prohibits discrimination in all business establishments in California, including housing and public accommodations, based on age, ancestry, color, disability, national origin, race, religion, sex, or sexual orientation.

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

In summary, California law protects individuals from illegal discrimination by housing providers based on:
- Race, color;
- Ancestry, national origin;
- Religion;
- Disability, mental or physical;
- Sex, gender;
- Sexual orientation;
- Gender identity, gender expression;
- Genetic information;
- Marital status;
- Familial status;
- Source of income;
- Citizenship;
- Primary language; and
- Immigration status.

Government Code Section 65008 – In 2018, the County Board of Supervisors adopted Vision 2026, the County's strategic vision initiative. The foundation of Vision 2026 is Our Shared Vision that identifies the following strategic priorities for the next decade: 1) Safe and Livable Communities, 2) Thriving and Resilient Populations, 3) Healthy Environment, and 4) Prosperous and Vibrant Economy. The adopted goals that support the shared vision are intended to provide for the basic needs, including housing, health care, and economic prosperity, of all residents of the County including residents with special needs. The County ensures that the County's actions are not discriminatory by requiring that all agencies and departments incorporate Vision 2026 into strategic plans, budget development and initiatives. Programs are included in this Housing Element to facilitate housing for all households, including protected classes (e.g., programs regarding residential care facilities, reasonable accommodation, and emergency shelters).

Government Code Section 8899.50 – This appendix of the County Housing Element documents compliance with AFFH requirements.

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Local Actions to Promote Fair Housing

Community Development Block Grant Program

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

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

Measure A-1

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

County Ordinances

Eviction Moratorium Ordinance

Alameda County's eviction moratorium ordinance was enacted to protect tenants impacted by the COVID-19 pandemic to ensure that all tenants and homeowners Countywide could shelter-in-place during the County health emergency. The emergency ordinance prohibited all evictions anywhere in the County with few exceptions and allowed tenants to repay rent over a 12-month period. The ordinance remains in effect until 60 days after the local health emergency is lifted,

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which occurred on February 28, 2023. Therefore, legal evictions may proceed starting on April 29, 2023.

Innovative and Unconventional Housing Types Ordinance

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

Alameda County Mobile Home Space Rent Stabilization Ordinance

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

Mandatory Notification of Rent Mediation Services Ordinance

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

Fair Housing Enforcement

Regional Resources

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

Table F-5. Fair Housing Assistance Organizations, Alameda County 2022		
Organization Name	**Service Area**	**Website**
Bay Area Legal Aid	San Rafael, Napa, Richmond, Oakland, San Francisco, Redwood City, & San Jose	https://baylegal.org/
California Rural Legal Assistance	State of California	https://www.crla.org/
East Bay Community Law Center	Berkeley. Oakland, Emeryville, Alameda	https://ebclc.org/

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Table F-5. Fair Housing Assistance Organizations, Alameda County 2022		
Organization Name	**Service Area**	**Website**
Eden Council of Hope & Opportunity (ECHO) Housing	Alameda, Contra Costa, and Monterey Counties, and the Cities of Alameda, Antioch, Concord, Hayward, Livermore, Monterey, Oakland, Pleasanton, Richmond, Salinas, San Leandro, Seaside, Union City, and Walnut Creek	www.echofairhousing.org/
Housing and Economic Rights Advocates	State of California	http://www.heraca.org/
Housing Equality Law Project	Northern California	http://www.housingequality.org/
Project Sentinel	Northern California	https://www.housing.org/

<u>Local Resources</u>

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

ECHO provides fair housing counseling and education, tenant/landlord counseling and mediation, and other housing-related programs. To address the needs of limited English proficiency speakers, ECHO provides services and classes in Spanish, has online information available in Farsi, and has access to a live "language line" service. ECHO has also conducted outreach in Spanish via local cable access channels and maintains an advertisement in the local Spanish-language newspaper. ECHO programs include:
- Fair housing testing and complaints
- Fair housing counseling and education
- Tenant/landlord counseling and mediation
- Homeless prevention program
- Rental assistance program
- Rent/deposit grant program
- Homeseeking services
- Shared housing counseling placement

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- Homebuyers' education learning program

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

Response to Fair Housing Complaints

Fair Housing Cases Reported at the Federal and State Levels

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

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

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Table F-6. Fair Housing Complaints Forwarded to the Office of Fair Housing and Equal Opportunity Alameda Countywide, January 2017- June 2020						
Basis for Complaint	2017	2018	2019	2020	2017-2020 Total	
					Cases	% of Total
Color	1	1	1	0	3	1.5%
Disability	32	26	28	15	101	49.8%
Familial Status	10	5	3	2	20	9.9%
National Origin	4	4	0	1	9	4.4%
Hispanic Origin	2	2	0	0	4	2.0%
Race	7	9	5	2	23	11.3%
Asian	0	1	0	0	1	0.5%
Black	5	4	5	2	16	7.9%
Black and White	0	1	0	0	1	0.5%
Native American	1	1	0	0	2	1.0%
White	1	2	0	0	3	1.5%
Religion	1	2	2	0	5	2.5%
Retaliation	7	9	8	1	25	12.3%
Sex	7	5	5	0	17	8.4%
Total Cases	69	61	52	21	203	100%
Source: HUD Office of Fair Housing and Equal Opportunity Note: Percentages do not total 100 due to cases reported with multiple bases of discrimination.						

Fair Housing Cases Reported at the Local Level

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

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

Figure F-4. Alameda County Fair Housing Complaints 2016-2021
Source: ECHO Fair Housing
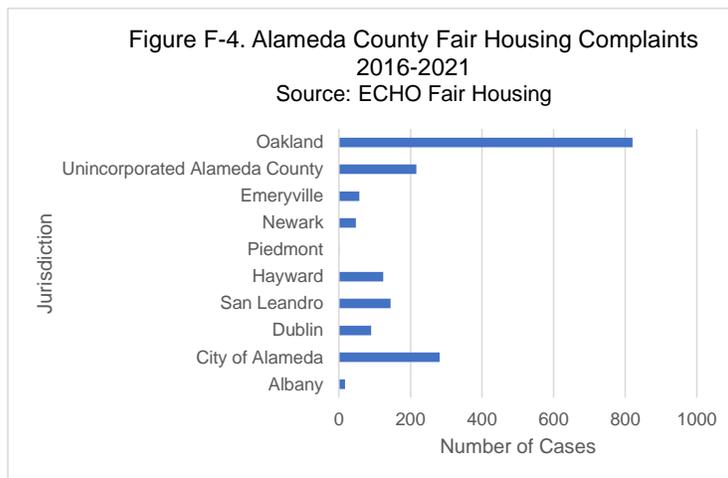
ECHO Housing data indicate that the most common basis of discrimination involved in the complaints received from the Unincorporated Area from 2016 to 2021 was disability, which accounted for approximately 40% of complaints. The second most common basis during this time period was race-based discrimination, which accounted for 38% of complaints. Other bases of discrimination were identified much less frequently. Table F-4 provides the number of cases per year for each basis.

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Table F-7. Unincorporated Alameda County Bases of Fair Housing Complaints, 2016-2021					
Basis for Complaint	Fiscal Year				
	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
Race	13	24	21	12	12
National Origin	2	1	0	0	4
Disability	21	22	13	19	11
Familial Status	4	3	6	2	0
Marital Status	0	0	0	0	0
Religion	0	0	0	0	0
Sex	1	1	0	0	0
Source of Income	0	0	0	0	0
Age	0	0	0	0	0
Other	0	4	2	12	5
TOTAL	42	55	42	45	32

Source: ECHO Fair Housing

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

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

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

Table F-8. Unincorporated Alameda County Resolution of Fair Housing Cases, 2016-2021					
	Fiscal Year				
Resolution	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
Counseling	26	32	16	11	5
Insufficient Evidence	15	25	17	24	22

Table F-8. Unincorporated Alameda County Resolution of Fair Housing Cases, 2016-2021					
	Fiscal Year				
Resolution	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
Successful Conciliation	3	3	4	0	0
Cases Dropped	1	1	1	0	1
Education to Landlord	0	6	15	8	3
Referrals to Atty/DFEH/HUD	3	0	1	1	1
Pending	6	10	3	0	0
Total	42	55	42	45	32

Source: ECHO Fair Housing

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

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

<u>Fair Housing Enforcement Capacity</u>

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

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

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

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

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

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

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

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

Fair Housing Education and Outreach Capacity

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

Outreach during the preparation of the 2020 Alameda County Analysis of Impediment to Fair Housing Choice (AI), included distribution of the Alameda County Regional Housing (2019)

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

F.4.2   Integration and Segregation

Race in Unincorporated Alameda County
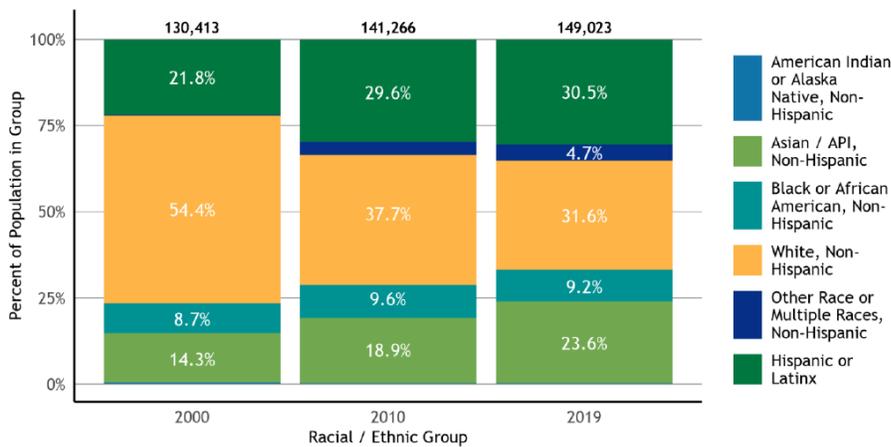
Figure F-5. Population by Race, 2000-2019.

Universe: Total population
Notes: Data for 2019 represents 2015-2019 ACS estimates. The Census Bureau defines Hispanic/Latinx ethnicity separate from racial categories. For the purposes of this graph, the "Hispanic or Latinx" racial/ethnic group represents those who identify as having Hispanic/Latinx ethnicity and may also be members of any racial group. All other racial categories on this graph represent those who identify with that racial category and do not identify with Hispanic/Latinx ethnicity.
Source: U.S. Census Bureau, Census 2000, Table P004; U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002
For the data table behind this figure, please refer to the Data Packet Workbook, Table POPEMP-02.

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

Figure F-6. Racial Demographics (2015 ACS)
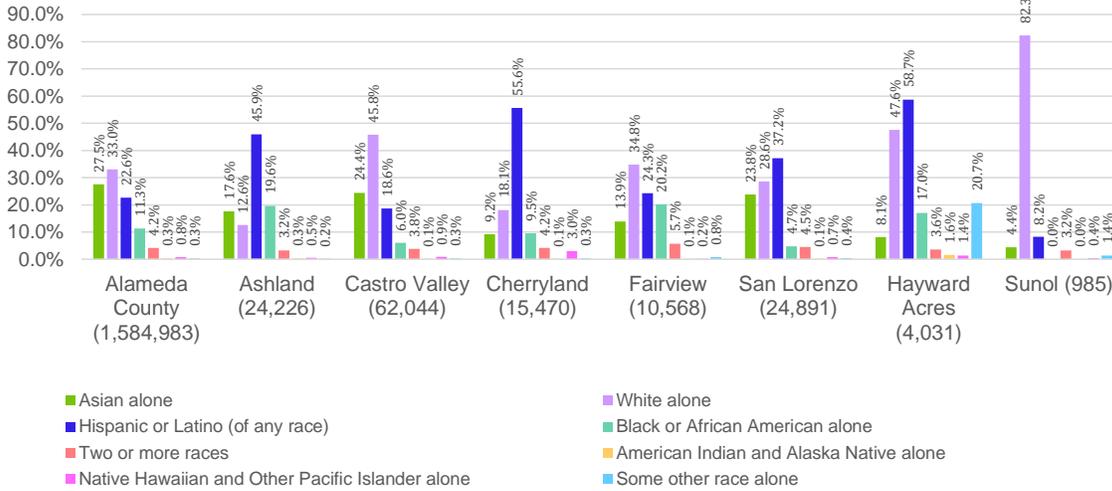
Source: 2011-2015 ACS, Table DP05. 2023. Note: Hayward Acres proxied by census tract 4363; all other location are census designated places (CDPs).

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

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

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

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

Figure F-7. Racial Demographics (2021 ACS)

Source: 2017-2021 ACS, Table DP05. 2023. Note: Hayward Acres proxied by census tract 4363; all other location are census designated places (CDPs).
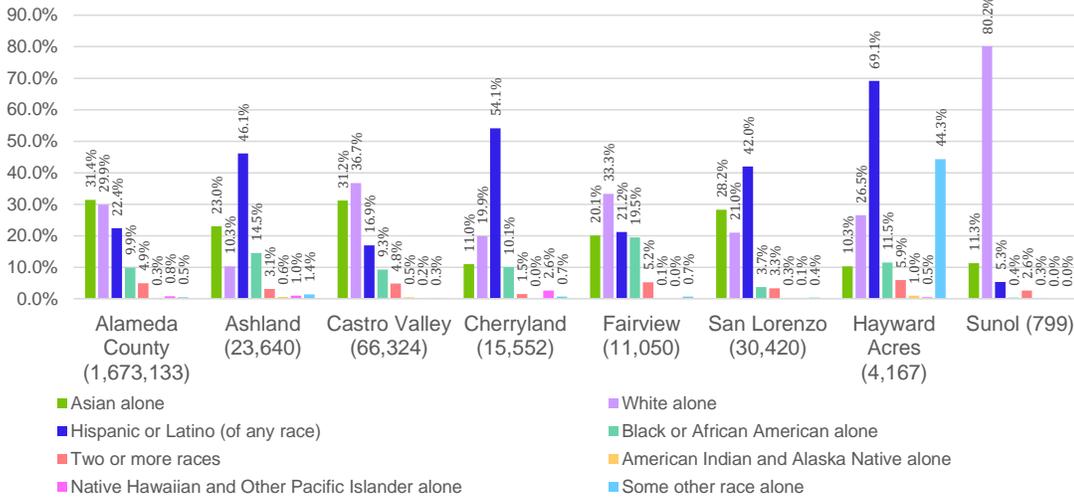
Looking at Figure F-7 we see that the population of white people has fallen throughout the county as well as in every unincorporated community. A greater percentage of Asian peoples live in most communities. The percentage of Black residents in Castro Valley grew while staying relatively consistent or dropping in all other places. The percentage of people who listed Some Other Race as their race in Hayward Acres doubled between 2015 and 2021.

Racial Isolation Index

Table F-9. Racial Isolation Index Values for Segregation within Unincorporated Alameda County				
	Unincorporated Alameda County			Bay Area Average
Race	2000	2010	2020	2020
Asian/Pacific Islander	0.186	0.235	0.304	0.245
Black/African American	0.168	0.151	0.122	0.053
Latine	0.272	0.365	0.401	0.251
White	0.571	0.439	0.345	0.491
Universe: Population. *Source: IPUMS National Historical Geographic Information System (NHGIS). U.S. Census Bureau, 2020 Census State Redistricting Data (Public Law 94-171) Summary File, 2020 Census of Population and Housing, Table P002. Data from 2010 is from U.S. Census Bureau, Census 2010, Table P4. Data for 2000 is standardized to 2010 census tract geographies and is from U.S. Census Bureau, Census 2000, Table P004.*				

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

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

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

Dissimilarity Index

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

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

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

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

Table F-10. Racial Dissimilarity Index Values for Segregation within Unincorporated Alameda County				
	Unincorporated Alameda County			Bay Area Average
Race	2000	2010	2020	2020
Asian/Pacific Islander vs. white	0.266	0.246	0.226	0.185
Black/African American vs. white	0.492	0.439	0.447	0.244
Latine vs. white	0.348	0.383	0.405	0.207

Table F-10. Racial Dissimilarity Index Values for Segregation within Unincorporated Alameda County				
	Unincorporated Alameda County			Bay Area Average
Race	2000	2010	2020	2020
People of Color vs. white	0.282	0.278	0.283	0.168

Universe: Population.

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

Note: If a number is marked with an asterisk (*), it indicates that the index is based on a racial group making up less than 5 percent of the jurisdiction population, leading to unreliable numbers

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

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

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

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

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

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

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

Percentage Black, Latine, Asian, and Indigenous Residents (2010)

- 0 - 20%
- 21% - 40%
- 41% - 60%
- 61% - 80%
- 81% - 100%

— Interstate
—+ BART
Generalized Planning Areas
Unincorporated Alameda County
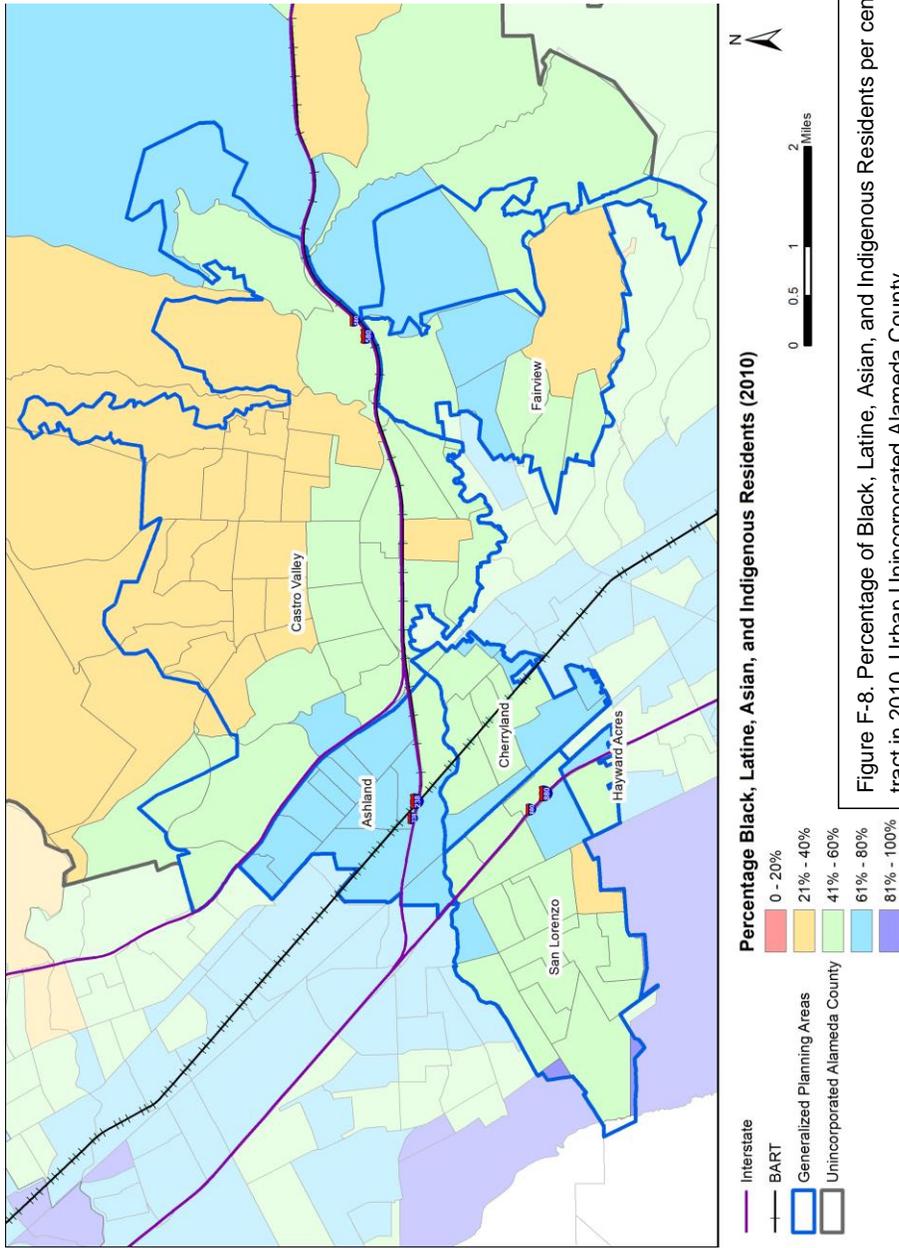
Figure F-8. Percentage of Black, Latine, Asian, and Indigenous Residents per census tract in 2010, Urban Unincorporated Alameda County

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

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Percentage of Black, Latine, Asian, and Indigenous Residents (2010)

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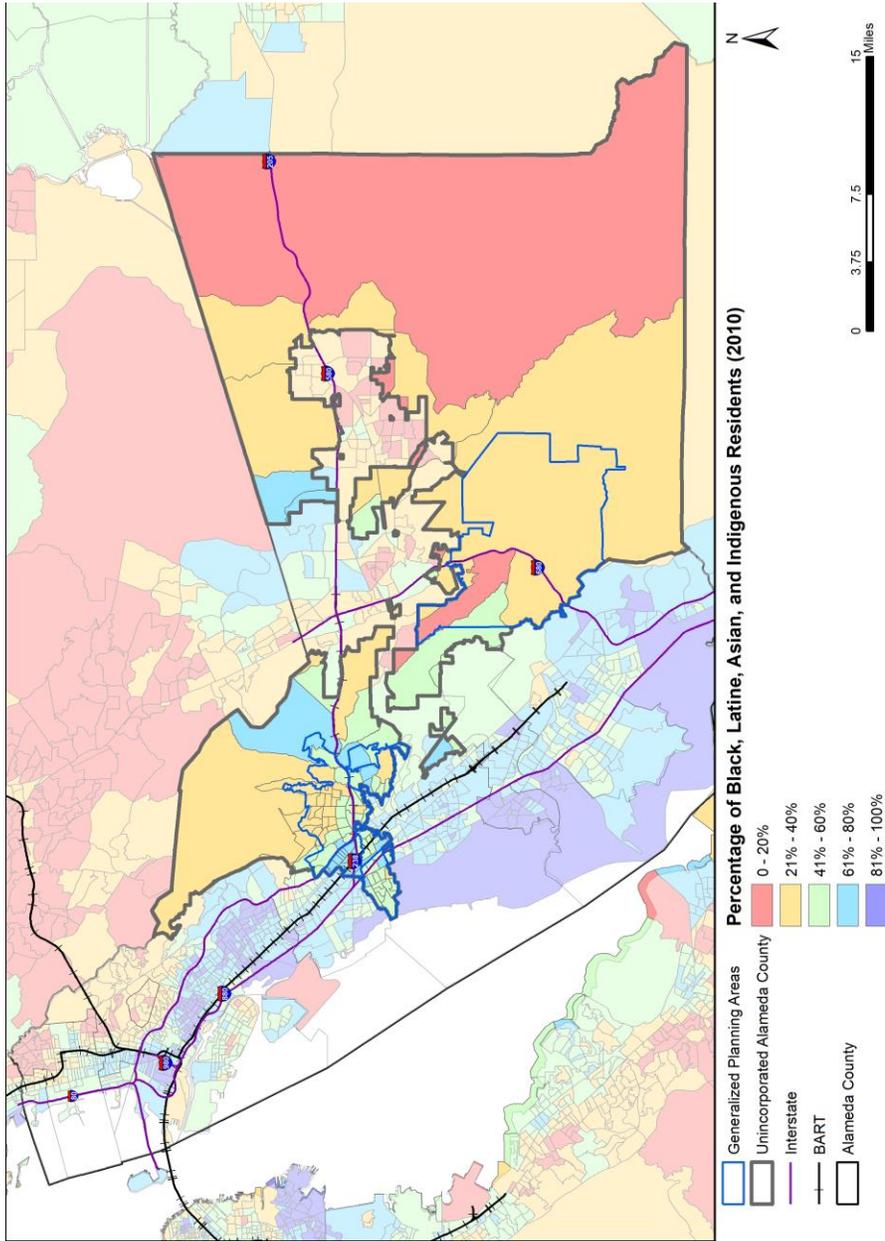
Figure F-9. Percentage of Black, Latine, Asian, and Indigenous Residents per census tract in 2010, Alameda County

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

0 - 20%
21% - 40%
41% - 60%
61% - 80%
81% - 100%

Generalized Planning Areas
Unincorporated Alameda County
Interstate
BART
Alameda County

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Percentage of Black, Latine, Asian, and Indigenous Residents (2018)

- 0 - 20%
- 21% - 40%
- 41% - 60%
- 61% - 80%
- 81% - 100%

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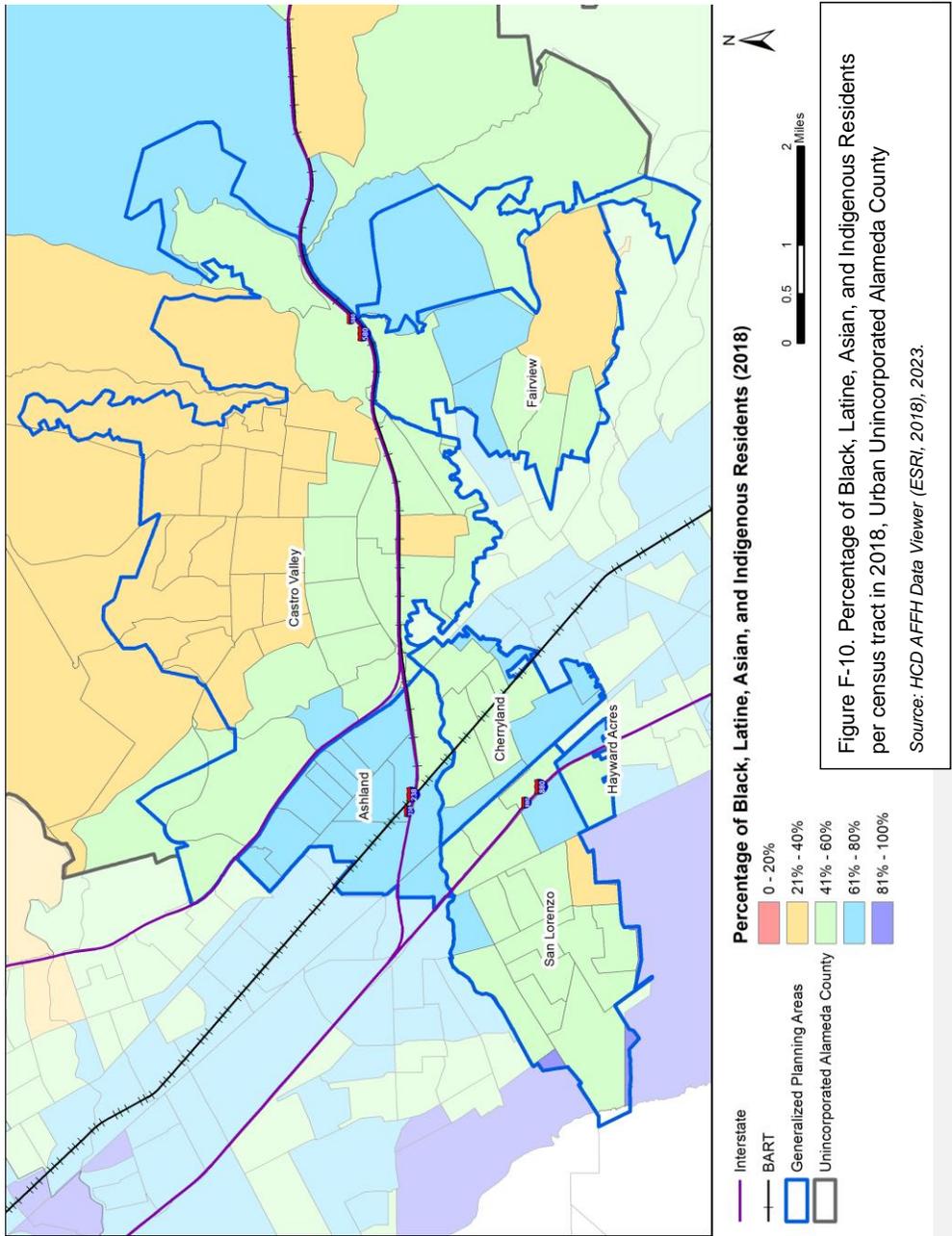
Figure F-10. Percentage of Black, Latine, Asian, and Indigenous Residents per census tract in 2018, Urban Unincorporated Alameda County

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

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Percentage of Black, Latine, Asian, and Indigenous Residents (2018)

- 0 - 20%
- 21% - 40%
- 41% - 60%
- 61% - 80%
- 81% - 100%

BART
Interstate
Generalized Planning Areas
Unincorporated Alameda County
Alameda County

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

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Figure F-12. Predominant race by Census Tract, 2021. Unincorporated Alameda County

Source: ACS 2017-2021 table B03002, 2023.

Majority White
- 0.0% - 20.0%
- 27.5% - 40.0%
- 40.2% - 60.0%
- 60.1% - 80.0%
- 90.9% - 100.0%

Majority Latine
- 24.5% - 37.5%
- 37.6% - 50.5%
- 50.6% - 63.4%
- 63.5% - 76.4%

Majority Asian
- 0.0% - 20.0%
- 20.1% - 40.0%
- 40.1% - 60.0%
- 60.1% - 80.0%
- 80.1% - 100.0%

Majority Black
- 26.8% - 36.1%
- 36.2% - 45.4%
- 45.5% - 54.7%

- Interstate
- BART
- Planning Areas Generalized
- Alameda County Unincorporated

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Figure F-13. Predominant race by Census Tract, 2021. Alameda County

Source: ACS 2017-2021 table B03002, 2023.

Generalized Planning Areas
Unincorporated Alameda County
Interstate
BART

Majority Latine
24.5% - 37.5%
37.6% - 50.5%
50.6% - 63.4%
63.5% - 76.4%

Majority Black
26.8% - 36.1%
36.2% - 45.4%
45.5% - 54.7%

Majority Asian
0.0% - 20.0%
20.1% - 40.0%
40.1% - 60.0%
60.1% - 80.0%
80.1% - 100.0%

Majority White
0.0% - 20.0%
27.5% - 40.0%
40.2% - 60.0%
60.1% - 80.0%
90.9% - 100.0%

Disability

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

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

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

Table F-11. Comparison of Percentages of population with a Disability.						
	(ACS, 2010-2014)			(ACS, 2015-2019)		
	Total Population	Population with a Disability	Percent of Population with a Disability	Total Population	Population with a Disability	Percent of Population with a Disability
Census tracts comprising Urban Unincorporated Alameda County	128,368	13,332	10.4%	132,297	13,578	10.3%
Alameda County	1,546,984	142,784	9.2%	1,647,749	151,368	9.2%

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

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

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

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

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

Percentage of Residents with Disabilities

0.0 - 5.0%
5.1% - 8.0%
8.1% - 10.0%
10.1% - 11.0%
11.1% - 15.0%
Greater than 15%

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County
County
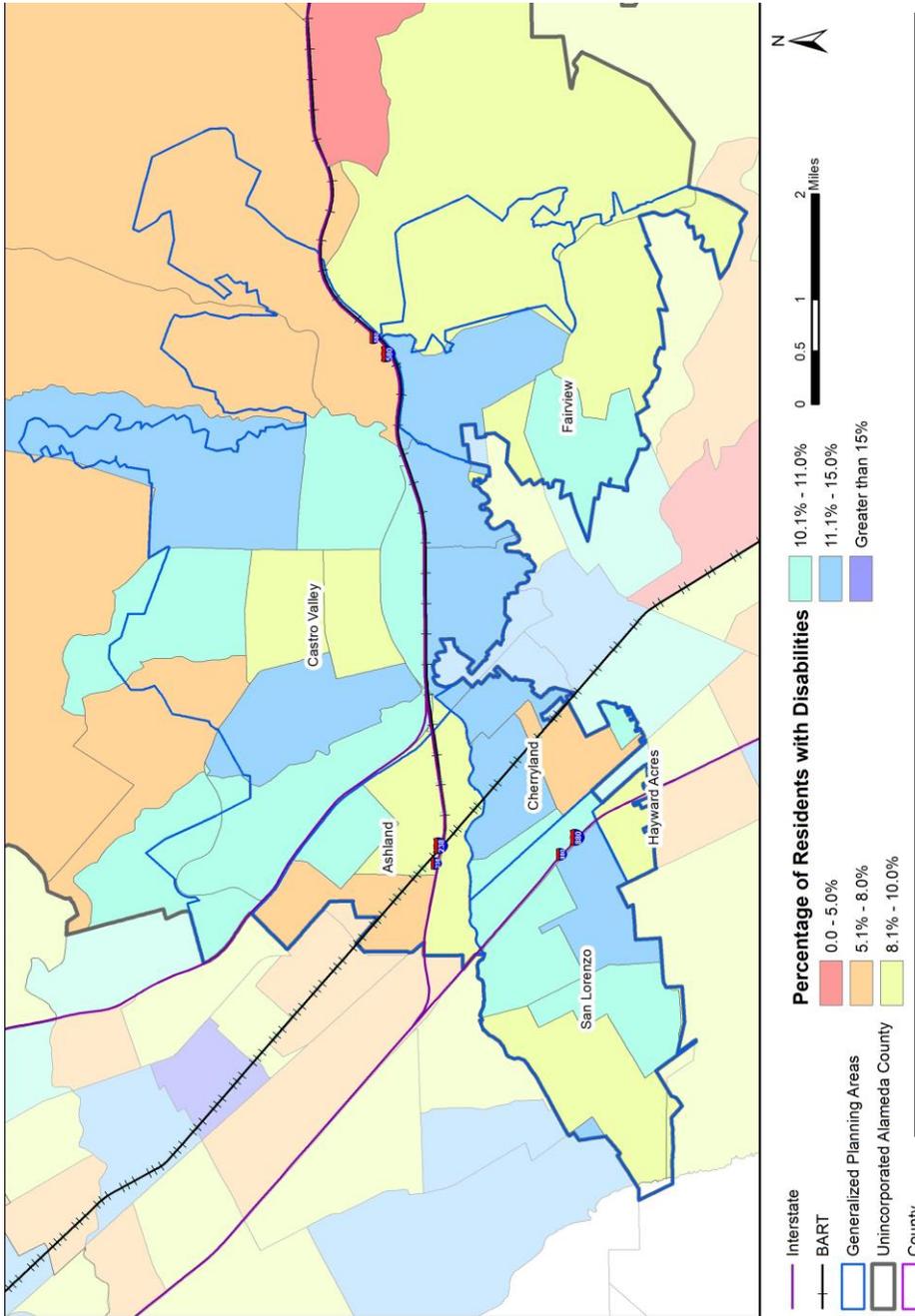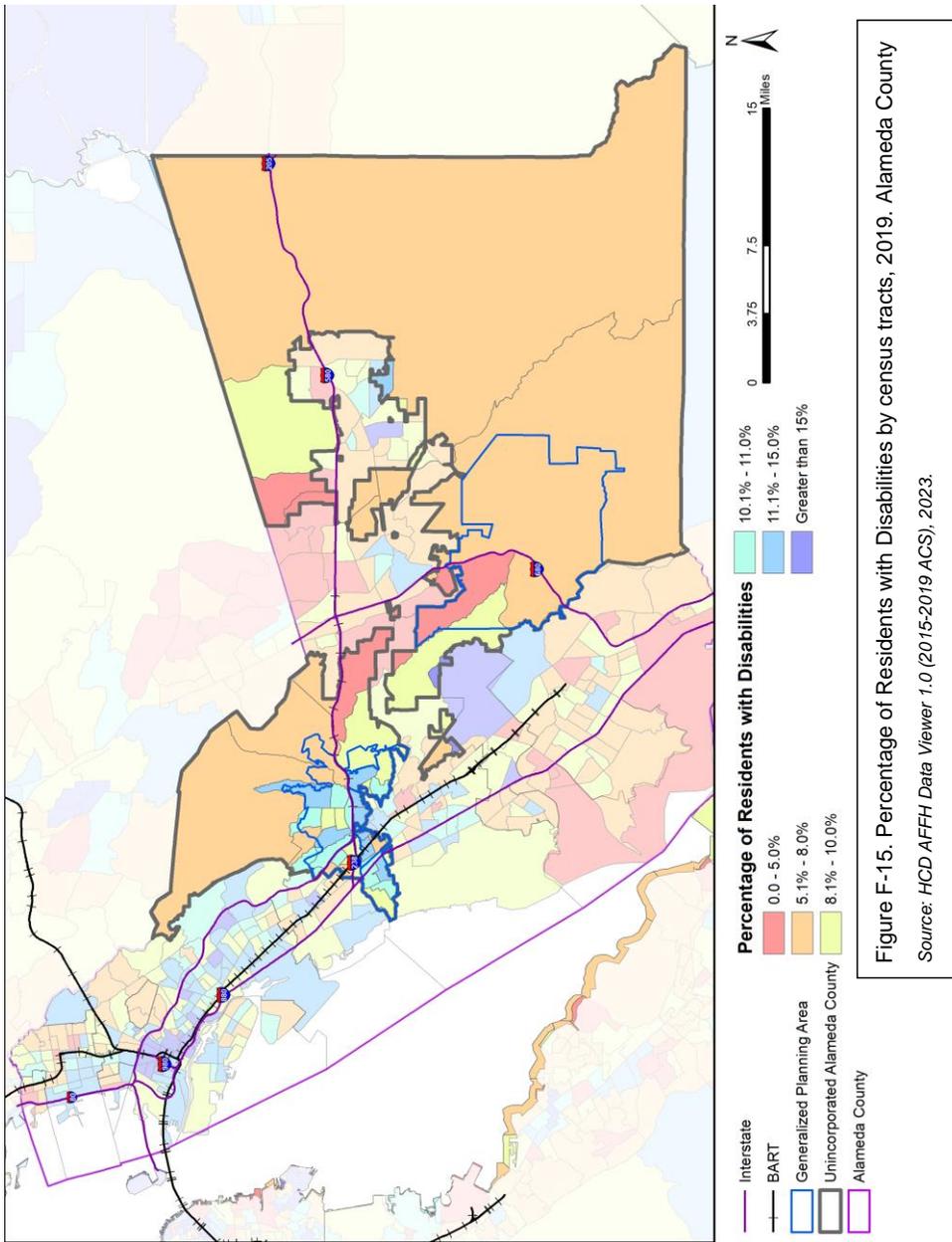
Figure F-15. Percentage of Residents with Disabilities by census tracts, 2019. Alameda County

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

Familial Status

Figures F-16 and F-17 show the percentage of the population living with a spouse with ACS 2015-2019 data. Northern Castro Valley has a higher percentage of adults living with a spouse (between 55.5% and 72.5%) than other parts of Urban Unincorporated; much of East County, southern Alameda County, and parts of the Berkeley hills have similar numbers of married adult households. More affluent portions of the County appear to have a great percentage of two-spouse households, such as Tri-Valley where most of Pleasanton and a large portion of Livermore have high percentages of two-spouse households.
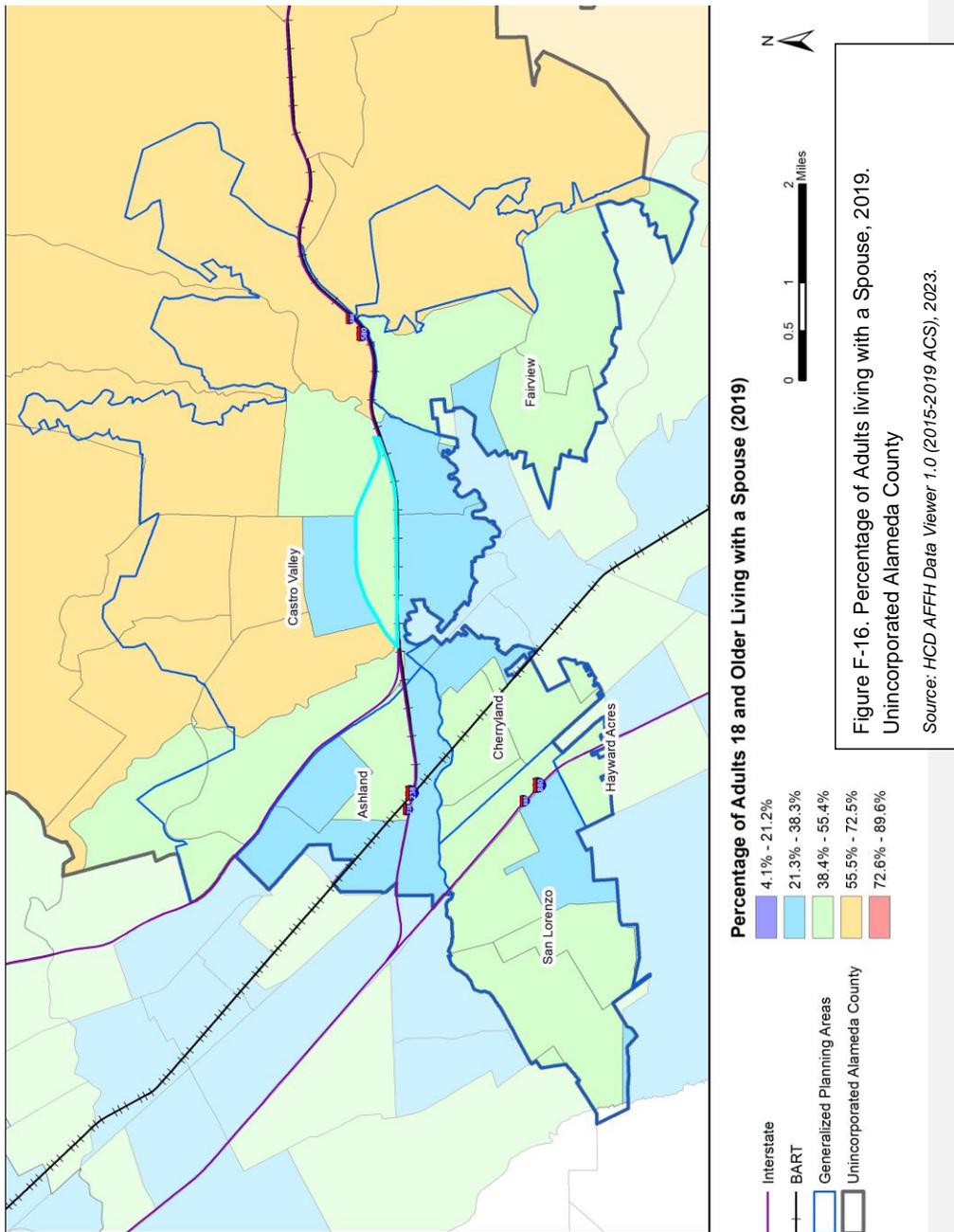
However, the majority of the County from Berkeley to Union City has a significant number of households that are one spouse/parent only. It is difficult to draw conclusions from this data in terms of housing precarity or risk of displacement, but many of the areas that show concerning indicators such as higher levels of low income residents (Figure F-23), overcrowding (Figure F-44), and housing precarity (Figures F-39 and F-41, among others) also have a lower number of two spouse households. West Oakland has the lowest percentage of two spouse holds (less than 21.2% of households, shown in purple), as does a cluster of census tracts in Berkeley likely reflecting the UC Berkeley student population.
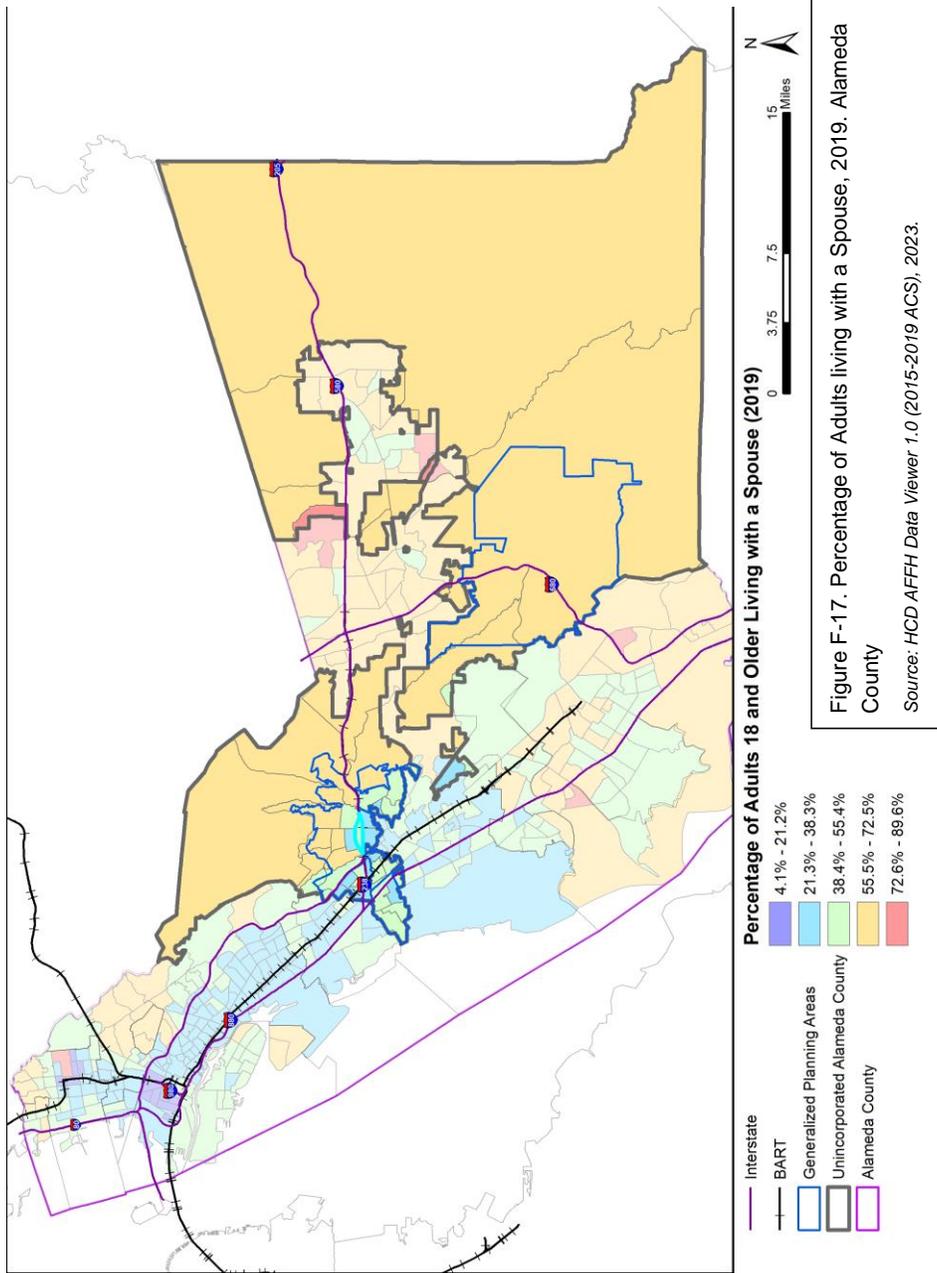
Figures F-18 and F-19 show the number of children in female-headed households. This dataset follows a similar pattern to the percentage of the population living with a spouse; areas with a higher percentage of married households have the lowest percentage of children living in a female-headed household, shown in red. This includes most of East County, southern Alameda County, the Castro Valley hills, Piedmont, and the Oakland hills. There is not a significant discernable pattern or concentration of children living in female-headed households in the rest of the county.

The data showing percent of children in Married Couple households (Figures F-20 and F-21) shows similar pattern as the previous map of One-Spouse households. Major portions of Oakland and Hayward have census tracts with low percentage of households where children are living with a married couple. This contrasts with East County where most households with children are predominately Married Couple Households.

In the unincorporated areas, the percentage of two spouse/couple households with children, shown in Figure F-20. Northern Castro Valley and western San Lorenzo have the highest rates of children living in a married/coupled household, similar to East County, southern Alameda County, and parts of Oakland and Berkeley. In Ashland, Cherryland, Fariview, parts of San Lorenzo, and southern Castro, there are higher rates of kids living in single parent households. Ashland specificallys has the highest rate of female-headed households with kids (Figure F-18).

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

Figure F-16. Percentage of Adults living with a Spouse, 2019.
Unincorporated Alameda County

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

Percentage of Adults 18 and Older Living with a Spouse (2019)

Percentage of Adults 18 and Older Living with a Spouse (2019)
- 4.1% - 21.2%
- 21.3% - 38.3%
- 38.4% - 55.4%
- 55.5% - 72.5%
- 72.6% - 89.6%

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County

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Percentage of Adults 18 and Older Living with a Spouse (2019)

Percentage of Adults living with a Spouse (2019)

4.1% - 21.2%
21.3% - 38.3%
38.4% - 55.4%
55.5% - 72.5%
72.6% - 89.6%

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County
Alameda County

N

0   3.75   7.5   15
Miles

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

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

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Percentage of Children in Female-Headed Households

Figure F-18. Percentage of Children in Female-Headed Households, 2019. Unincorporated Alameda County

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

Percentage of Children in Female-Headed Households

- 0.0 - 10.0%
- 10.1% - 20.0%
- 20.1% - 30.0%
- 30.1% - 45.0%
- 45.1% - 90.0%

Interstate
BART
Planning_Areas_Generalized
Alameda_County_Unincorporated

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Figure F-19. Percentage of Children in Female-Headed Households, 2019. Alameda County

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

Percent of Children in Female-Headed Households

- 0.0 - 10%
- 10.1% - 20%
- 20.1% - 30%
- 30.1% - 45%
- 45.1% - 90%

Interstate
BART
Unincorporated Alameda County
Alameda County

Figure F-20. Percentage of Children in Married Couple Households, 2019. Unincorporated Alameda County

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

Percent of Children in Married Couple Households

- 0 - 20%
- 21% - 40%
- 41% - 60%
- 61% - 80%
- 81% - 100%

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County

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Figure F-21. Percentage of Children in Married Couple Households, 2019. Alameda County

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

Percentage of Children in Married-Couple Households

- 0.0 - 20.0%
- 20.1% - 40.0%
- 40.1% - 60.0%
- 60.1% - 80.0%
- 80.1% - 100.0%

— Interstate
— BART
Generalized Planning Areas
Unincorporated Alameda County
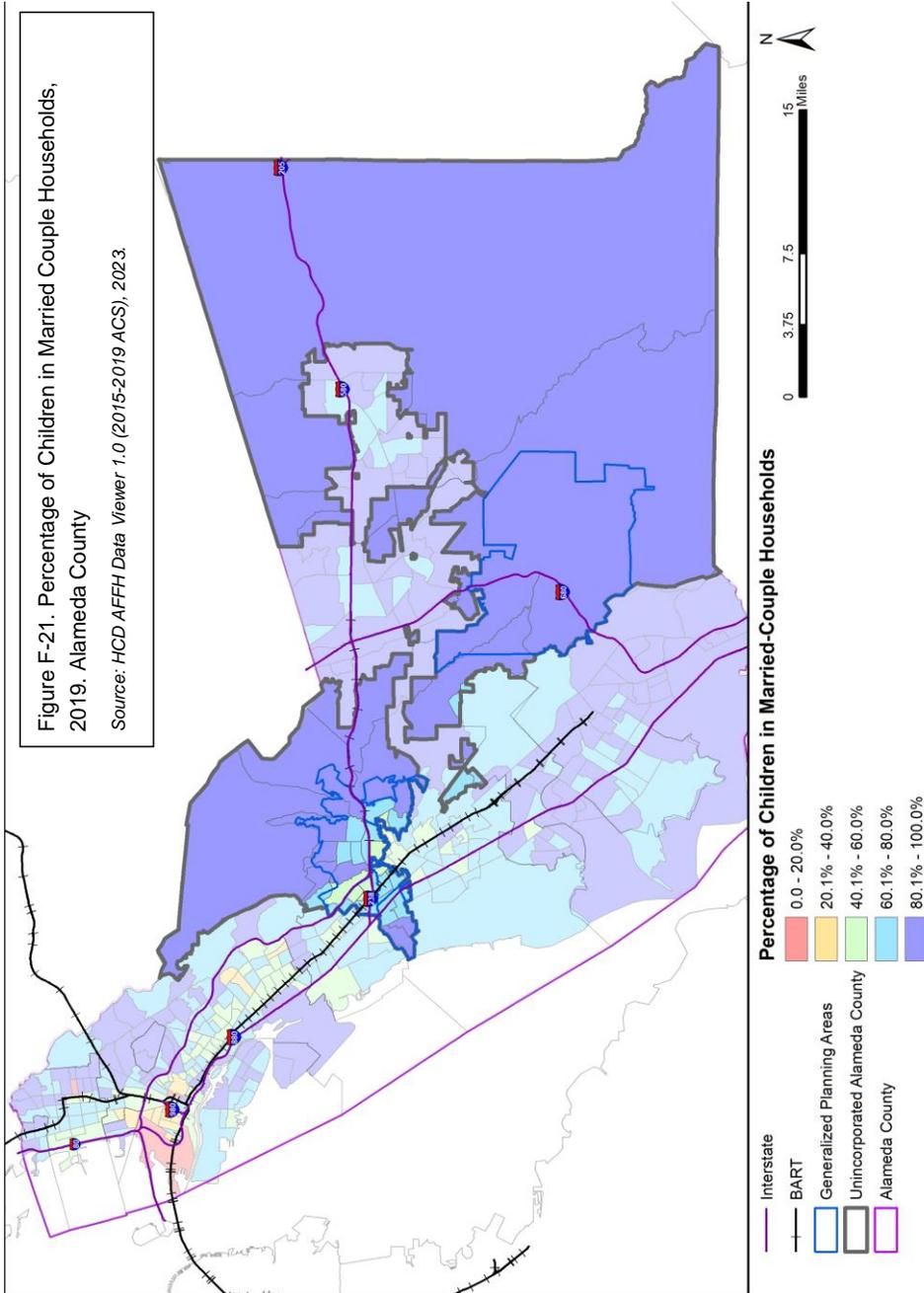Alameda County

N

0   3.75   7.5   15
Miles

Income

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

The median income of the unincorporated urban area of Alameda County is quite diverse. As shown in Figure F-22, median household incomes in unincorporated areas range from $50,000 to more than $100,000.

The Castro Valley hills and San Lorenzo have the greatest median incomes, shown in the darkest red. The unincorporated area with the lowest household income is Ashland, specifically tract 4340; this area also has a higher percentage of households living under the poverty line, as discussed in the Neighborhood summary section. The rest of unincorporated Alameda County is mostly in the middle two tiers of income.
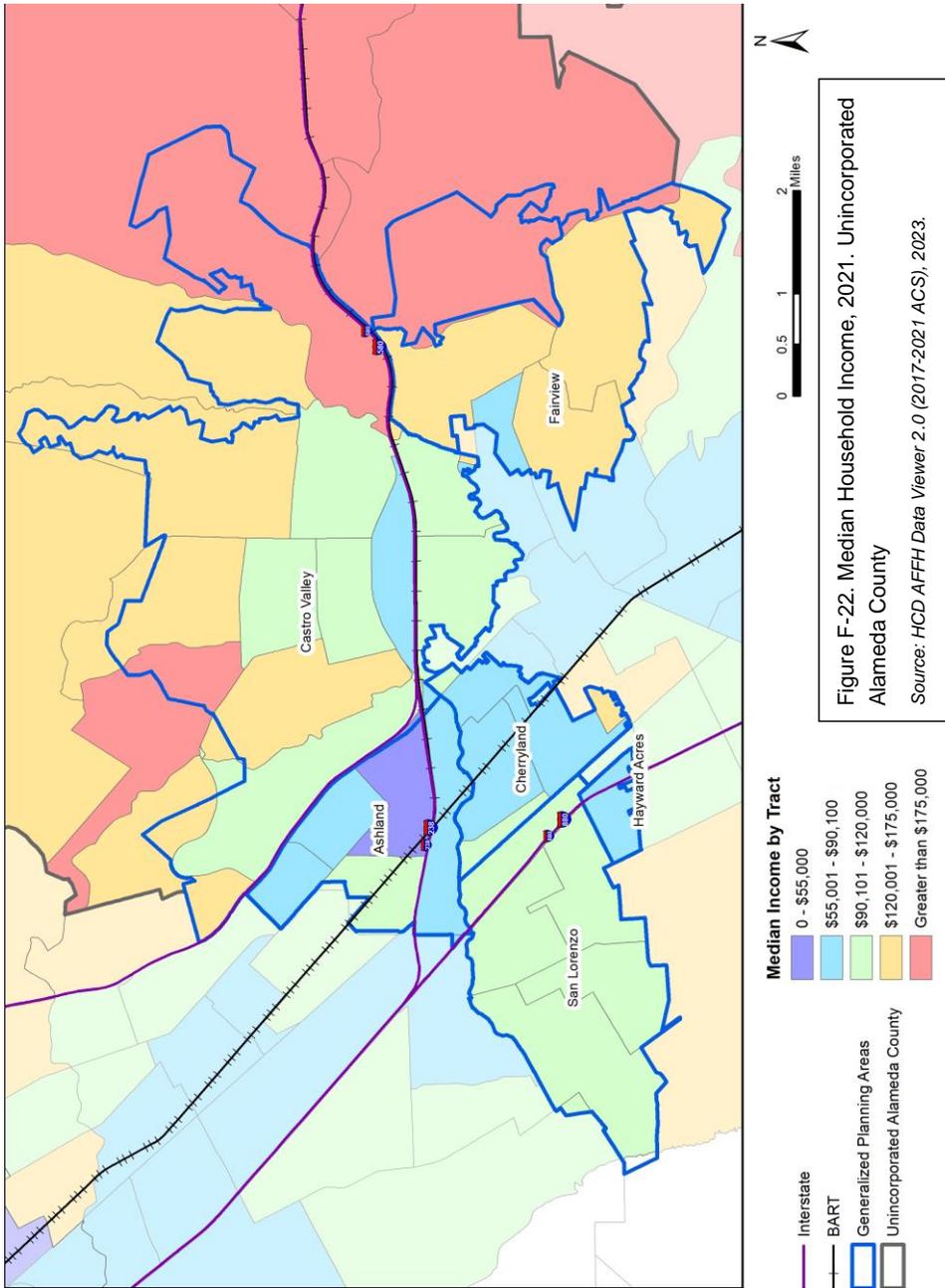
Figures F-24 and F-25 show the lower and moderate income areas in the unincorporated areas of Alameda County and Alameda County overall. HUD defines "a Lower and Moderate Income (LMI) area as a census tract or block group where over 51 percent of the population makes an income that is considered lower or moderate relative to the incomes made around it."[5] This is true in the Ashland and Cherryland Areas, where Castro Valley and San Lorenzo score better, see the map below.[6]
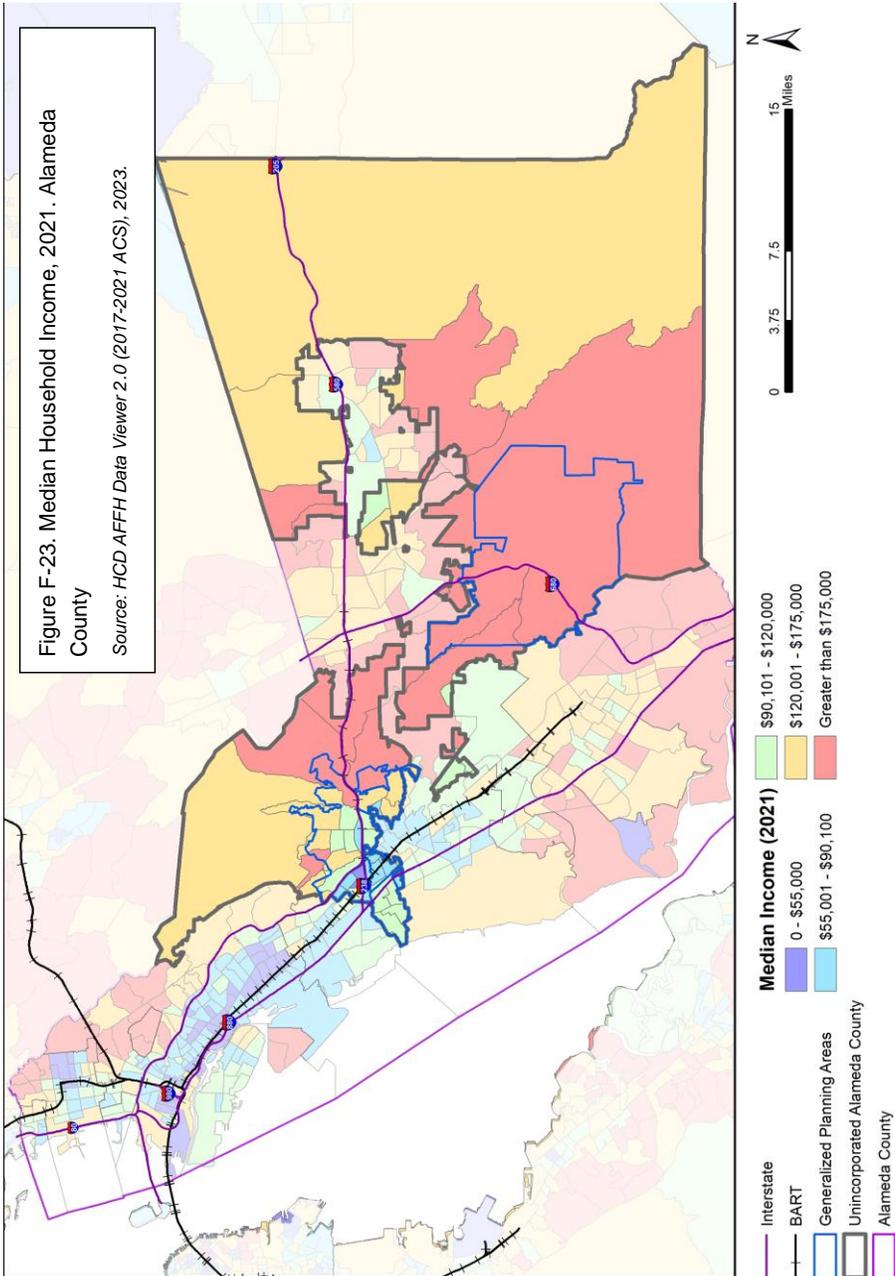
As compared to the rest of Alameda County, the Unincorporated Area has a similar mix of incomes. If one looks at the map below of the whole county one will see that throughout Alameda County there are areas of poverty and areas of wealth. Oakland for example has many areas of low median income but has high-income areas as well. The lower-income areas are where poverty is concentrated, which tend to be the areas that have fewer job opportunities (see Figure F-38).
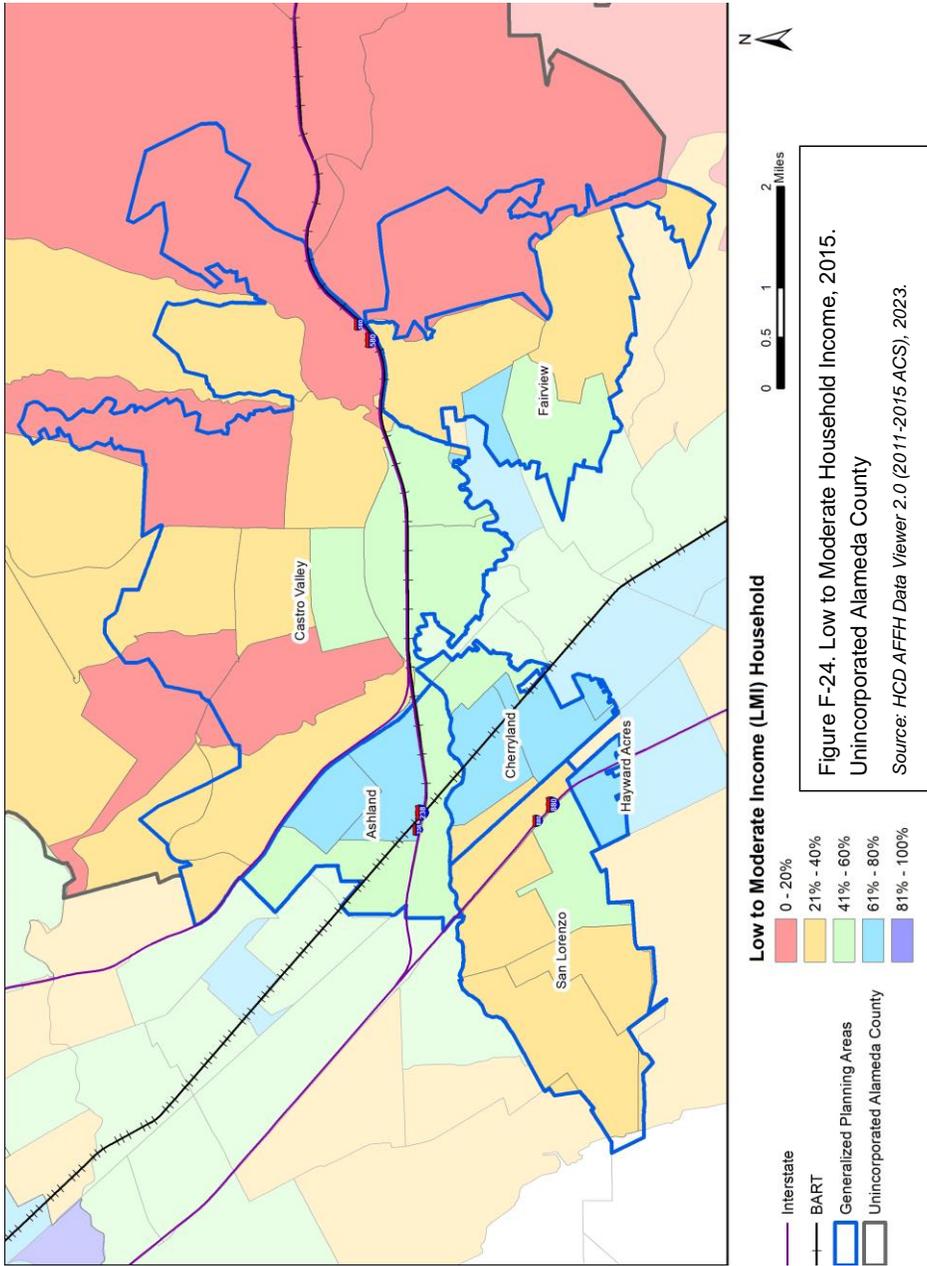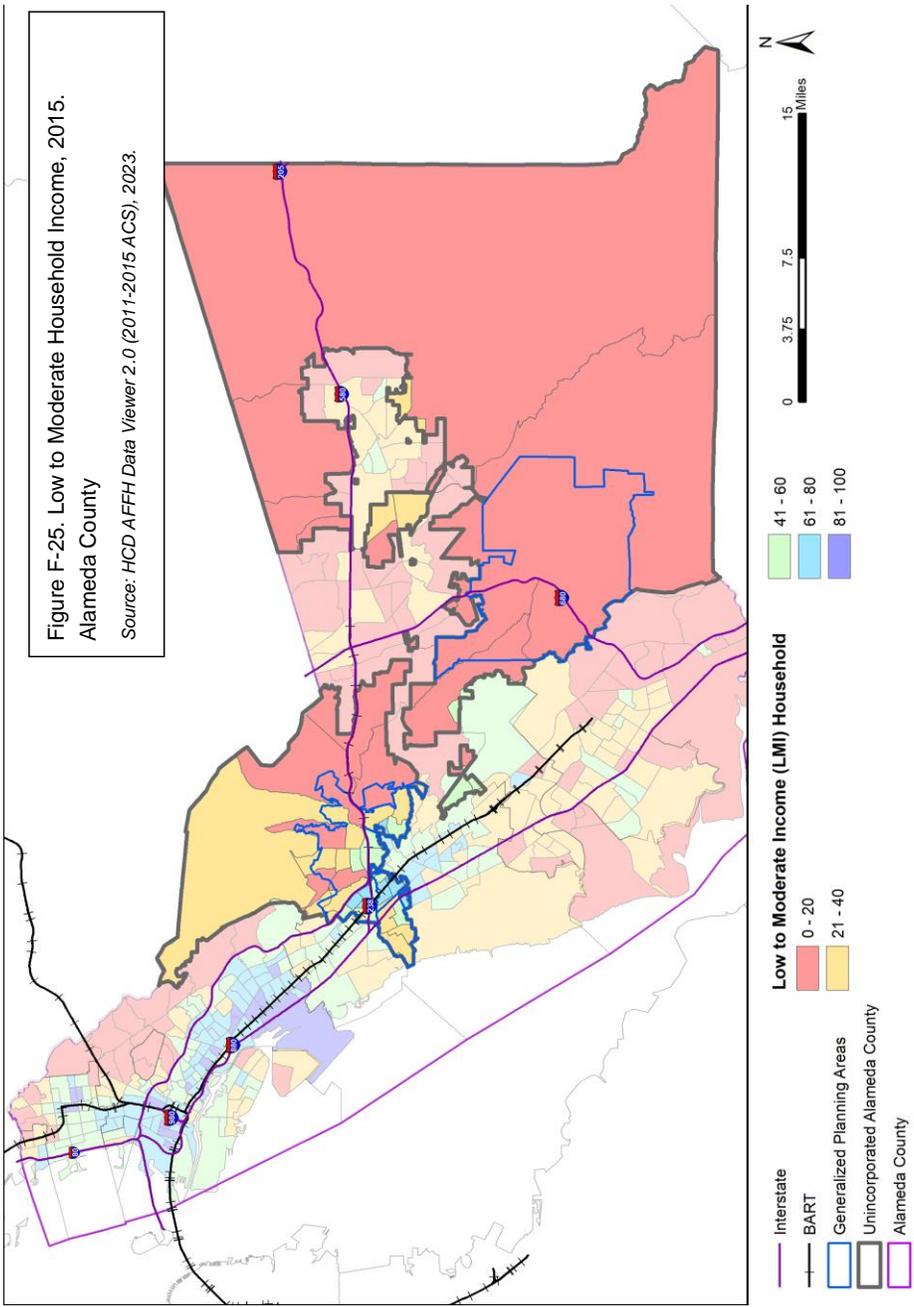
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[4] "Definition of Poverty". HUD, 2023, hud.gov
[5] "Definition of Lower and Moderate Income". HUD, 2023, hud.gov
[6] "Low to Moderate Income". AFFH Data and Mapping Home, Esri 2022,
https://www.arcgis.com/apps/webappviewer/index.html?id=4d43b384957d4366b09aeeae3c5a1f60

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Figure F-22. Median Household Income, 2021. Unincorporated Alameda County

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

Median Income by Tract

- 0 - $55,000
- $55,001 - $90,100
- $90,101 - $120,000
- $120,001 - $175,000
- Greater than $175,000

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County

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Figure F-23. Median Household Income, 2021. Alameda County

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

Median Income (2021)
- 0 - $55,000
- $55,001 - $90,100
- $90,101 - $120,000
- $120,001 - $175,000
- Greater than $175,000

- Interstate
- BART
- Generalized Planning Areas
- Unincorporated Alameda County
- Alameda County

Figure F-24. Low to Moderate Household Income, 2015. Unincorporated Alameda County

Source: HCD AFFH Data Viewer 2.0 (2011-2015 ACS), 2023.

Low to Moderate Income (LMI) Household

- 0 - 20%
- 21% - 40%
- 41% - 60%
- 61% - 80%
- 81% - 100%

Interstate

BART

Generalized Planning Areas

Unincorporated Alameda County

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Figure F-25. Low to Moderate Household Income, 2015. Alameda County

Source: HCD AFFH Data Viewer 2.0 (2011-2015 ACS), 2023.

Low to Moderate Income (LMI) Household

0 - 20
21 - 40
41 - 60
61 - 80
81 - 100

Interstate
BART
Generalized Planning Areas
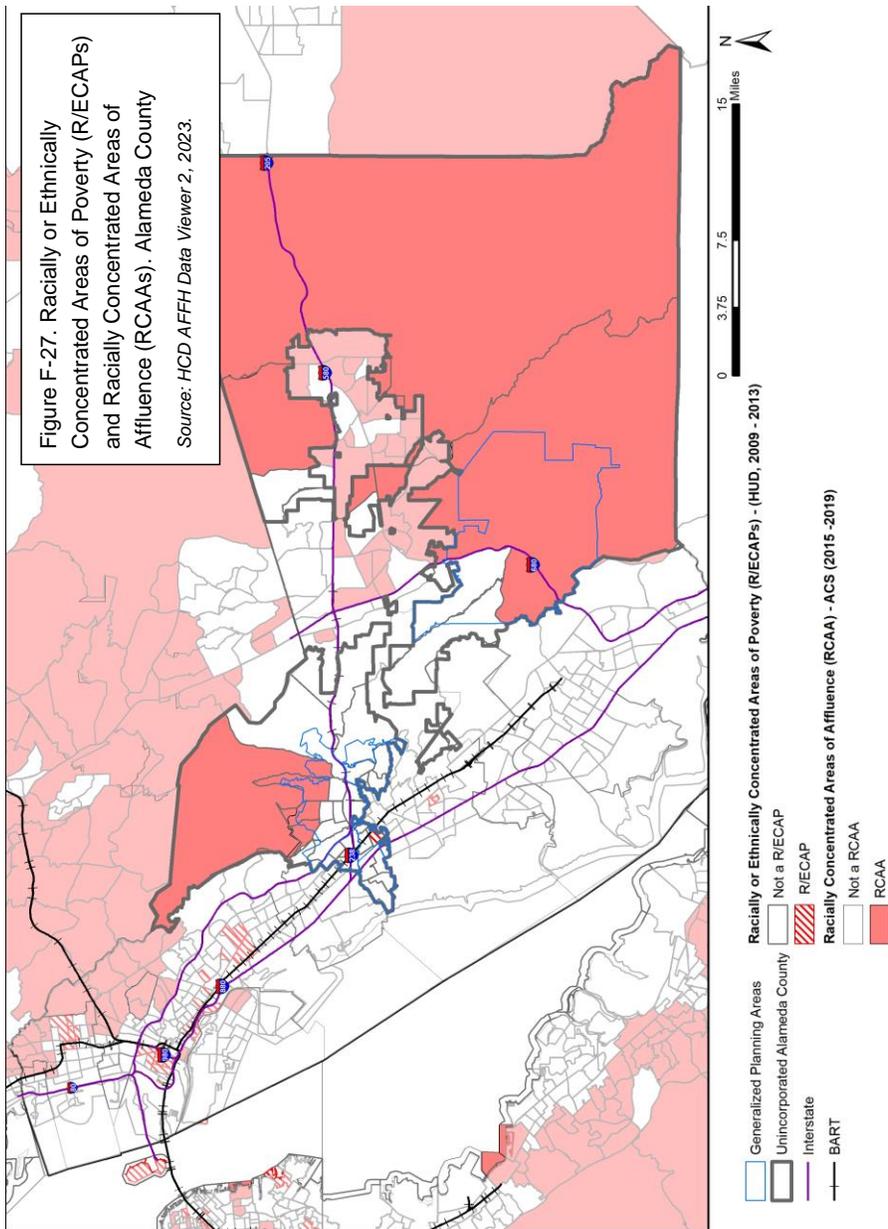Unincorporated Alameda County
Alameda County

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

Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs) and Racially Concentrated Areas of Affluence (RCAAs)

Racially/Ethnically Concentrated Areas of Poverty (R/ECAPs) are defined as neighborhoods where residents are largely people of color and have lower incomes. Examples of contributing factors for R/ECAPs include lack of public and private investment in historically disenfranchised communities and a lack of representation for historically marginalized populations and neighborhoods in the planning processes. Within Unincorporated Alameda County, there is one R/ECAP: tract 4356.01 located in Cherryland and discussed throughout this appendix. Looking at Figure F-27, there are not many R/ECAPs in the East Bay outside of Oakland.

Racially Concentrated Areas of Affluence (RCAAs) are neighborhoods where the population is disproportionately white and affluent. Shown in Figure F-26, all RCAAs located in the unincorporated areas of Alameda County are in the hills of Castro Valley and East County. Incorporated parts of East County, a small area of the city of Alameda, and the Oakland and Berkeley hills are also RCAAs. These areas are similarly described as higher resource TCAC areas in section F.4.4.

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Figure F-26. Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs) and Racially Concentrated Areas of Affluence (RCAAs). Unincorporated Alameda County

Source: HCD AFFH Data Viewer 2, 2023.

Racially Concentrated Areas of Affluence (RCAA)

Not a RCAA

RCAA

Racially or Ethnically Concentrated Areas of Poverty (R/ECAP)

Not a R/ECAP

R/ECAP

Interstate

BART

Planning Areas Generalized

Alameda County Unincorporated

Fairview

Castro Valley

Cherryland

Hayward Acres

Ashland

San Lorenzo

N

0   0.5   1   2 Miles

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Figure F-27. Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs) and Racially Concentrated Areas of Affluence (RCAAs). Alameda County

Source: HCD AFFH Data Viewer 2, 2023.

F.4.4 Access to Opportunity

TCAC Opportunity Areas

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

Most of the urbanized western unincorporated Alameda County areas, shown in blue outline in Figure F-28, are considered Low Resource and Moderate Resource opportunity areas. This includes Ashland, Cherryland, Hayward Acres, Fairview, and San Lorenzo. Castro Valley, which has a different school district than other areas of urban unincorporated, has Moderate, High, and Highest resource areas, in descending order of prevalence. Tracts further south in Castro Valley, specifically those described as EJ priority areas in section F.3.3, are considered Moderate resourced. Indices in the Ashland, Cherryland, and Hayward-San Lorenzo border area demonstrate the lowest level of economic, educational, and environmental resources. These tracts are highlighted pink in Table F-13.

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

The land uses in these areas are primarily agriculture, ranching, and single-family detached residences on large suburban parcels. These low-density uses mean that the highest resource designations are based on relatively few homes and businesses. These parcels are outliers when compared to the rest of urbanized unincorporated areas of Alameda County as well as many other cities in Alameda County. Additionally, this area is much farther from the highways that characterize much of the East Bay and influence CalEnviroScreen scores (see Figures F-36 and F-37) and, therefore, the Environment index used to calculate TCAC opportunity scores.

In general, following historical trends, the flatter parts of urbanized Alameda County have a lower opportunity designation (pink in Figure F-29), while the hillsides have a higher opportunity designation. This is true of Albany and Berkeley to the north and Fremont to the south. To the east, the three cities of Dublin, Pleasanton, and Livermore have less variation in their resource levels, indication that there is more homogeneity in opportunity in these communities.

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

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

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

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

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

Table F-13. TCAC Category Score by Census Tracts, 2023

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

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

Table F-13. TCAC Category Score by Census Tracts, 2023

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

Low Resources tracts with notably low scores are highlighted pink. Source: HCD and TCAC, 2023.
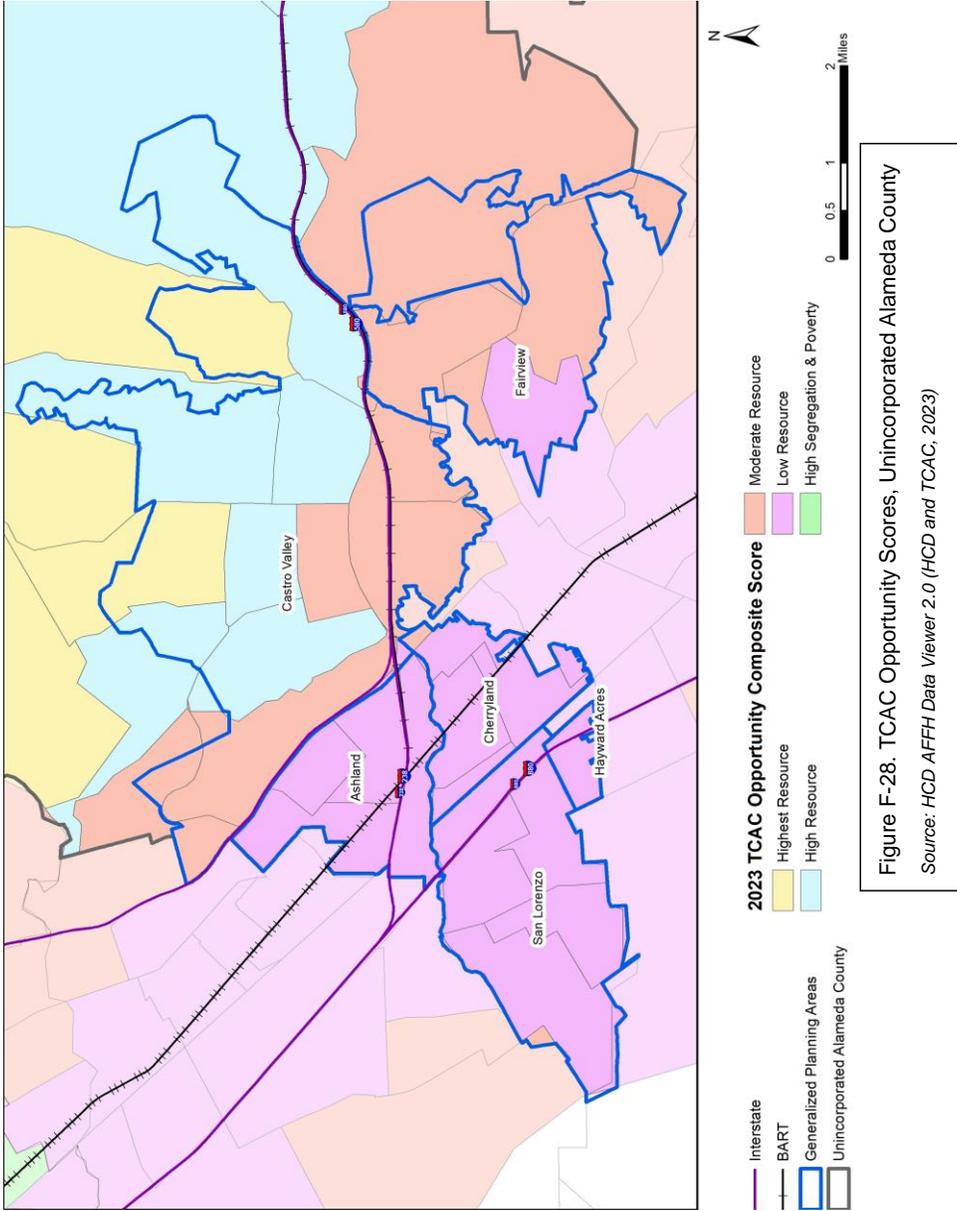
Figures F-30 through F-35 depict the Economic, Education, and Environment indices in Alameda County overall and the unincorporated areas specifically.

Tracts in Ashland, Cherryland, Hayward Acres, and San Lorenzo all have economic scores lower than .4, shown in orange and red in Figure F-30. This is similar to much of east Oakland, San Leandro, and Hayward (Figure F-31).

Figures F-32 and F-33 show the environmental index, which is based on CalEnviroScreen 4.0 (discussed in the next section). Hill areas from Berkeley, through Castro Valley, to Sunol display the highest scores, shown in purple. The Eden Area has a range of scores, like much of San Leandro and Hayward.

Figures F-34 and F-35 display the education index for Alameda County and the urban unincorporated areas The education index is based in part on year-to-year improvements at

schools. Sunol, the Castro Valley hills, and parts of Oakland have the highest scores. West and East Oakland, San Leandro, and Hayward vary in ways similar to the Eden Area and mucvh of Fairview.
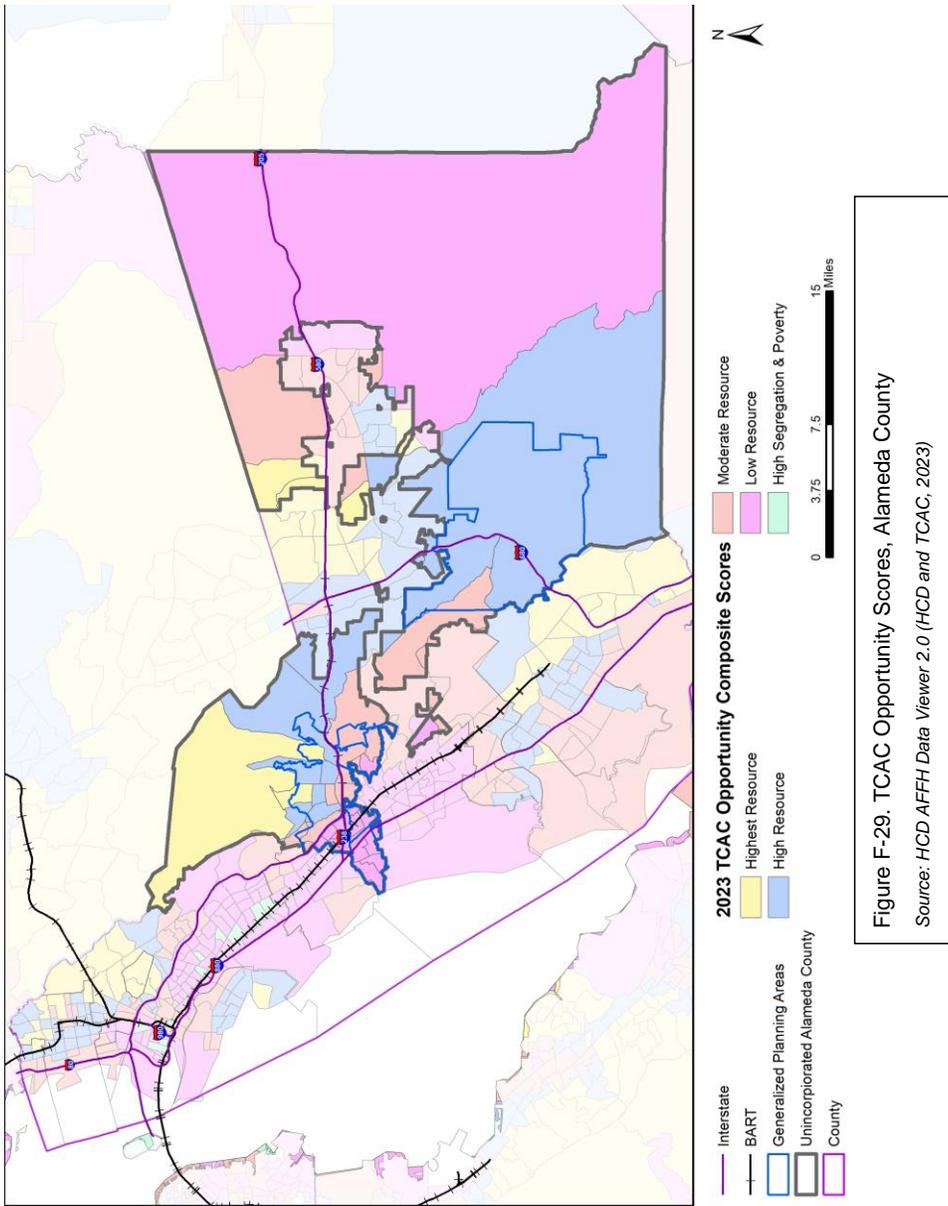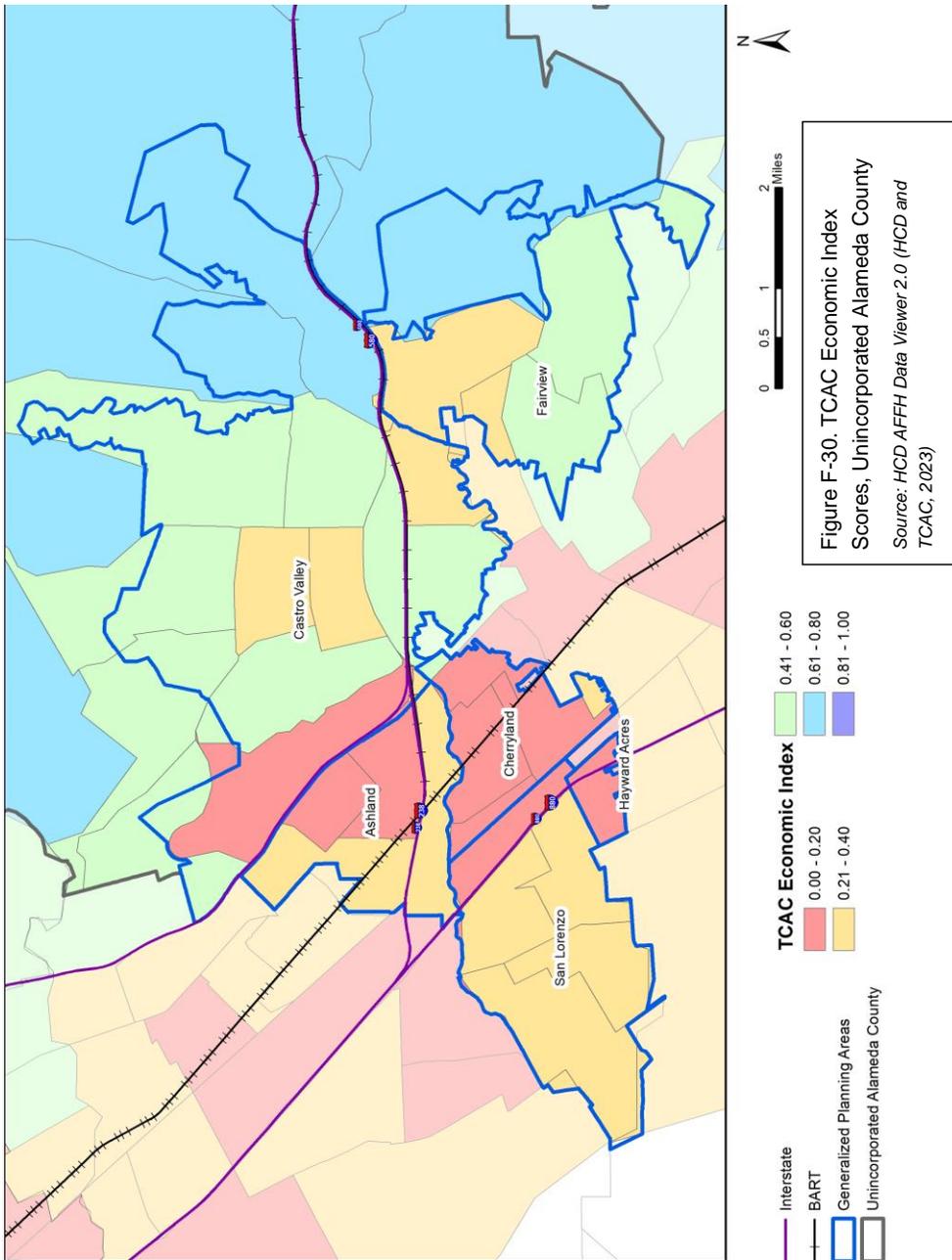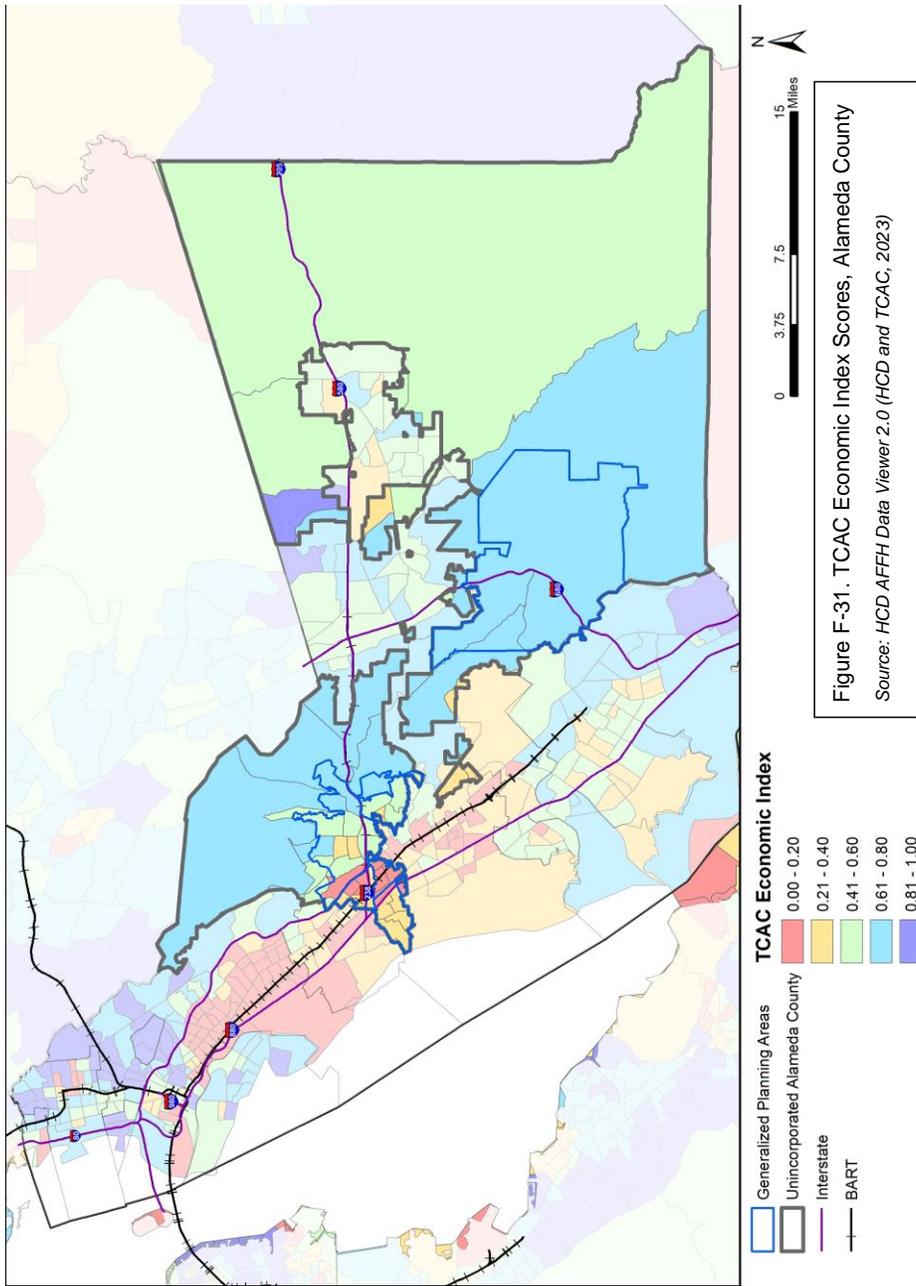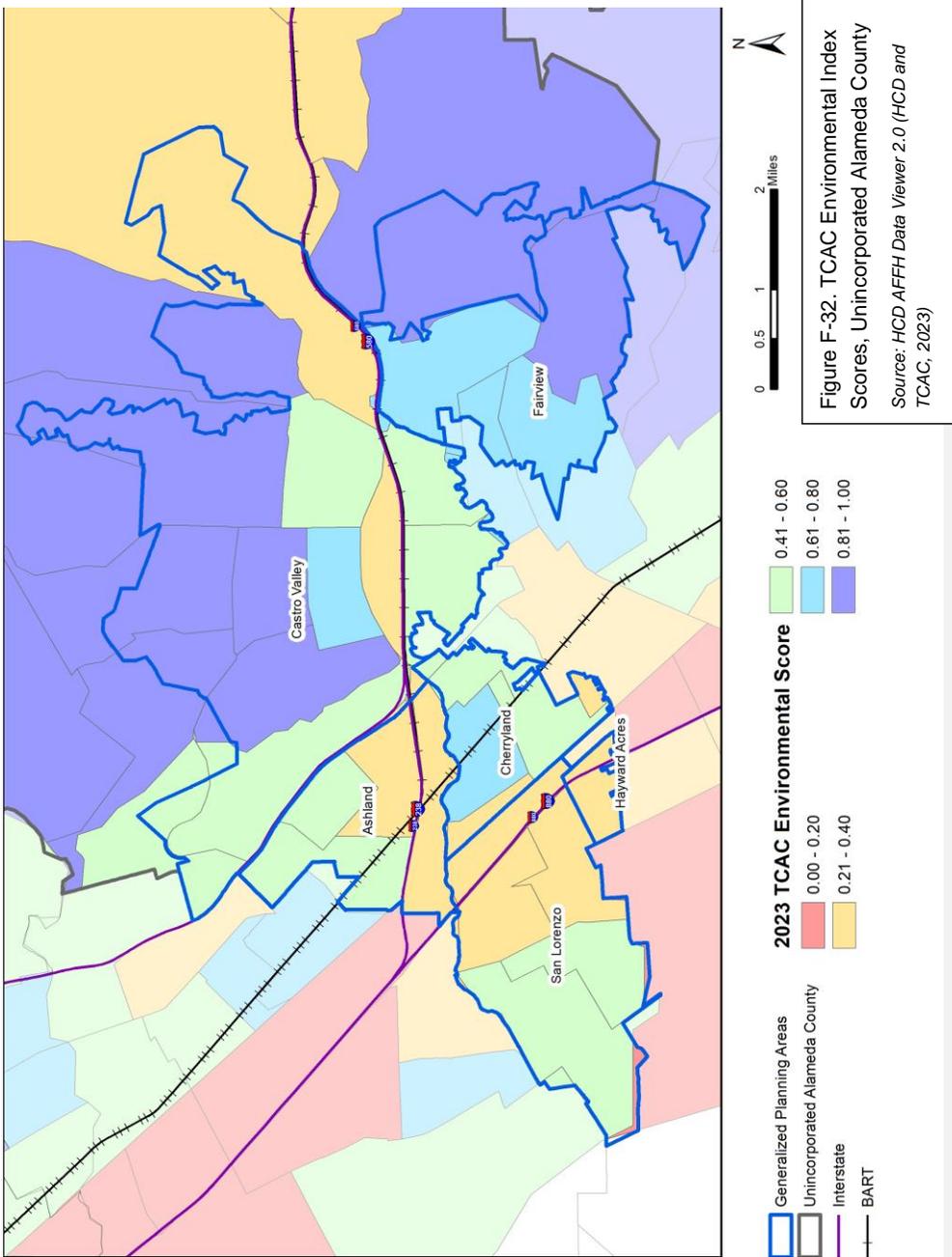
Figure F-28. TCAC Opportunity Scores, Unincorporated Alameda County

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

2023 TCAC Opportunity Composite Scores

Highest Resource
High Resource
Moderate Resource
Low Resource
High Segregation & Poverty

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County
County

0   3.75   7.5   15
Miles

Figure F-29. TCAC Opportunity Scores, Alameda County

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

Figure F-12.
Source: HCD and TCAC, 2023.

Figure F-30. TCAC Economic Index Scores, Unincorporated Alameda County

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

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TCAC Economic Index

TCAC Economic Index

	0.00 - 0.20
	0.21 - 0.40
	0.41 - 0.60
	0.61 - 0.80
	0.81 - 1.00

Generalized Planning Areas
Unincorporated Alameda County
Interstate
BART

Figure F-31. TCAC Economic Index Scores, Alameda County

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

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Figure F-32. TCAC Environmental Index Scores, Unincorporated Alameda County

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

2023 TCAC Environmental Score

- 0.00 - 0.20
- 0.21 - 0.40
- 0.41 - 0.60
- 0.61 - 0.80
- 0.81 - 1.00

- Generalized Planning Areas
- Unincorporated Alameda County
- Interstate
- BART

Figure F-33. TCAC Environmental Index Scores, Alameda County

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

2023 TCAC Environmental Score

0.00 - 0.20
0.21 - 0.40
0.41 - 0.60
0.61 - 0.80
0.81 - 1.00

Generalized Planning Area
Unincorporated Alameda County
Interstate
BART
Alameda County

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Figure F-34. TCAC Educational Index Scores, Unincorporated Alameda County

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

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

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

2023 TCAC Education Score

0.00 - 0.20
0.21 - 0.40
0.41 - 0.60
0.61 - 0.80
0.81 - 1.00

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County
County

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CalEnviroScreen 4.0

Figures F-36 and F-37 show the overall CalEnviroScreen scores for Unincorporated Alameda County and Alameda County overall. The composite scores, ranging from 0 to 100, summarize other indicators to determine the cumulative impacts on any census tract in the state.[9]

Regional

Communities with higher composite score percentiles in Bay Area, shown in darker orange and red in Figure F-37, are generally located near industrial and or heavy commercial areas like the Port of Oakland and major highway junctions, while rural areas have a lower percentile, as shown in Figure F-37. Compared to the previous version, CalEnviroScreen 3.0, there is little to no decrease of pollution burden in areas with the highest scores. Areas in western Oakland and San Leandro have the highest score, and highest environmental burden. Areas in west San Francisco, in East Alameda County, and those located in the hills further from the highways have lower scores, meaning they experience less environmental burden.

Local

Pollution burden varies between western and eastern Unincorporated Alameda County. Looking at Figure F-36, Ashland, Cherryland, Hayward Acres communities have the highest scores, with areas around Mission Boulevard having the worst score between 70-80. These areas with the highest scores directly correspond with the less positive economic outcomes (Figures F-38 and F-30), low resource areas (Figure F-28), and high housing burdened areas (Figures F-39 and F-41). As described in the Neighborhood Analysis section, these same areas have significant Hispanic or Latine populations and larger portions of the population living below the poverty level. The hillside areas of Castro Valley have markedly lower environmental scores, like many hill areas in Alameda County. Closer to the Castro Valley Downtown Business District (tract 4310) scores increase to 50-60 and 60-70, reflecting proximity to highways. Overall, Western Unincorporated Alameda County have worse scores compared to eastern Unincorporated Alameda County (Figure F-37). There are no census tracts within Unincorporated Alameda County that has the highest, most environmentally burdened scores, 90 – 100. Part of Cherryland near Mission Boulevard (tract 4355) and Hayward Acres (tract 4362) have the highest composite scores in the jurisdiction.

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[9] The CalEnviroScreen 4.0 tool and information about the CalEnviroScreen composite score methodology can be found here: https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-40

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Figure F-36. CalEnviroScreen 4.0 Composite Scores, Unincorporated Alameda County

Source: CalEnviroScreen 4.0, 2021.

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Figure F-37. CalEnviroScreen 4.0 Composite Scores, Alameda County

Source: CalEnviroScreen 4.0, 2021.

CalEnviroScreen Score

0 - 10	31 - 40
11 - 20	41 - 50
21 - 30	51 - 60
	61 - 70
	71 - 80
	81 - 90
	91 - 100

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County
County

Jobs Proximity Index

The jobs proximity index quantifies the accessibility of a given residential neighborhood as a function of its distance to all job locations within an area.[10] In the Bay Area, many of the jobs are in San Francisco, Oakland, and the South and West Bay regions of San Jose and Santa Clara. In Figure F-38, this is reflected with higher job proximity index scores in urban cores and along the coastal areas, demonstrating a higher level of job accessibility. Unfortunately for those living in the unincorporated area, most jobs are a long drive from home: much of urban unincorporated Alameda County is in the lowest index category, like neighboring Hayward, meaning they have low job accessibility. This is true throughout the urbanized unincorporated communities. Interestingly, East Alameda County has generally higher job proximity scores than west Alameda County.

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

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[10] "Job Proximity Index". HUD, 2023, hud.gov

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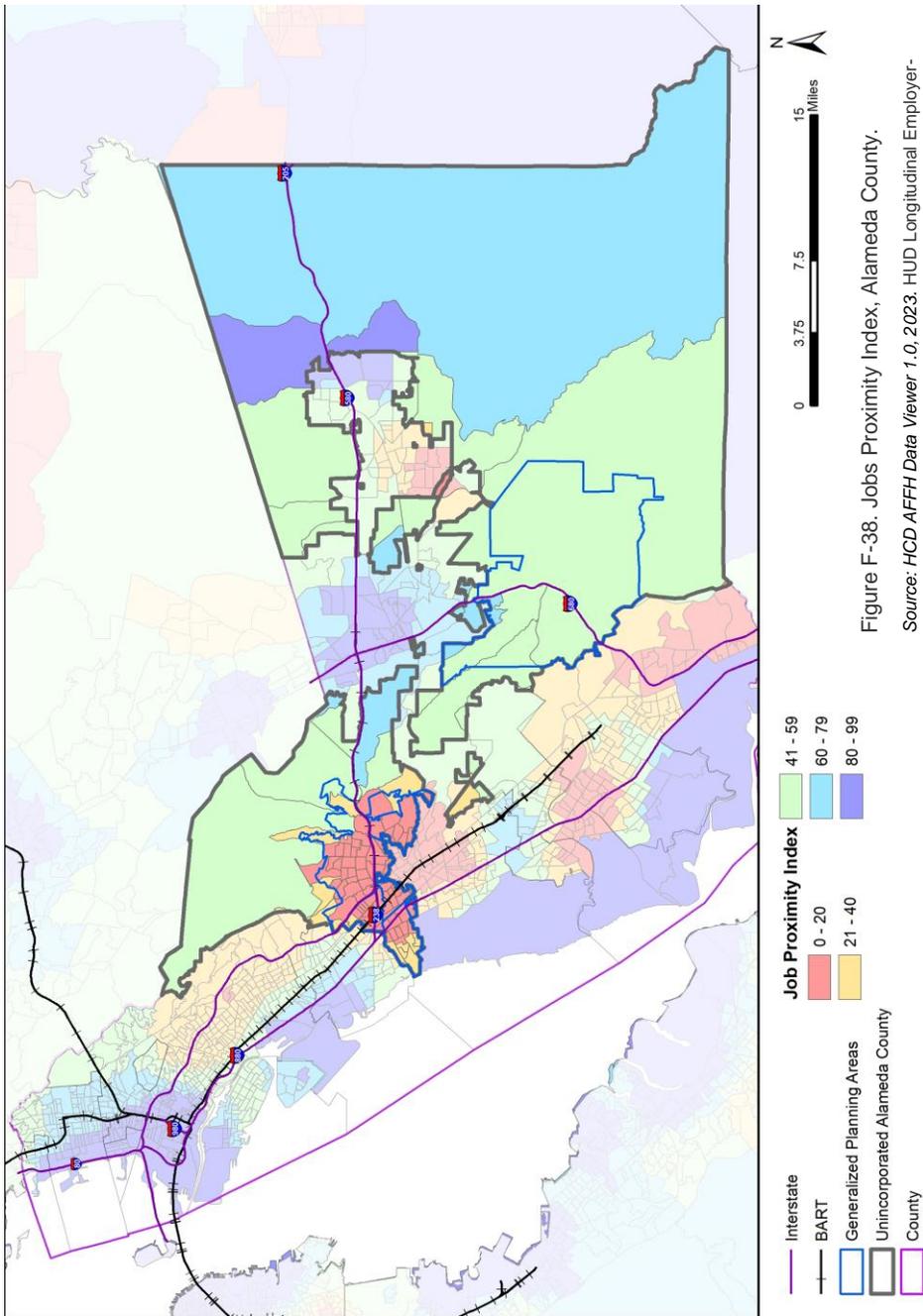
Figure F-38. Jobs Proximity Index, Alameda County.

Source: HCD AFFH Data Viewer 1.0, 2023. HUD Longitudinal Employer-Household Dynamics (LEHD) data, 2014.

F.4.5   Disproportionate Housing Needs

Overpayment by Renters and Homeowners with Mortgages

One can measure housing affordability by comparing how much residents can afford to pay for market-rate housing based on their income level. A household is considered "cost-burdened" if it spends more than 30% of its monthly income on rent, while those who spend more than 50% of their income on rent or housing costs are considered "severely cost-burdened."[11] Low-income residents are the most impacted by high housing costs and experience the highest rates of cost burden. Spending such large portions of their income on housing puts low-income households at higher risk of losing that housing, eviction, or homelessness. In the event of unexpected costs or loss of employment, lower-income households with burdensome housing costs are more likely to become homeless.

Unincorporated Alameda County has a similar number of cost-burdened households compared to the County and the Bay Area. Of Unincorporated Alameda County's households, approximately 21% are cost-burdened and 16% are severely cost-burdened. In the County, 20% are cost-burdened, and 17% are severely cost-burdened.[12]

Renters are often more cost-burdened than owners. When looking at the cost burden across tenure in Unincorporated Alameda County, 25% of household renters spend between 30% and 50% of their income on housing compared to 19% of households that own their homes. Additionally, 26% of household renters spend 50% or more of their income on housing, compared to 10% of household owners. In total, 29% of household homeowners and 52% of household renters experience some level of cost burden.[13] If one looks at the overpayment of rent map in Unincorporated areas one will see that overpayment occurs all over. As shown in Figure F-39, in Castro Valley there are areas where more than 68% of renters pay over 30% of their income on rent. Most of the unincorporated area is in the 41-67% range of how many people pay over 30% of their income on rent.[14]

Looking at the county overall in Figure F-40, areas with higher median incomes (Figure F-23) are generally less likely to have high rent-burden, like southern Alameda County, parts of the Berkeley and Oakland hills, and much of East County. Notably, the Sunol area falls in the

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[11] "Overpayment and Over Crowding". Housing Needs Data Report: Unincorporated Alameda, ABAG 2021, p. 39, https://mtcdrive.app.box.com/s/nei8x775oi5m47mqhu8ctpyyqrioa2v3/file/794875935734

[12] "ABAG 2021 Pre-Certified Housing Needs Data". U.S. Census Bureau, American Community Survey 5-year Data (2015-2019), Table B25070, B25091

[13] ibid

[14] "Over Payment by Renters by Tract". AFFH Data and Mapping Home, Esri 2022, https://www.arcgis.com/apps/webappviewer/index.html?id=4d43b384957d4366b09aeeae3c5a1f60

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

Looking at Figure F-41, one can see that the owners compared to renters are far less cost-burdened. One area, tract 4356.01, has the highest level of mortgage-burden in the unincorporated areas: 63.9% as of 2019 (Table F-2). In general, overpayment by homeowners is far less severe than the overpayment by renters. Most of the unincorporated area is in the 20-40% range of how many people pay over 30% of their income on a mortgage, shown in orange, yellow, and cyan.[15]

In the Unincorporated areas of Alameda County, lower-income households are more often to be housing cost-burdened than higher-income households (Figure F-23). For example, in 2017 71% (4,748 households) of Unincorporated Alameda County households making less than 30% of area median income (AMI) spend 50% or more income on housing, while 14% (948 households) spend 30%-50%. For Unincorporated Alameda County residents making more than 100% of AMI, just 2% are severely cost-burdened, and 87% of those making more than 100%of AMI spend less than 30% of their income on housing.[16]

Currently, people of color are more likely to experience poverty and financial troubles because of local and federal housing laws that have historically kept them from the same opportunities extended to White residents. In Unincorporated Alameda County as of 2017, Non-Hispanic Black or African American residents are the most cost-burdened with 27% spending 30% to 50% of their income on housing, and Non-Hispanic American Indian or Alaska Native residents are the most severely cost-burdened with 38% spending more than 50% of their income on housing.[17]
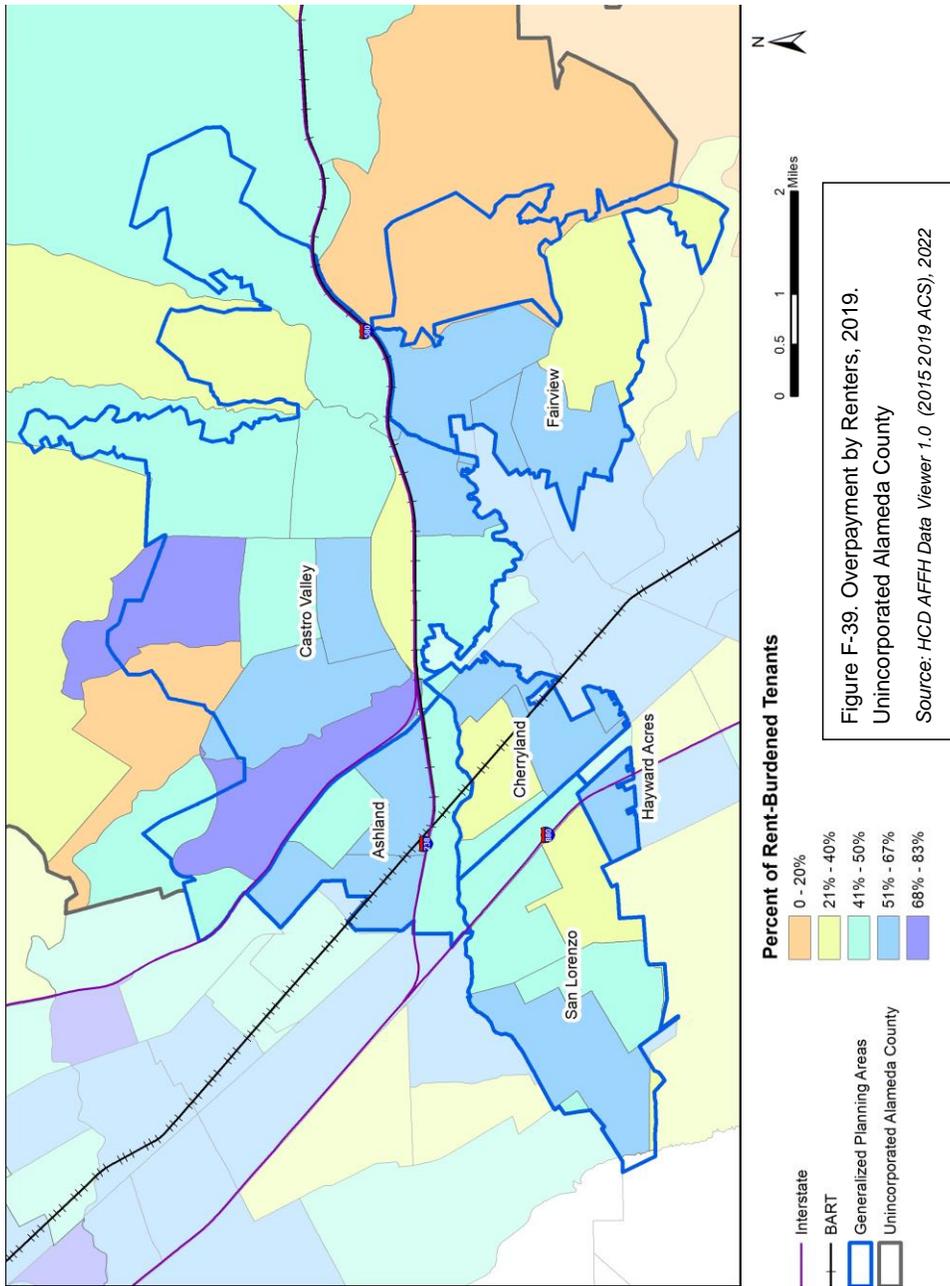
When housing cost-burdened seniors are no longer able to make house mortgages or pay rent, they may lose their housing altogether. Nearly one-third of seniors in Unincorporated Alameda County are cost-burdened. Among seniors making less than 30% of AMI, 71% (1,683 households) are cost-burdened, spending 30% or more of their income on housing, and 50% (1,181 households) are severely cost-burdened. For seniors making more than 100% of AMI, 89% are not considered cost-burdened and spend less than 30% of their income on housing.[18]
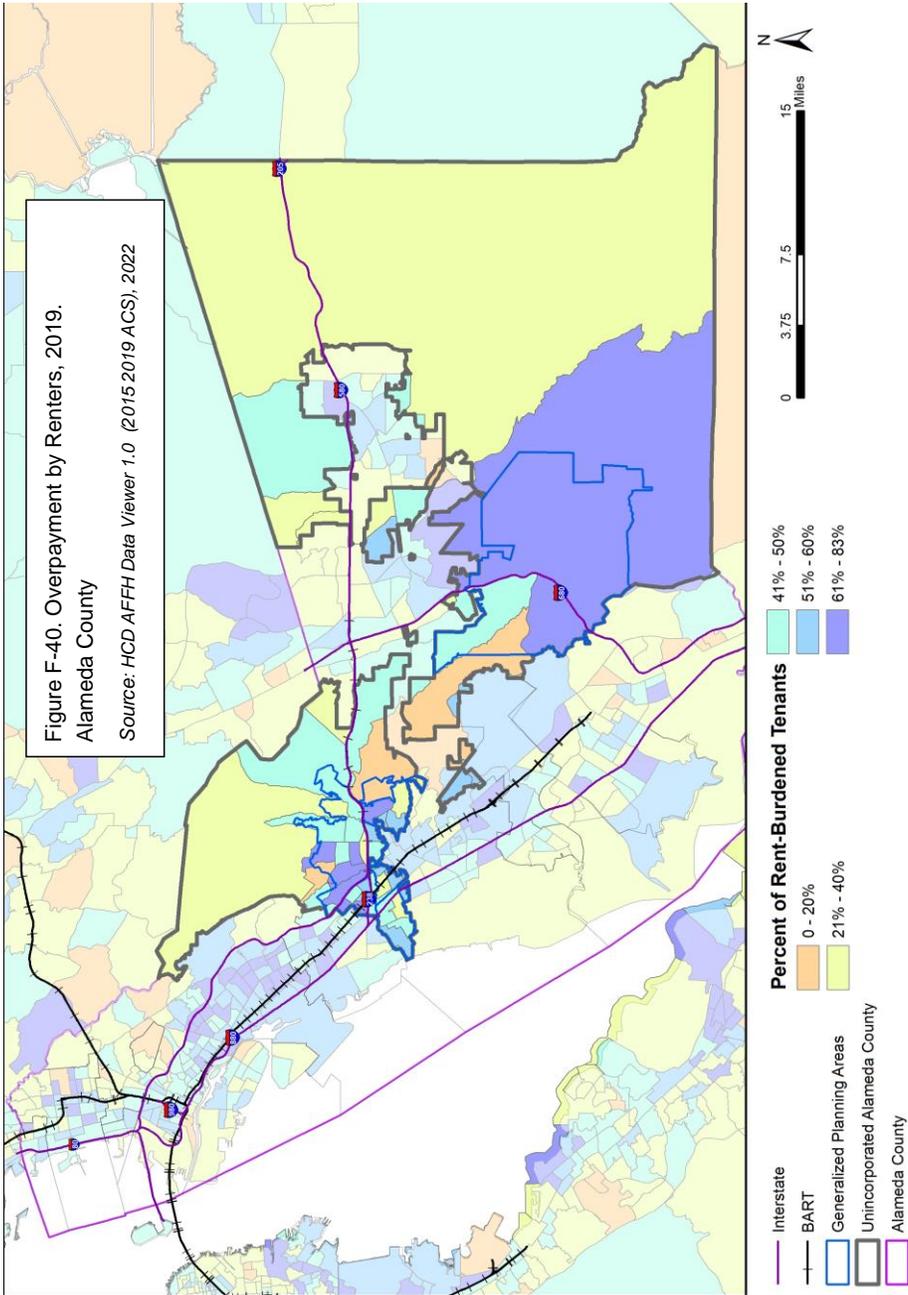
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[15] Ibid.

[16] "ABAG 2021 Pre-Certified Housing Needs Data". (U.S. Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)
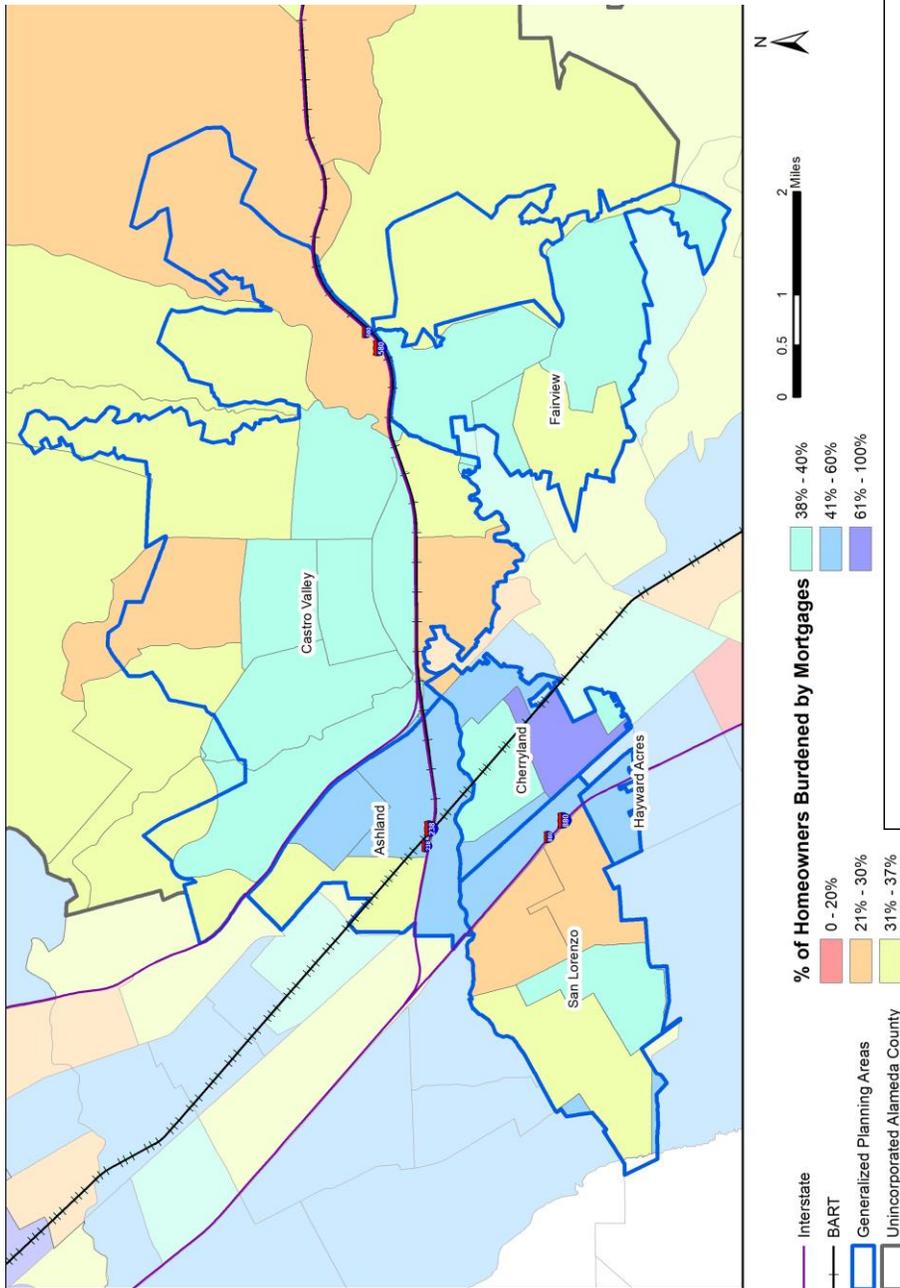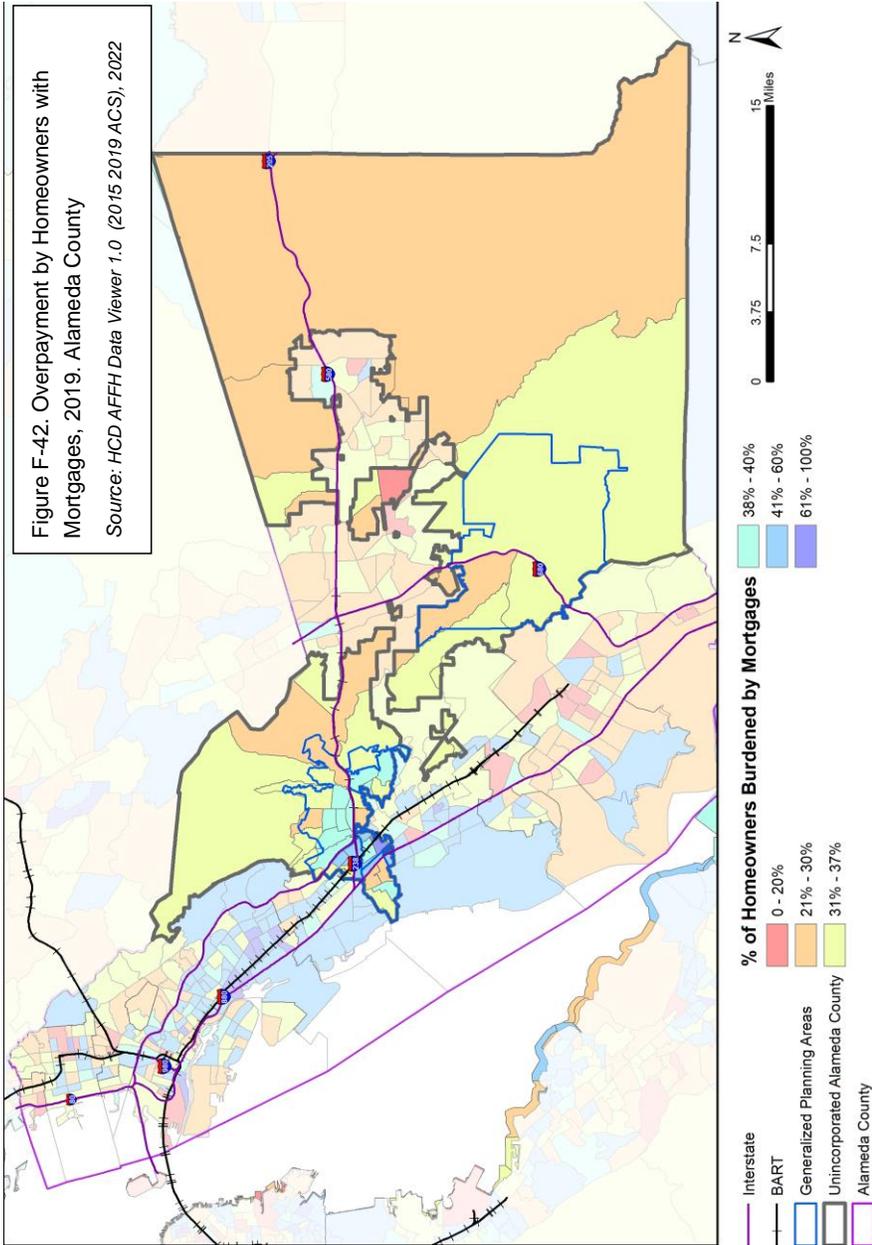
[17] Ibid.

[18] Ibid.

Figure F-39. Overpayment by Renters, 2019.
Unincorporated Alameda County

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

Percent of Rent-Burdened Tenants

- 0 - 20%
- 21% - 40%
- 41% - 50%
- 51% - 67%
- 68% - 83%

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County

Figure F-40. Overpayment by Renters, 2019. Alameda County

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

Percent of Rent-Burdened Tenants

0 - 20%
21% - 40%
41% - 50%
51% - 60%
61% - 83%

Interstate
BART
Generalized Planning Areas
Unincorporated Alameda County
Alameda County

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% of Homeowners Burdened by Mortgages

- 0 - 20%
- 21% - 30%
- 31% - 37%
- 38% - 40%
- 41% - 60%
- 61% - 100%

Interstate

BART

Generalized Planning Areas

Unincorporated Alameda County

Fairview

Castro Valley

Cherryland

Ashland

Hayward Acres

San Lorenzo

N

0   0.5   1   2
Miles

Figure F-41. Overpayment by Homeowners with Mortgages, 2019. Unincorporated Alameda County

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

Figure F-42. Overpayment by Homeowners with Mortgages, 2019. Alameda County

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

% of Homeowners Burdened by Mortgages

- 0 - 20%
- 21% - 30%
- 31% - 37%
- 38% - 40%
- 41% - 60%
- 61% - 100%

- Interstate
- BART
- Generalized Planning Areas
- Unincorporated Alameda County
- Alameda County

Overcrowding

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

County patterns of overcrowding

Overcrowding remains low throughout the County, as shown in Figure F-44, with the exception of East Oakland which has the most severe overcrowding, and along the I-880 corridors in San Leandro, Hayward and Fremont which also have pockets of overcrowding. There is virtually no reported overcrowding in the Tri-Valley area, Albany, Berkeley, or Emeryville.

Overcrowding in Unincorporated County

Just as there are stark disparities in the overall County in terms of overcrowding, the same can be said for the unincorporated as well. In the unincorporated area, shown in Figure F-43, the level of overcrowding is most prominent in a few census tracts in Ashland and Cherryland, with little to no overcrowding in Castro Valley, Fairview, and San Lorenzo. One census tract that appears to be most impacted is tract 4339 which is located in Ashland, where many older large apartment complexes are located. In that tract 81.5% of the units are rentals, and nearly 25% of the units are defined as overcrowded. This is described in Table F-14.

Table F-14. 2021 5-Year ACS Occupation Data for Tract 4339.

Table F-15 below shows that overcrowding elevates in higher renter-occupied areas, with stark differences between Ashland/Cherryland and the other urban parts of the unincorporated

ACS 2021 5-year

Table universe: Occupied Housing Units

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

County. For example, the percentage of owners compared to renters in the communities of Castro Valley and Cherryland are opposite of eachother, where Castro Valley has 72.4% homeownership, while Cherryland is roughly 70% rental units where the latter has a five times

greater percentage of overcrowded units. The relationship between higher homeownership levels and lower rates of household overcrowding speak to differences in income.

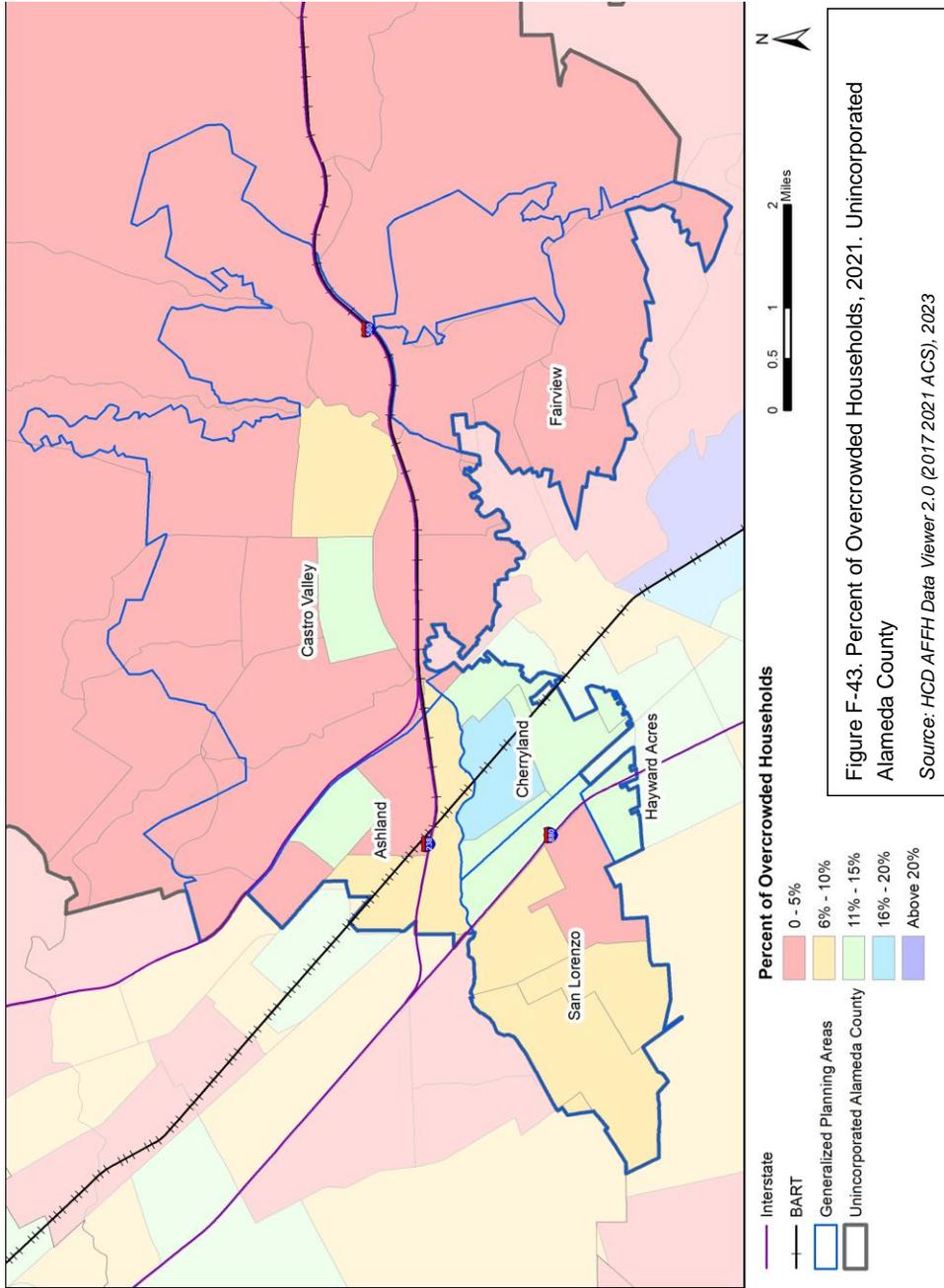**Table F-15. Occupation and Overcrowding data for Unincorporated Communities, 2021.**

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

Source: 2017-2021 ACS, Table DP04. 2023

Severe Overcrowding

Severe overcrowding is defined as having more than 1.5 persons per room in a housing unit, not including bathrooms and kitchens. In general, there is less severe overcrowding in Alameda County than overcrowding overall. County-wide, there are pockets of high rates (<7.0%) of severe overcrowding in West and East Oakland and tracts throughout Hayward and southern Alameda County. This is shown in blues and purples in Figure F-46. Looking more closely at the urban unincorporated areas, higher levels of severe overcrowding are in parts of Ashland, Cherryland, and Hayward Acres, as well as one tract each in San Lorenzo and southern Castro Valley.

Severe overcrowding in Alameda County does not follow the same patterns as overcrowding in the county. However, tracts with severe overcrowding are also areas with lower resource levels according to TCAC (Figure F-30), for example.
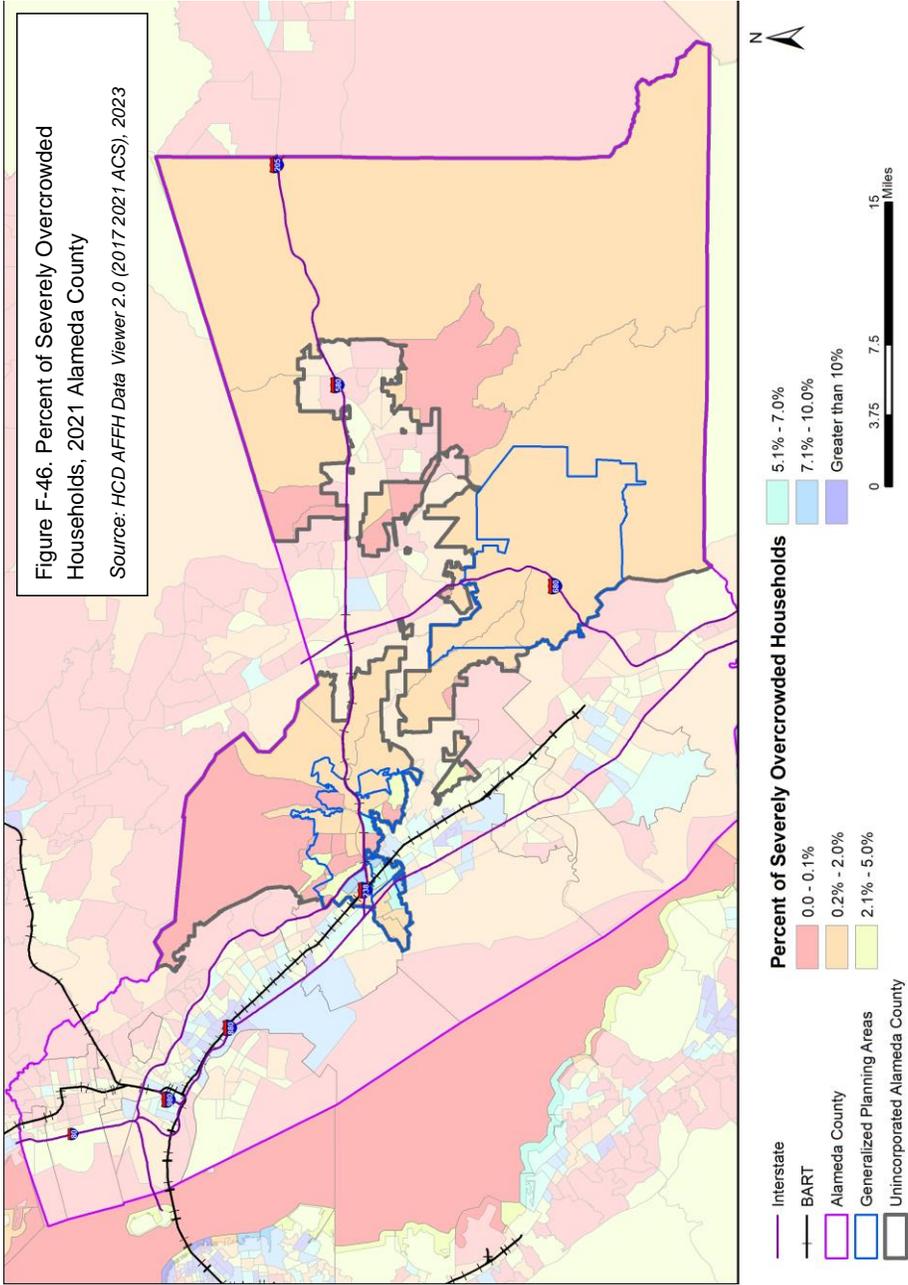
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Figure F-43. Percent of Overcrowded Households, 2021. Unincorporated Alameda County

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

Percent of Overcrowded Households

- 0 - 5%
- 6% - 10%
- 11% - 15%
- 16% - 20%
- Above 20%

— Interstate
—†— BART
☐ Generalized Planning Areas
☐ Unincorporated Alameda County

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Figure F-44. Percent of Overcrowded Households, 2021 Alameda County

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

Percent of Overcrowded Households

0 - 5%
6% - 10%
11% - 15%
16% - 20%
Above 20%

Interstate
BART
Alameda County
Generalized Planning Areas
Unincorporated Alameda County

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Figure F-45. Percent of Severely Overcrowded Households, 2021. Unincorporated Alameda County

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

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Figure F-46. Percent of Severely Overcrowded Households, 2021 Alameda County

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

N

Percent of Severely Overcrowded Households

0.0 - 0.1%
0.2% - 2.0%
2.1% - 5.0%

5.1% - 7.0%
7.1% - 10.0%
Greater than 10%

0   3.75   7.5   15
Miles

Interstate
BART
Alameda County
Generalized Planning Areas
Unincorporated Alameda County

Substandard Housing

<u>Residency Age</u>

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

Local

In Unincorporated County, the tract with the largest number of pre-1960 homes is in San Lorenzo (tract 4360) with 85.94% of homes built pre-1960. Figure F-47 shows this tract in purple. This part of San Lorenzo was developed by the Bohannon Company and other developers during the post-war 1940s and into the 1950s as part of the post-war development boom. The rest of San Lorenzo (tracts 4357, 4359, 4358, and 4361) also have more pre-1960 homes than neighboring parts of Unincorporated Alameda County.

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

Regional

Looking at Figure F-48, there are higher concentrations of pre-1960s housing located throughout coastal Alameda County: Kensington, Piedmont, Alameda, north and east Oakland, and north San Leandro all have at least one tract with 80% or more homes being built pre-1960. East County, as well as southern Alameda County has significantly less pre-1960s buildings, with many tracts having less than 20% of homes constructed pre-1960.
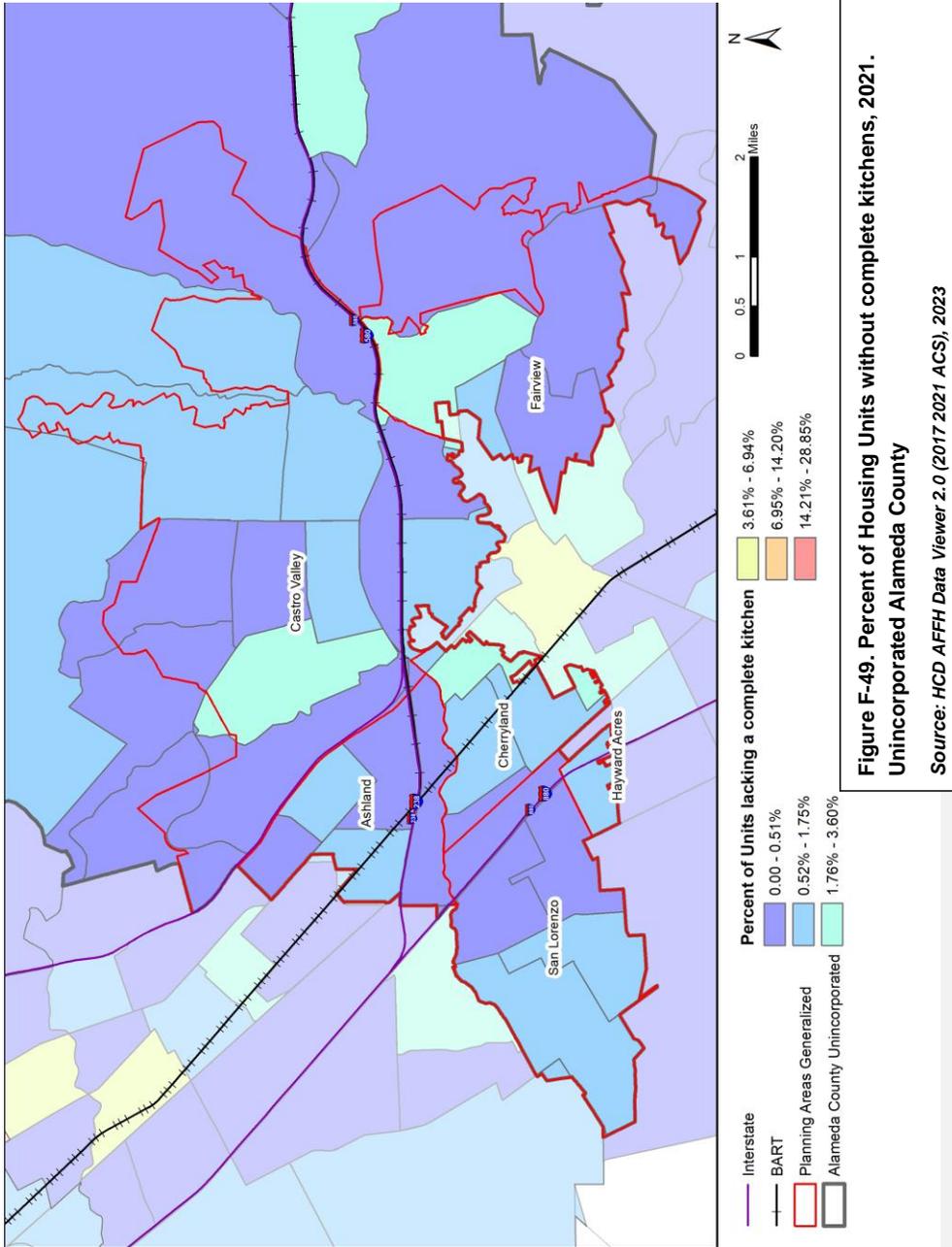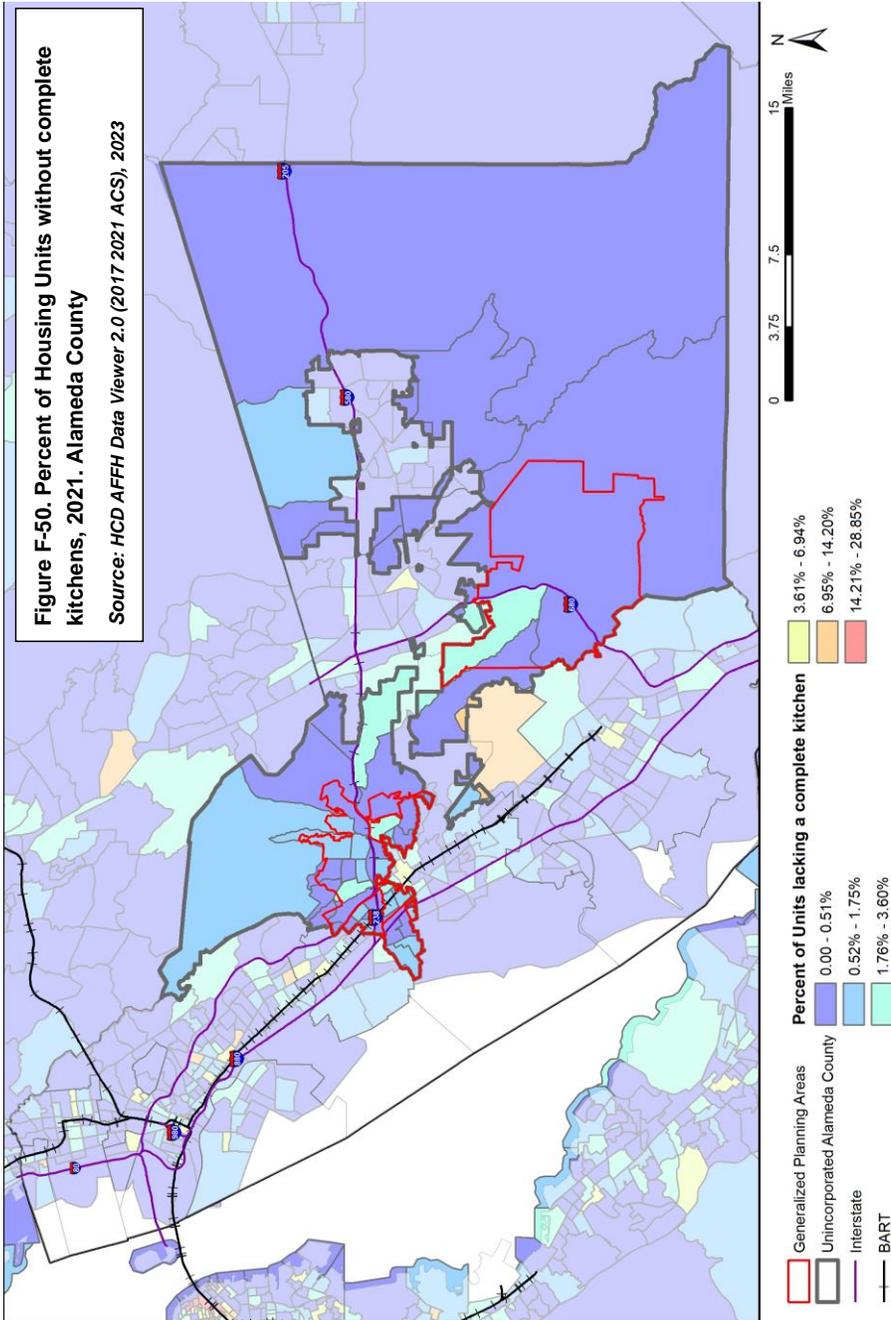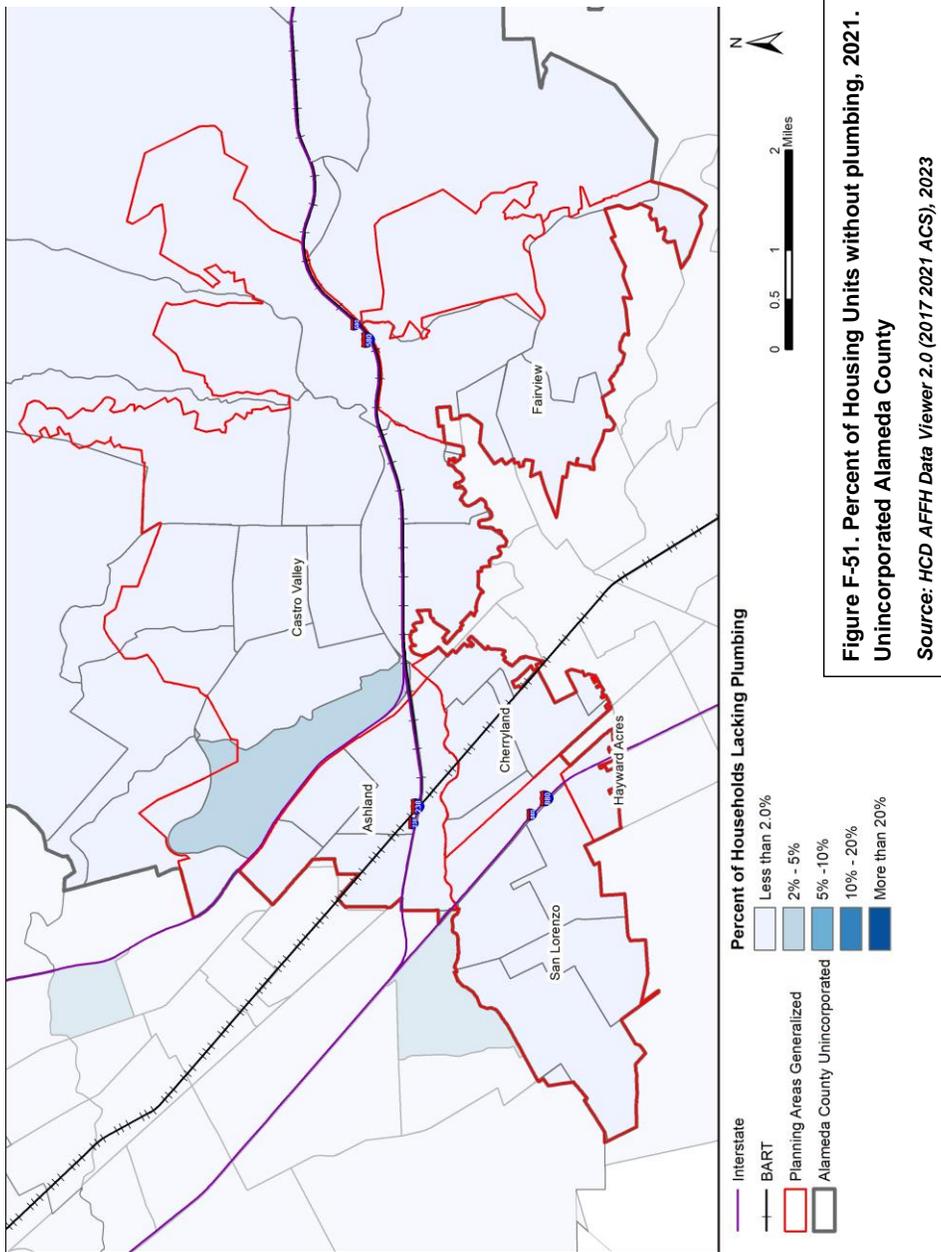
Figure F-47. Percent of Houses built pre-1960.
Unincorporated Alameda County

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

Percent of Units Built Before 1960

- 0.0 - 20.0%
- 20.1% - 40.0%
- 40.1% - 60.0%
- 60.1% - 80.0%
- 80.1% - 100.0%

— Interstate
+ BART
☐ Planning Areas Generalized
☐ Alameda County Unincorporated

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Figure F-48. Percent of Houses built pre-1960. Alameda County

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

Age of Structures (ACS, 2017 - 2021) - Tract

Percent of Units Built Before 1960

0.0 - 20.0%
20.1% - 40.0%
40.1% - 60.0%
60.1% - 80.0%
80.1% - 100.0%

Generalized Planning Areas
Unincorporated Alameda County
Interstate
BART

<u>Lacking Complete facilities</u>

Local

In Unincorporated Alameda County, less than 2% of housing units in almost every tract has an incomplete kitchen or incomplete plumbing (Figures F-49 and F-51). There are 4 tracts with between 2% and 5% of units having incomplete kitchens. These tracts include 4506.01, which includes parts of the Castro Valley Canyons, the hills above Hayward, and Sunol; 4352 in Fairview; and 4355 and 4363.01, which overlap between Cherryland and neighboring Hayward. Only one tract has between 2% and 5% of units without complete plumbing, 4305 on the western edge of Castro Valley.

Regional

Similar to unincorporated Alameda County, the county overall has a very small number of reported units without complete facilities in almost every tract (Figures F-50 and F-52). Also like the unincorporated areas, there are more tracts with incomplete kitchen facilities than there are incomplete plumbing facilities. Berkeley, Oakland, Union City, and San Leandro all have at least on tract with more than 5% of units lacking complete kitchen facilities. Only two tracts have between 5% and 10% of units lacking complete plumbing, both in Oakland

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Figure F-49. Percent of Housing Units without complete kitchens, 2021. Unincorporated Alameda County

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

Percent of Units lacking a complete kitchen

0.00 - 0.51%
0.52% - 1.75%
1.76% - 3.60%
3.61% - 6.94%
6.95% - 14.20%
14.21% - 28.85%

Interstate
BART
Planning Areas Generalized
Alameda County Unincorporated

Figure F-50. Percent of Housing Units without complete kitchens, 2021. Alameda County

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

Percent of Units lacking a complete kitchen
- 0.00 - 0.51%
- 0.52% - 1.75%
- 1.76% - 3.60%
- 3.61% - 6.94%
- 6.95% - 14.20%
- 14.21% - 28.85%

- Generalized Planning Areas
- Unincorporated Alameda County
- Interstate
- BART

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

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

Percent of Households Lacking Plumbing

- Less than 2.0%
- 2% – 5%
- 5% -10%
- 10% - 20%
- More than 20%

Interstate
BART
Planning Areas Generalized
Alameda County Unincorporated

Figure F-52. Percent of Housing Units without plumbing, 2021. Alameda County

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

Percent of Households Lacking Plumbing

Less than 2.0%
2% - 5%
5% -10%
10% - 20%
More than 20%

Generalized Planning Areas
Unincorporated Alameda County
Interstate
BART

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Displacement Risk

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

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

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

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

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

displacement, preventing low-income communities of color from benefiting
from the new economic growth; cultural displacement, as cultural
resources disappear and communities are disrupted; and/or exclusionary
displacement, with increasing housing prices preventing the entrance of
low-income households (Cash et al. 2020).[19]

Large sections of Alameda County contain residential areas where basic housing is under "High Risk" – where families risk being displaced from either an economic hardship, eviction, or job change (Figure F-53). The same areas that tend to be low income are also at the most risk of losing housing. The corridor along I-880, and below I-580, parts of Oakland (both east and west), San Leandro and Hayward (including the unincorporated area) are most likely to live in a situation of housing insecurity or precarity. In the unincorporated areas there is high displacement risk concentrated where in higher density areas of Ashland and Cherryland, which tends to be lower resourced and higher percentage of lower income households.

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

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

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

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[19] https://www.hcd.ca.gov/community-development/affh/docs/affh_document_final_4-27-2021.pdf

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Figure F-53.

Source: UC Berkeley Displacement Project, 2022

10/3/2023, 1:31:27 PM

Estimated Displacement Risk - Overall Displacement (UCB, Urban Displacement Project 2022) - Tract

Low Data Quality

Lower Displacement Risk

At Risk of Displacement

1 Income Group (Very Low Income or Low Income) is experiencing Elevated, High, or Extreme Displacement

2 Income Groups (Very Low Income and Low Income) are experiencing Elevated, High, or Extreme Displacement

1:1,212,839

0   2   3.25   4   6.5   8 mi

0   6.5   13 km

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

Natural Disaster and Displacement

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

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

Fires

Since 2013, there have been 29 significant fires in Alameda County, resulting in 3,168 acres burnt. Of the 29 fires, 26 occurred in Unincorporated Alameda County. A separate 26 of the 29 fires also occurred in East Alameda County. As shown in Figure F-54, the Castro Valley hills and Canyonlands as well as the Fairview area have a Very High or High fire risk. This is like many of the hills in Alameda County. In addition, virtually all of unincorporated east County has a High or Moderate risk of fire.

Areas with higher fire risk have lower housing densities and higher rates of homeownership (see Figure F-55). Apart from Fairview and the westernmost Castro Valley hills, these areas are also Racially Concentrated Areas of Affluence (RCAAs). Collectively, this information suggests households most at risk of fire will be more able to rebuild, rather than be displaced.

Earthquakes and Landslides

According to the U.S. Geological Survey (USGS), between 2014 and 2044, there has been a 51% chance that the San Francisco will experience one or more magnitude-7.0 or greater earthquakes. There's also a 98% chance of one or more magnitude-6.0 or greater quakes hitting the Bay Area in the same 30-year period.[20]

There are 3 major faults that pass through unincorporated Alameda County, visible in Figure F-56. The Hayward fault passes through urban unincorporated Alameda County as well as most dense communities in the East Bay. The Calaveras fault passes near Sunol and sits on the western side of Dublin and Pleasanton, and the Greenville fault sits on the eastern side of Livermore.

Liquefaction, when soil temporarily turns to quicksand and cannot support buildings, is one major risk caused by earthquakes. Like many communities facing the San Francisco Bay, most of the Eden Area – Hayward Acres, Ashland, Cherryland, and San Lorenzo—is in a liquefaction zone, according to the California State Department of Conservations' California Earthquake Hazards

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[20] https://www.earthquakeauthority.com/California-Earthquake-Risk/Faults-By-County

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Zone Application. The Castro Valley Hills and much of Fairview are at greater risk of landslides, and the same areas of Castro Valley identified as at risk of flooding are also at risk of liquefaction.

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

Flooding

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

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Figure F-54. Fire Hazard Severity Zones (FHSZ), Unincorporated Alameda County

Source: CalFire, 2023

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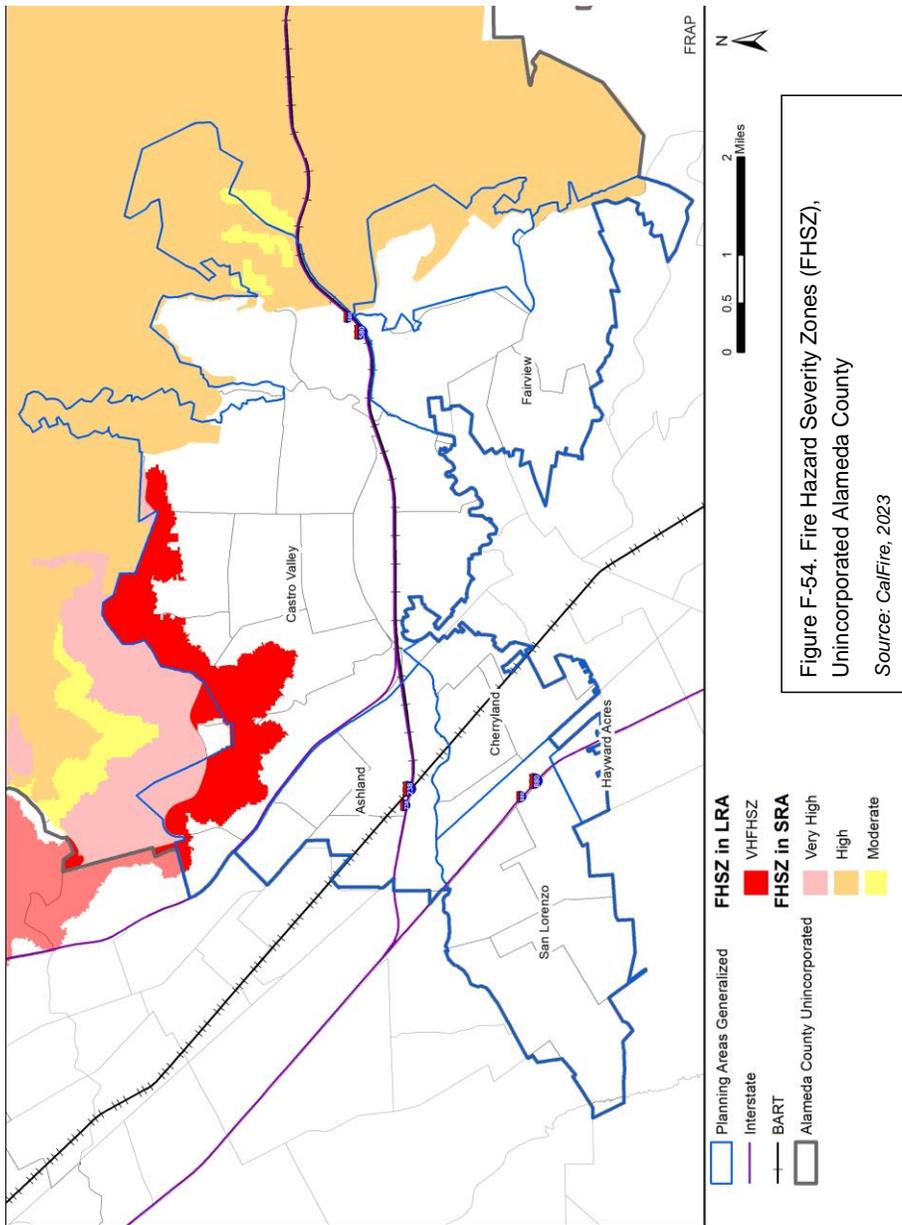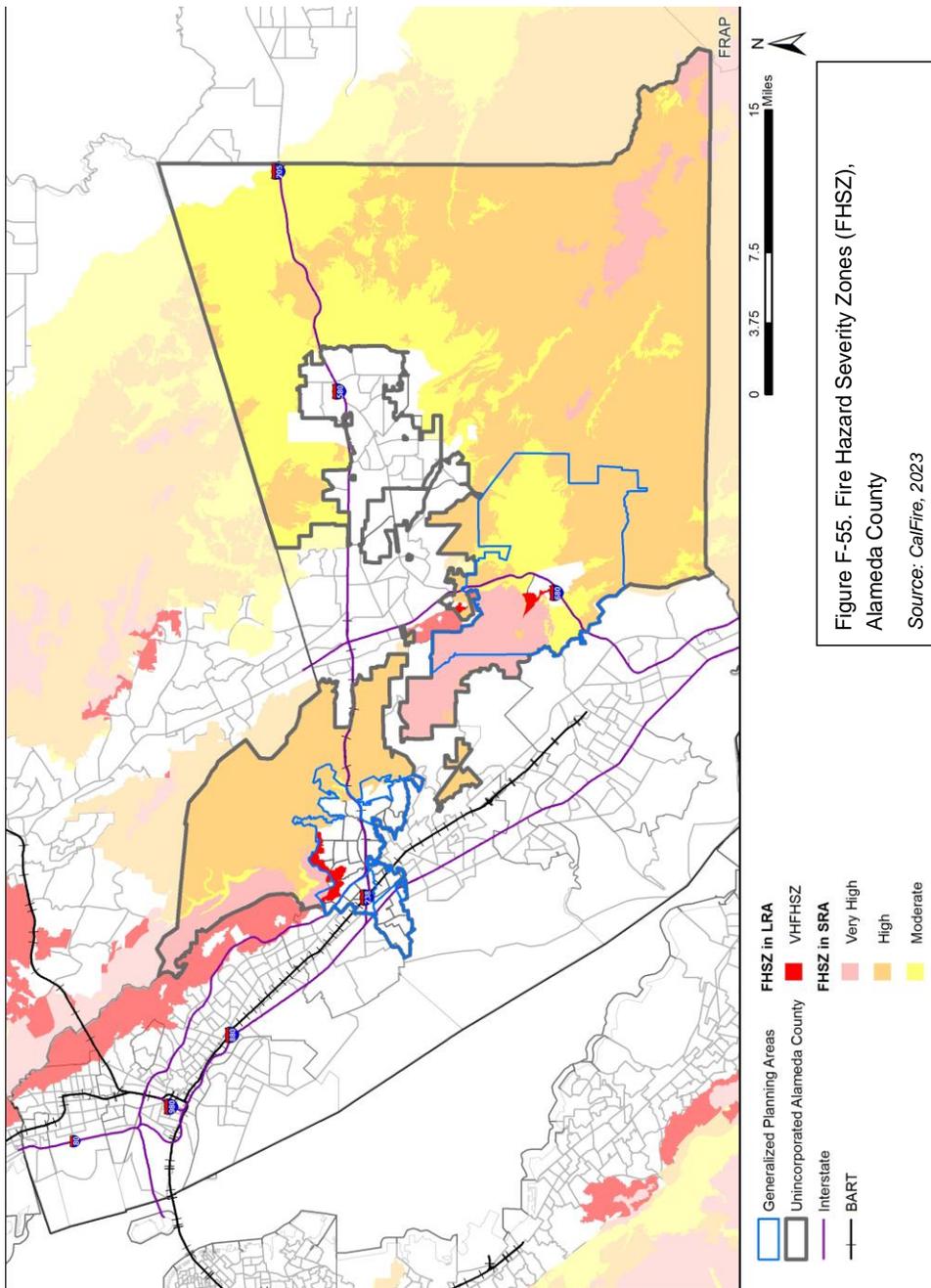
Figure F-55. Fire Hazard Severity Zones (FHSZ), Alameda County

Source: CalFire, 2023

FHSZ in LRA
- VHFHSZ

FHSZ in SRA
- Very High
- High
- Moderate

- Generalized Planning Areas
- Unincorporated Alameda County
- Interstate
- BART
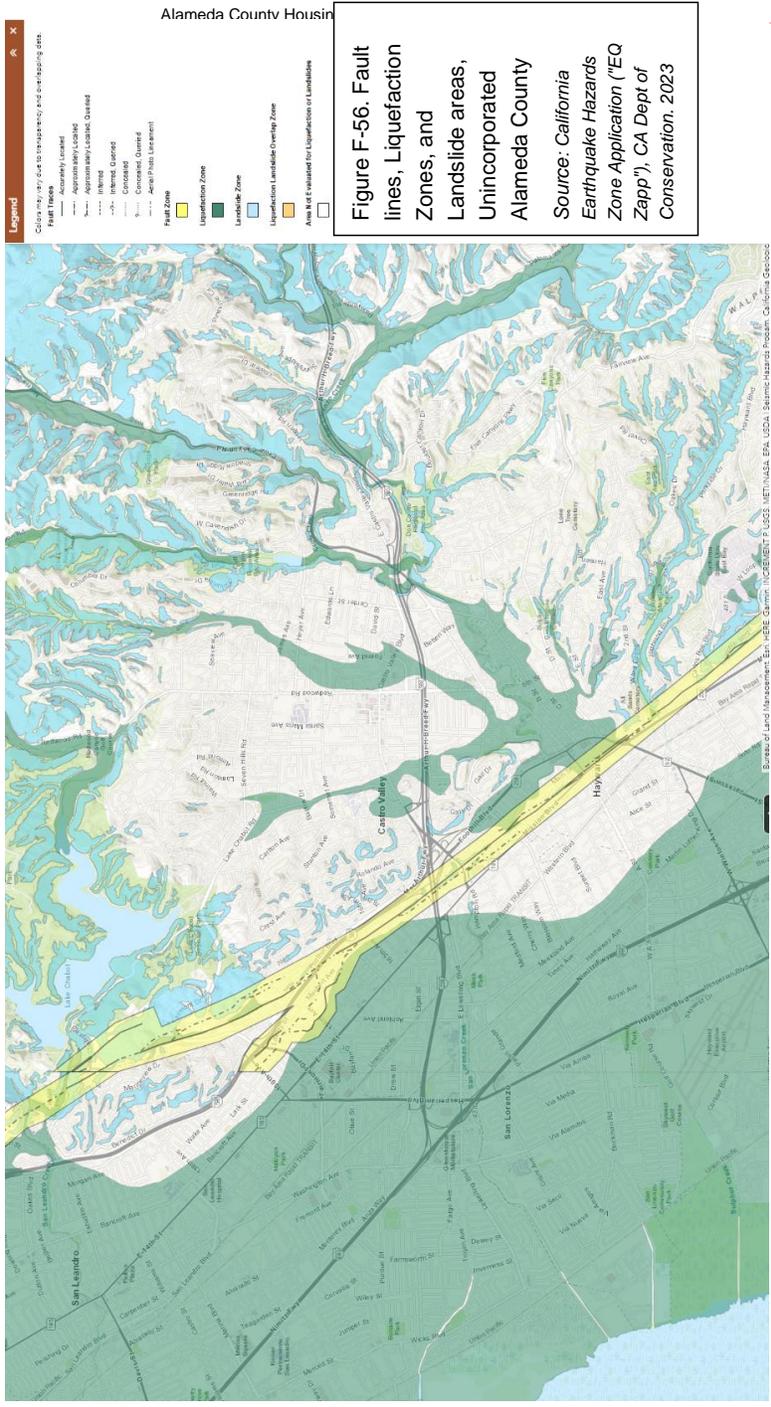
Figure F-56. Fault lines, Liquefaction Zones, and Landslide areas, Unincorporated Alameda County

Source: California Earthquake Hazards Zone Application ("EQ Zapp"), CA Dept of Conservation. 2023

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Figure F-57. Fault lines, Liquefaction Zones, and Landslide areas, Alameda County

Source: California Earthquake Hazards Zone Application ("EQ Zapp"), CA Dept of Conservation. 2023

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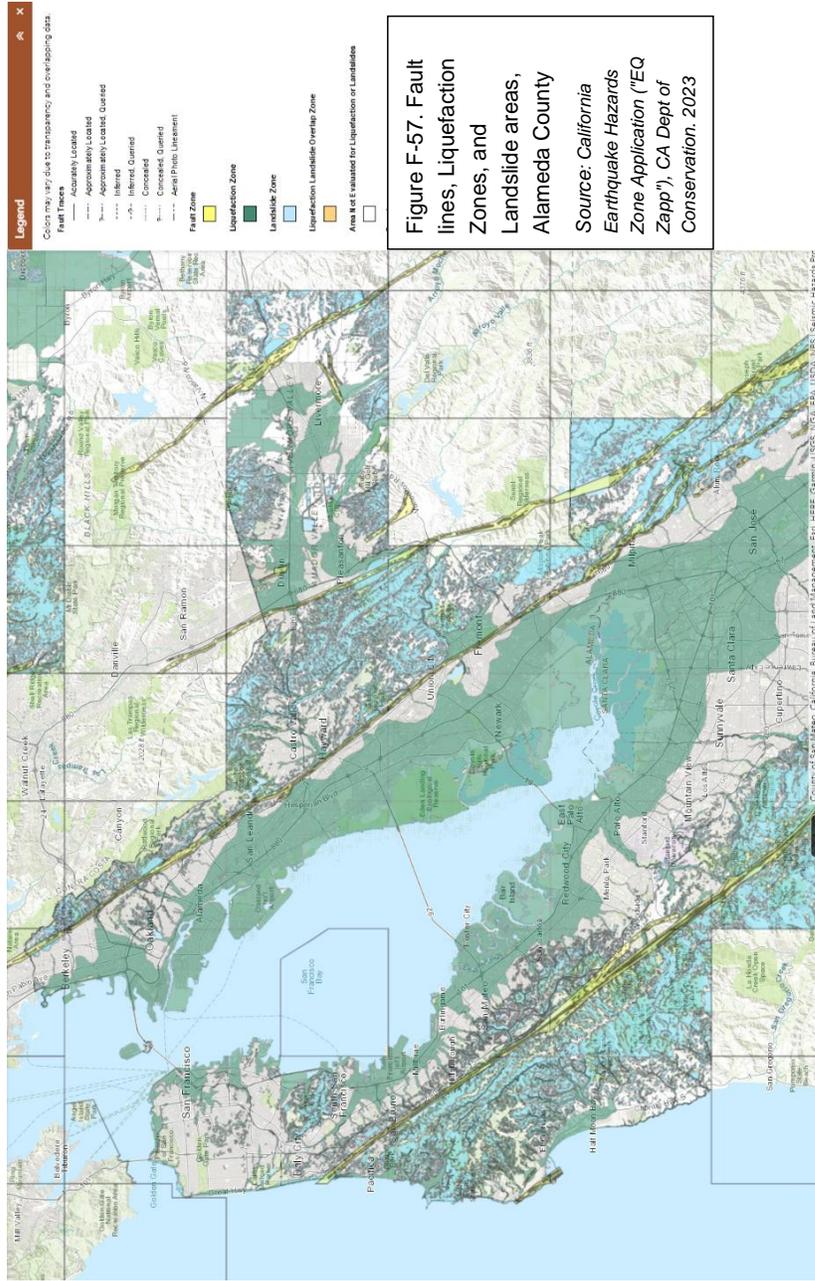
Homelessness

Homelessness is a major problem throughout California, and this is no different in the Bay Area. HUD defines homelessness as "individuals and families who lack a steady, regular, and sufficient nighttime residence and includes a smaller group for an individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter."[21] Alameda County had a population of 1,670,834 in 2020, and at that time approximately 0.59% of the population was experiencing homeless. Similarly, Unincorporated Alameda County had a population of 148,452 in 2020 and 0.33% of its population that is homeless.[22]

During the 2022 Point in Time Count, only 91 of the 509 people, or 17.9%, counted had shelter in Unincorporated Alameda County (Figure F-60). County wide, 27% of the 9,747 counted people were sheltered (Figure F-58). While both numbers are low, a smaller percentage of people experiencing homelessness were sheltered in Unincorporated Alameda County than countywide.

Figures F-59 and F-61 look at the racial breakdown of the homeless population in Alameda County and the unincorporated areas. 57% of people experiencing homelessness are white. 21% are Black, and 7% are American Indian or Alaska Native. Compared to the racial makeup of Unincorporated Alameda County described in section F.4.2, white, Black, and American Indian or Alaska Native peoples are all over-represented.

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

In Unincorporated Alameda County the greatest number of unsheltered people live in tents, while in Alameda County as a whole the greatest number of unsheltered live in cars/vans. The percentage of unsheltered people living in tents in Unincorporated Alameda County is 41%, and in Alameda County it is 31%. The percent of unsheltered living in RVs in Unincorporated Alameda County is 11% in Alameda County it is 22%; and the percent of unsheltered living in Cars/Vans in Unincorporated Alameda County is 17% in Alameda County it is 32%.[23]

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

Along with homelessness data there are many areas in the unincorporated area that are at risk of being displaced. Several areas in Ashland, Cherryland, Hayward Acres, and Castro Valley as

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[21] "Definition of Homelessness". HUD, 2023, hud.gov
[22] "Alameda County Population". Housing Needs Data Report: Unincorporated Alameda, ABAG 2021, p. 11, https://mtcdrive.app.box.com/s/nei8x775oi5m47mqhu8ctpyygrioa2v3/file/794875935734
[23] "Unincorporated County 20222 Point in Time Count, Unsheltered and Sheltered Report". Everyone Counts 2022, Everyone Home 2022, https://everyonehome.org/wp-content/uploads/2022/05/Unincorporated-County-PIT-2022-Infographic-Report.pdf

seen in Figure F-62 below are at risk of displacement.[24] This is another important factor in discussing homeless data because those that are at risk of displacement could become the next to become homeless.

One of the goals of this Housing Element is to lessen homelessness by increasing housing throughout the unincorporated area, specifically housing for low and very-low income households. Many people who are homeless today became homeless because they could not afford their housing. While only one side of the solution, increasing the supply of affordable housing can help.

Figures F-58, F-59. Alameda County 2022 Point in Time Data
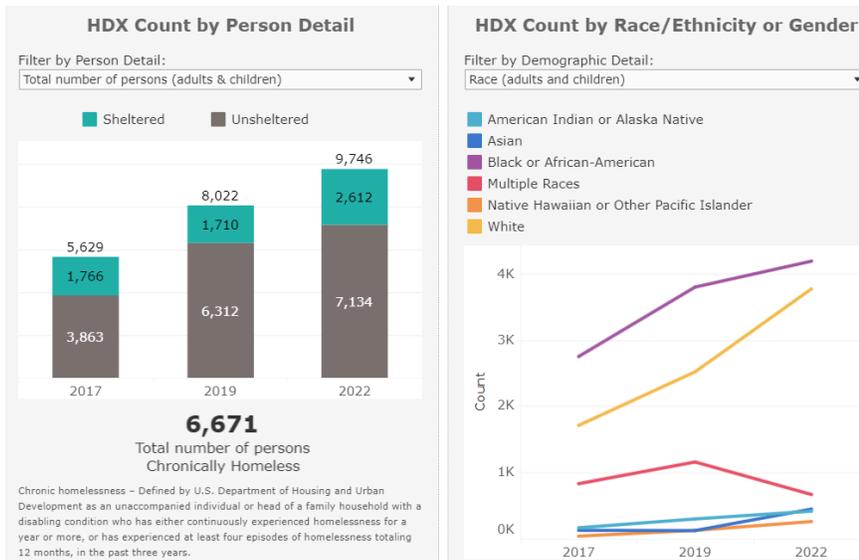
Figures F-58 through F-61 are from the Point in Time 2022 Interactive Data Dashboard. You can explore this data here: https://public.tableau.com/app/profile/asr1451/viz/TableauAlamedaCounty-HDXandSurveyData/CountyHDX

[24] "Estimated Displacement Risk". AFFH Data and Mapping Home, Esri 2022, https://www.arcgis.com/apps/webappviewer/index.html?id=4d43b384957d4366b09aeeae3c5a1f60

Figures F-60, F61. Unincorporated Alameda County 2022 Point in Time Data
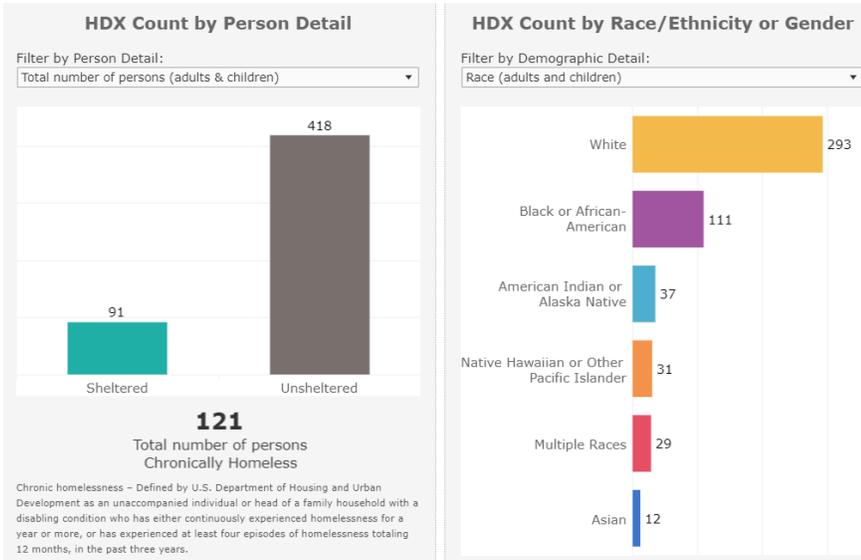
Table F-16. Locations of Unsheltered Population during 2022 Point in Time Count

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

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

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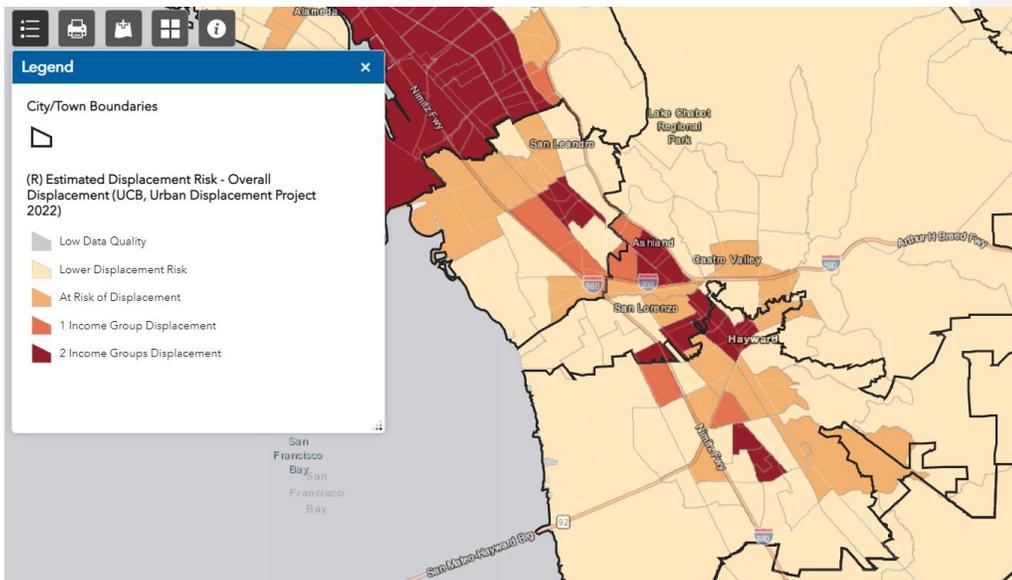
Figure F-62. Source: HCD AFFH Data Viewer 1.0 (UC Berkeley Displacement Project, 2020), 2022.

F.4.6   Other Relevant Factors

Transportation Access

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

There are two BART stops in Unincorporated Alameda County: the southern part of Bay Fair Stations and Castro Valley Station. The following bus lines currently serve the area:

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

- 97 (Bay Fair BART to Union City BART)
- 801 (connecting San Leandro and Fremont)
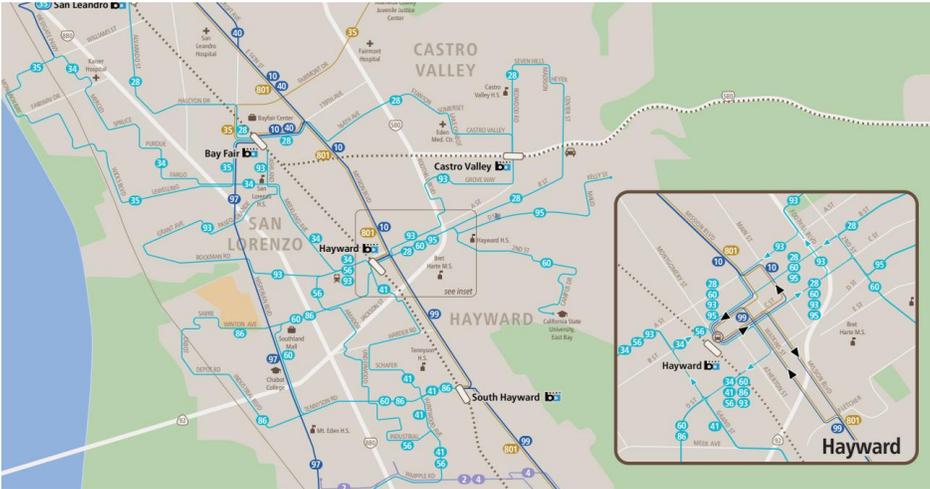
Figure F.63. This is a screenshot of the AC Transit System Overview Map, available here: https://www.actransit.org/overview-maps

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

Figure F-64 shows the locations of High Quality Transit stops. CalTrans defines 'high quality transit corridors' as the following:

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

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

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

Cherryland, Fairview, Unincorporated East County, western San Lorenzo, and the overwhelming majority of Castro Valley have no High Quality Transit stops.

Figure F-65 shows High Quality Transit stops in northern Alameda County. Throughout Alameda County, high quality transit stops are generally concentrated west of the hills. Where there is a generally higher density of transit (Berkeley and Oakland), there are more high-quality stops. In Central, East, and South County high frequency buses are less common, and high-quality stops are more connected to BART locations.

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

Quality and extent of bus service is further exemplified in Unincorporated Alameda County's community AllTransit Performance scores (Table F-17). Calculated by AllTransit, the overall transit scores shown below examine connectivity, access to land area and jobs, and frequency of service. Ashland, with a BART station and various bus lines, has the highest score, while Castro Valley, with very little bus coverage, has the lowest score.

Table F-17. Community AllTransit Scores	
Community	*AllTransit Overall Score*
Cherryland	7.6
Ashland	8.7
Castro Valley	5.4
San Lorenzo	6.2
Fairview	5.7

AllTransit Scores pulled from: https://alltransit.cnt.org/
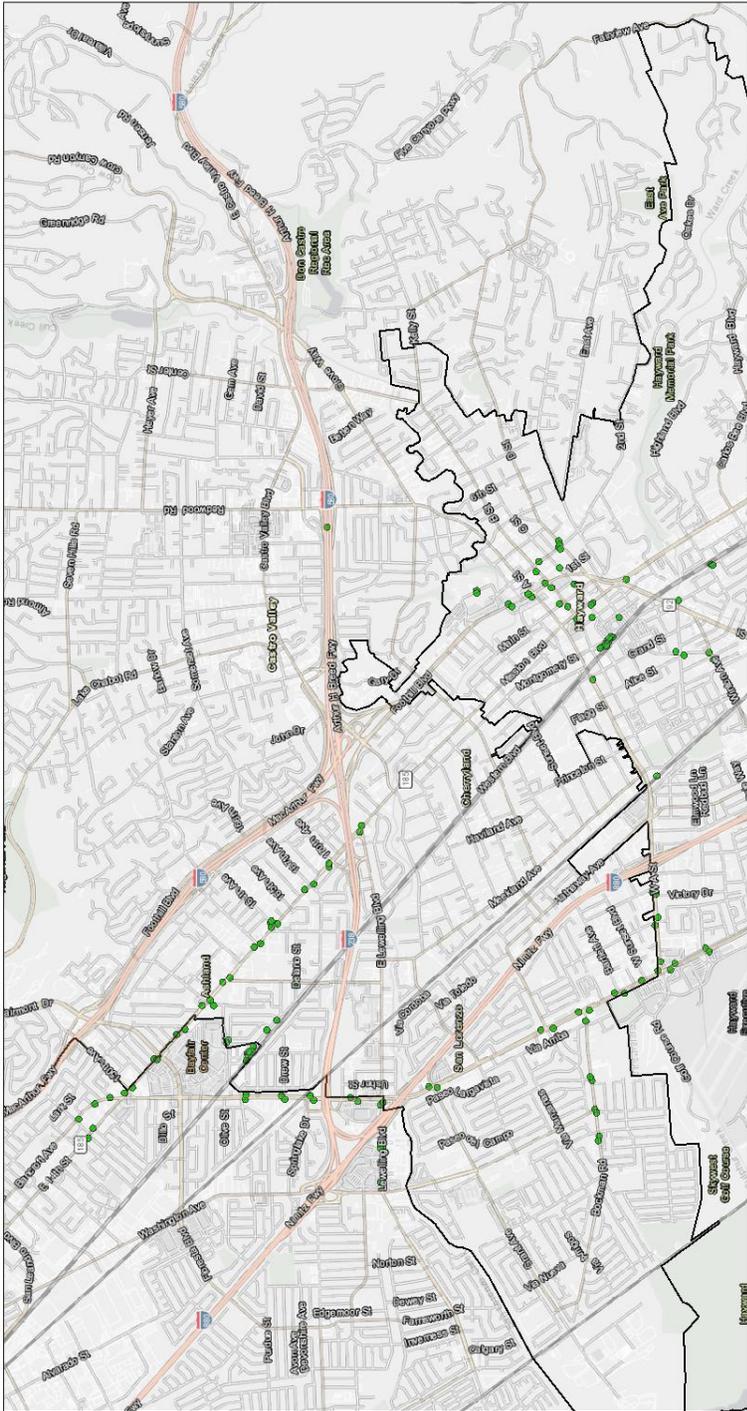
April 17, 2023

● High Quality Transit Stops (CalTrans, 2022)

Figure F-64. This map shows the locations of High Quality Transit Stops, as defined by CalTrans.

1:37,372

0   0.38   0.75   1   1.5 mi

0   0.5   1   2 km

Bureau of Land Management, Esri, HERE, Garmin, GeoTechnologies, Inc., USGS, EPA, Esri, HERE, Garmin, © OpenStreetMap contributors, and the GIS user community
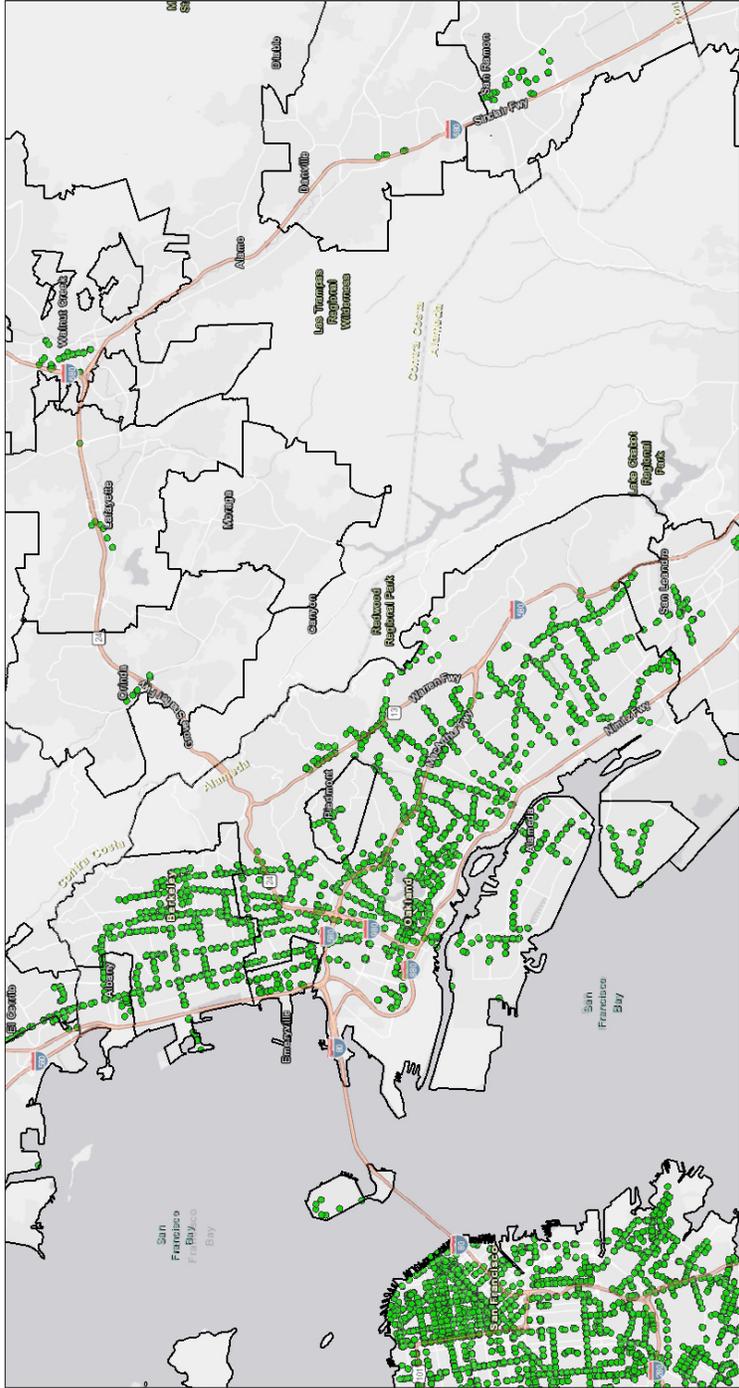
April 17, 2023

• High Quality Transit Stops (CalTrans, 2022)

Figure F-65. This map shows the locations of High Quality Transit Stops, as defined by CalTrans, in northern Alameda County and San Francisco.

1:140,642

| 0 | 1.25 | 2.5 | 4.5 | 5 mi |

| 0 | 2.25 | 4.5 | 9 km |

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

Re-entry and Housing

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

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

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

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

Section F.5   AFFH and the Sites Inventory

F.5.1   Potential Effects on Patterns of Segregation

Othering and Belonging Institute's Racial Segregation and Integration Categories

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

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

To read a full description of the OBI's methodology, you can visit their website here: https://belonging.berkeley.edu/technical-appendix

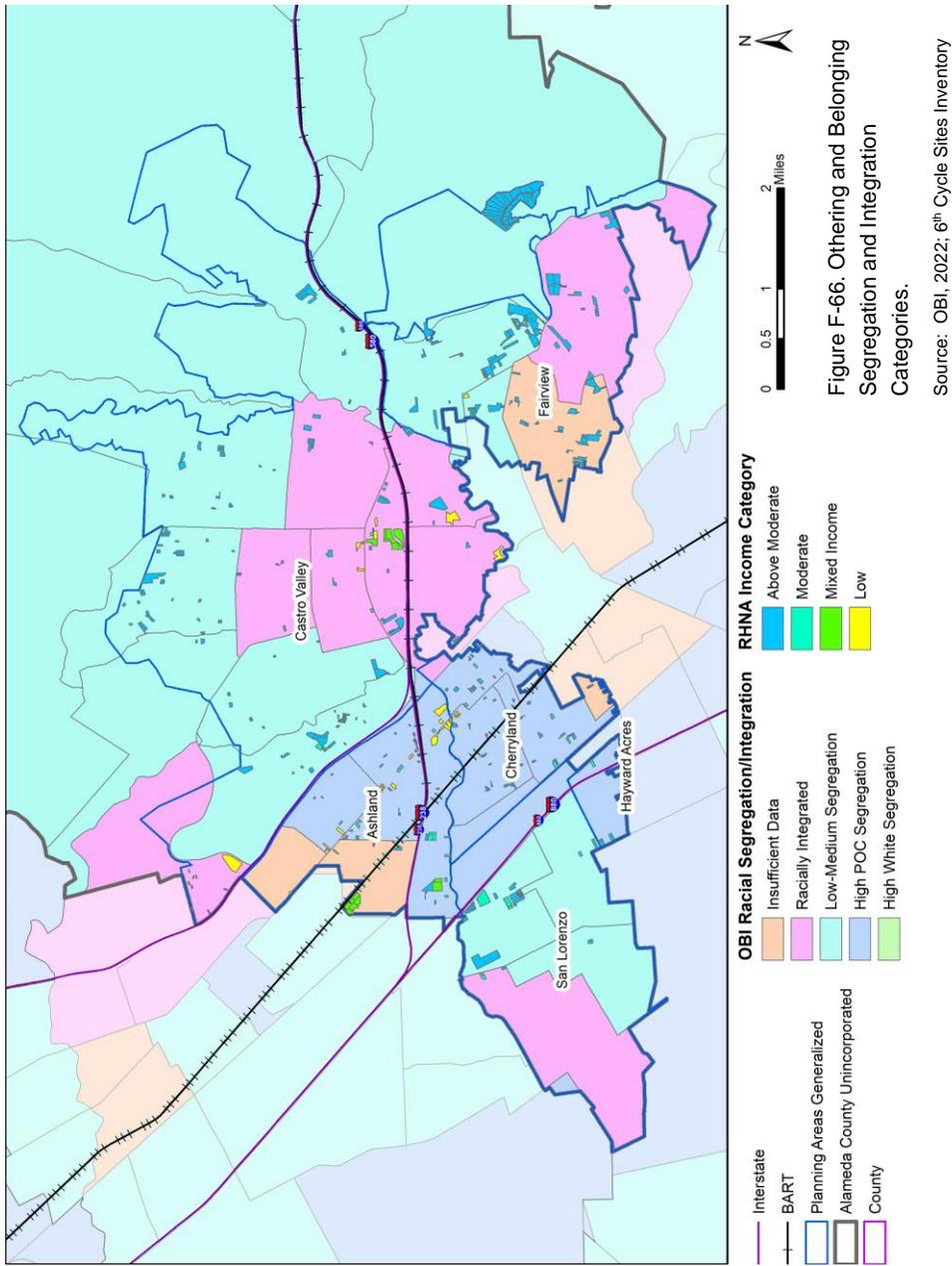| Table F-18. Proposed Units Compared to Othering and Belonging Institute's Racial Segregation and Integration Categories								
	Sum of Total Units per Category	Overall Percentage of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
High POC Segregation	1,458	31.0%	422	21.6%	328	42.2%	708	35.9%
Low-Medium Segregation	1,031	21.9%	797	40.7%	208	26.7%	26	1.3%
Racially Integrated	1,758	37.4%	542	27.7%	192	24.7%	1,024	51.9%
no data available	459	9.8%	195	10.0%	50	6.4%	214	10.9%
Grand Total	4,706	100.0%	1,956	100.0%	778	100.0%	1,972	100.0%
Source: OBI, 2022; 6th Cycle Sites Inventory								

As shown in Table F-18, census tracts in unincorporated Alameda County fall into the following three categories: High People of Color (POC) Segregation, Low-Medium Segregation, and Racially Integrated. No tracts in unincorporated Alameda County fall into the 4th OBI category, High White Segregation. A small number of sites (459 units, or 9.8%) fall in tracts without

sufficient data to calculate their Racial Segregation/Integration scores: tracts 4338.01 and 4338.02 in western Ashland, tract 4363.01 in southern Cherryland, and tract 4364.04 in southwestern Fairview. In Figure F-66, these tracts are colored pale orange.

Northern Castro Valley, parts of San Lorenzo, parts of Fairview, and much of East County are in the Low-Medium Segregation category, colored pale turquoise in Figure F-66. Ashland, Cherryland, Hayward Acres, and part of unincorporated Pleasanton are High POC Segregation areas, colored pale blue in Figure F-66 Southern Castro Valley, western San Lorenzo, and parts of Fairview closest to Hayward are racially integrated, colored Barbie pink in Figure F-66.

As described in table F-18, the largest number of proposed units are in racially integrated tracts (37.4%, or 1,758 units). This primarily reflects units in Castro Valley. 31.0% of all units (1,458 units) are in High POC Segregation areas, and the remaining 21.9% of units (1,031 units) are in Low-Medium Segregation areas.

Units from different income categories are concentrated at slightly different rates in different OBI categories. 40.7% (797) of proposed above moderate income units are in Low Medium Segregation areas, like northern Castro Valley and northern Fairview. Moderate units are slightly concentrated (42.2%, or 328 units) in High POC Segregation areas, like Ashland and Cherryland. Of low and very low income units, 51.9% (1,024 units) are in racially integrated tracts like those in southern Castro Valley. Therefore, the sites inventory is not anticipated to exacerbate fair housing issues with regard to low to moderate income households.

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OBI Racial Segregation/Integration

- Insufficient Data
- Racially Integrated
- Low-Medium Segregation
- High POC Segregation
- High White Segregation

RHNA Income Category

- Above Moderate
- Moderate
- Mixed Income
- Low

Interstate
BART
Planning Areas Generalized
Alameda County Unincorporated
County

Figure F-66. Othering and Belonging Segregation and Integration Categories.

Source: OBI, 2022; 6th Cycle Sites Inventory

Median Income

Median household incomes vary significantly across census tracts in Unincorporated Alameda County, from $53,958 in Ashland to $196,970 in Castro Valley and Fairview. The U.S. Census defines median income as the middle point dividing household income distribution into halves. This calculation includes all incomes in the census tract, including those with no income.[25]

Table F-19 shows the distribution of proposed units over income category and median income, and Figure F-67 shows the same information. Of the total of our units, 42.8% of units (2,013) are in tracts where the median income is between $55,000 and $90,100. Another 33.3% of units (1,567) are located in tracts with median incomes between $90,100 and $120,000.

The state median income in 2021 was $84,097; more than half of units in the sites inventory are located in tracts with incomes higher than the state median income. Therefore, units are not overly concentrated in areas with lower income residents.

The Above Moderate units are spread out in approximate thirds (32.1%, 35.1%, and 29.9%) between the $55,000 - $90,100 (located in Hayward Acres, Ashland, and Cherryland, primarily), $90,100 - $120,000 (located throughout San Lorenzo and southern Castro Valley), and $120,000 - $175,000 (located in northern Castro Valley and Fairview) median income categories, respectively. Both the Moderate Income and Low and Very Low Income units are more concentrated in the $55,000 - $90,100 and $90,100 - $120,000 median income categories

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[25] "Definition of Median Income". US Census, 2023, https://www.census.gov/quickfacts/fact/note/US/INC110221

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Table F-19. Proposed Units Compared to Median Household Income per Census Block							
	Sum of Total Units per Category	Overall Percentage of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
Less than $55,000	186	4.0%	14	0.7%	68	8.7%	104	5.3%
$55,000 - $90,100	2,013	42.8%	627	32.1%	409	52.6%	977	49.5%
$90,100 - $120,000	1,567	33.3%	686	35.1%	291	37.4%	590	29.9%
$120,000 - $175,000	896	19.0%	585	29.9%	10	1.3%	301	15.3%
Greater than $175,000	44	0.9%	44	2.2%		0.0%		0.0%
Grand Total	4,706	100.0%	1,956	100.0%	778	100.0%	1,972	100.0%
Source: 2017-2021 ACS, DP05							

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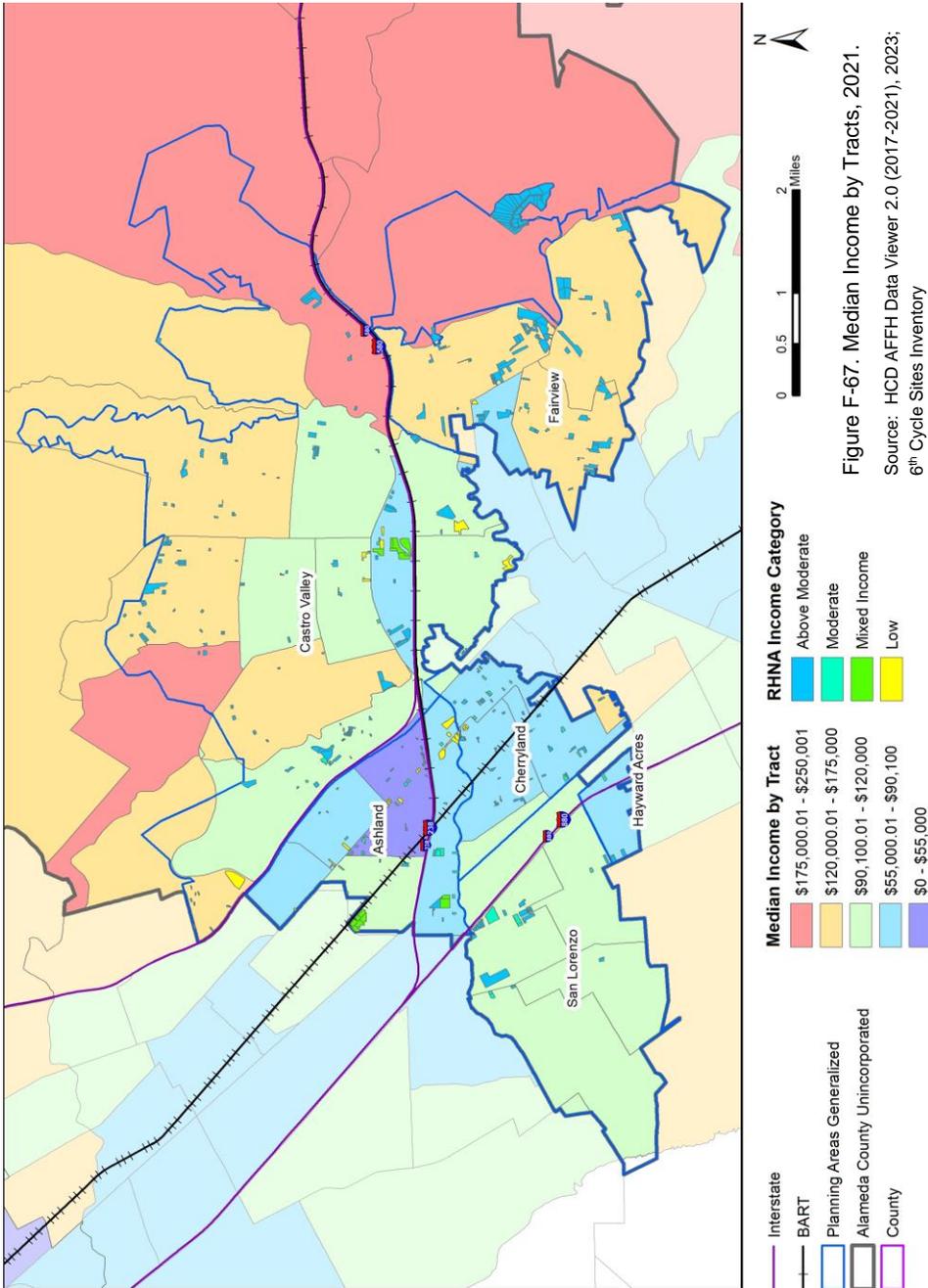
Figure F-67. Median Income by Tracts, 2021.

Source: HCD AFFH Data Viewer 2.0 (2017-2021), 2023;
6th Cycle Sites Inventory

Median Income by Tract

- $175,000.01 - $250,001
- $120,000.01 - $175,000
- $90,100.01 - $120,000
- $55,000.01 - $90,100
- $0 - $55,000

RHNA Income Category

- Above Moderate
- Moderate
- Mixed Income
- Low

Interstate
BART
Planning Areas Generalized
Alameda County Unincorporated
County

Poverty Line.

The 2019 federal poverty levels for households sized 1 through 8 for the continental US were set as the following (Table F-20).

Table F-20. 2019 Poverty Guidelines For The 48 Contiguous States And The District Of Columbia	
Persons in family/household	**Poverty guideline**
1	$12,490
2	$16,910
3	$21,330
4	$25,750
5	$30,170
6	$34,590
7	$39,010
8	$43,430

Federal poverty levels are significantly below the living wage for most places, including Alameda County. For 2023, for example, the MIT Living Wage calculator suggests that in Alameda County, a family with 2 working adults and 2 children needs an annual income of $139,375. The 4-person federal poverty level in 2023 is $30,000, or less than a fourth of the living wage. For a single working person without dependents, the MIT living wage calculator says a person living in Alameda County needs to make $46,488 annually; for the same size household in 2023, the federal poverty level is $14,580, or less than a third of the suggested minimum living wage.[26] Given this significant gap, in Alameda County the federal poverty line is a useful indicator of people living in significant poverty.

As discussed in Table F-21, 82.8% of all proposed units (3,900 units) in the sites inventory are in census tracts where 10% or less of households were living at or below the 2019 federal poverty level. These areas include Fairview, San Lorenzo, and much of Castro Valley. 88.9% of all above moderate units (1,739 units) and 82.6% of all low and very low income (1,628 units) units are

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[26]Glasmeier, Amy K. Living Wage Calculator. 2023. Massachusetts Institute of Technology. livingwage.mit.edu.

Table F-21. Proposed Units compared to percentage of households living below federal poverty levels

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
< 5%	707	15.0%	372	19.0%	34	4.4%	301	15.3%
5% - 10%	3,193	67.8%	1,367	69.9%	499	64.1%	1,327	67.3%
11% - 20%	526	11.2%	181	9.3%	168	21.6%	177	9.0%
21% - 30%	280	5.9%	36	1.8%	77	9.9%	167	8.5%
Grand Total	4,706	100.0%	1,956	100.0%	778	100.0%	1,972	100.0%

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

located in tracts where 10% or less of households are living below the federal poverty level. The overwhelming majority of units in the sites inventory are in tracts with between 5% and 10% of households are below the federal poverty line.

The remaining 16.3% of units (856 units) are in tracts with between 10% and 30% of households living under the poverty line in 2019. This includes Hayward Acres, Cherryland, Ashland nearest Cherryland, and two tracts in southern Castro Valley. These tracts are colored green and blue in Figure-68. While 37.5% of moderate income units are located in these tracts, there are in fact similar numbers of units by income category in these tracts: 229 above moderate income units, 319 moderate units, and 308 low and very low income units.

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

While less units are being proposed for areas with higher numbers of people living below the poverty line, this is an indicator of those most at risk of displacement from their homes due to changes in affordability. These neighborhoods – Ashland, Cherryland, and southern Castro Valley – could benefit the most from displacement protections in the face of new possible housing construction.
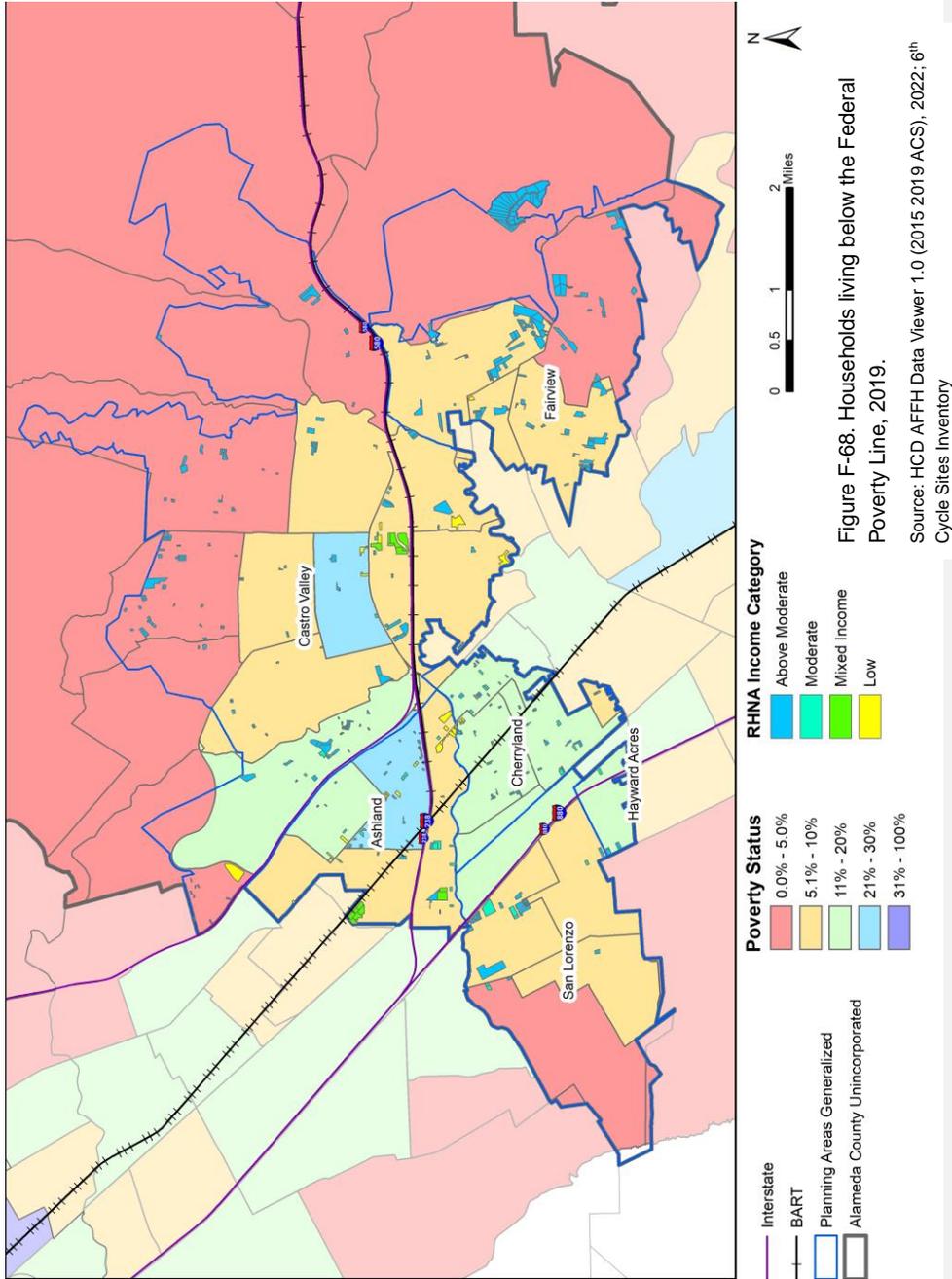
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Figure F-68. Households living below the Federal Poverty Line, 2019.

Source: HCD AFFH Data Viewer 1.0 (2015 2019 ACS), 2022; 6th Cycle Sites Inventory

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

Racially Concentrated Areas of Affluence (RCAA) were calculated by state HCD using 2015-2019 ACSS data and a California-specific methodology.[27] There are 4 RCAAs, all located in northern Castro Valley: tracts 4301.02, 4302, 4303, and 4304. They are colored red in Figure F-69. 2.1% of proposed units (98 units) are in RCAAs, and all are allocated as above moderate income. As described in Table F-2 at the beginning of this appendix, these RCAAs are generally whiter, have less pollution and have higher median incomes than other tracts. These same tracts overlap with High and Very High Fire Hazard Severity areas, as shown in Figure F-54.

HUD last calculated Racially/Ethnically Concentrated Areas of Poverty (R/ECAP) in 2013. There was 1 R/ECAP in Unincorporated Alameda County in Cherryland: tract 4356.01. This tract has red stripes in Figure F-69. The proposed sites inventory places 55 units in this area, the majority of which are categorized as moderate income. Of these 55 units, 9 are currently 'pipeline' units in the process of approval and/or construction. The remaining proposed 46 units are based on existing zoning in Cherryland.

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

Described in Table F-22, 3.3% of all proposed units (153 units) are at sites located in either RCAAs or the circa-2013 R/ECAP. While there are no Low or Very Low Income units for the R/ECAP area that may further concentrate poverty, there are also no Low or Very Low Income units in the RCAAs. This proposed allocation of units does not interrupt the concentration of racial affluence. However, the RCAAs located in northern Castro Valley do not have nearby public transit (see F.4.6 – Other Relevant Factors), grocery stores, or other basic necessities within walking access. These areas are also at greater risk for wildfire than most of urban unincorporated Alameda County. This suggests that Census Tracts 4301.02, 4302, 4303, and 4304 are not suitable for denser concentrations of housing typically associated with affordable housing.

The 3.3% of all proposed units located in the R/ECAP and RCAA areas are a very small portion of the 4,706 proposed units; in this sense, the do not significantly contribute to further segregation or concentration of poverty.

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[27] Read about HCD's methodology and access the data here:
https://www.arcgis.com/home/item.html?id=4100330678564ad699d139b1c193ef14

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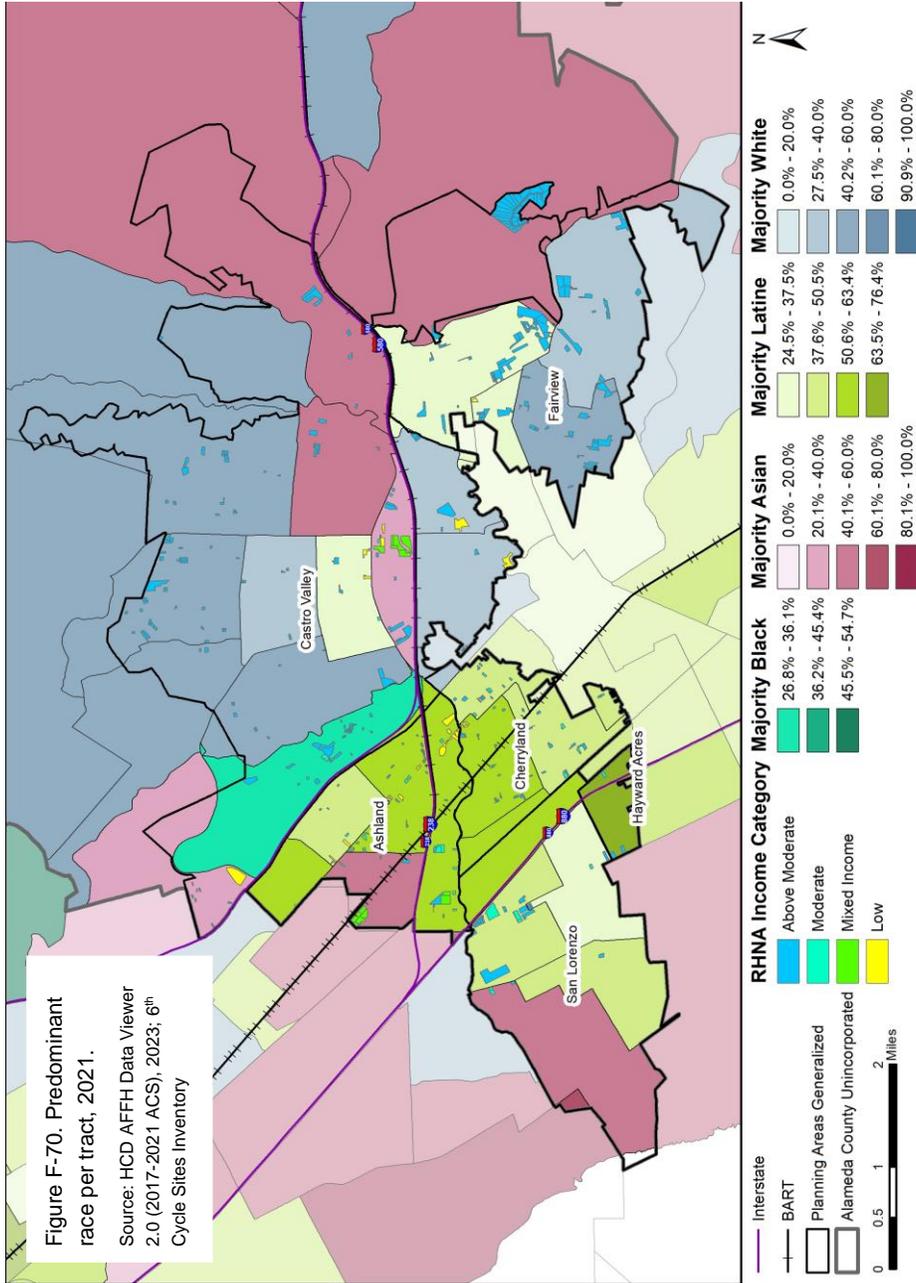| Table F-22. Proposed Units compared to RE/CAPS and RCAAs								
	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
None	4,553	96.7%	1,828	93.5%	753	96.8%	1,972	100.0%
Racially Concentrated Areas of Affluence (RCAA) (2022)	98	2.1%	98	5.0%	0	0.0%	0	0.0%
Racially/ Ethnically Concentrated Areas of Poverty (R/ECAP) (2013)	55	1.2%	30	1.5%	25	3.2%	0	0.0%
Grand Total	4,706	100.0%	1,956	100.0%	778	100.0%	1,972	100.0%
Source: HCD AFFH Data Viewer 2, 2023.								

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Figure F-69. Households living below the Federal Poverty Line, 2019.

Source: HCD AFFH Data Viewer 1.0 (2015 2019 ACS), 2022; HCD AFFH Data Viewer (HUD, 2009 2013), 2022; 6th Cycle Sites Inventory

Racially Concentrated Areas of Affluence (RCAA)

☐ Not a RCAA
🟥 RCAA

Racially or Ethnically Concentrated Areas of Poverty (R/ECAP)

☐ Not a R/ECAP
▨ R/ECAP

RHNA Income Category

🟦 Above Moderate
🟩 Moderate
🟩 Mixed Income
🟨 Low

— Interstate
—†— BART
☐ Planning Areas Generalized
☐ Alameda County Unincorporated

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Racial Demographics

Table F-23. Number of Proposed Units compared with percent of POC population

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
45-50%	131	2.8%	131	6.7%	-	-	-	-
50-60%	201	4.3%	129	6.6%	-	-	72	3.7%
60-70%	509	10.8%	131	6.7%	14	1.8%	364	18.5%
70-75%	1,585	33.7%	749	38.3%	244	31.4%	592	30.0%
75-80%	787	16.7%	523	26.7%	180	23.1%	84	4.3%
80-90%	419	8.9%	61	3.1%	139	17.9%	219	11.1%
90-95%	1,074	22.8%	232	11.9%	201	25.8%	641	32.5%
Grand Total	4,706	100.0%	1,956	100.0%	778	100.0%	1,972	100.0%
Source: HCD AFFH Data Viewer 2.0 (2017-2021 ACS, Table B03002), 2023								

As shown in table F-23, every census tract with units proposed through the Sites Inventory has at least 45% of the population comprised by Black, Latine, Asian, Native American, Hawaiian, Pacific Islander, Multiracial, or some other race. 97.2% of units (4,575 units) are in census tracts that are 50% or more people of color.

Units are clustered in tracts with larger racialized populations. 50.4% of all units (2,372 units) are in tracts with between 70% and 80% of residents being people of color. Another 22.8% of units (1,074 units) are in tracts where less than 10% of residents identify as non-Hispanic whites. The lowest number of low and very low income units are located in tracts with less than 60% people of color in the population.

Unincorporated Alameda County also has a significant Latine population. Table F-24 below focuses on the distribution of units per census tract.

Table F-24. Number of Units per Percent of People who are Latine/Hispanic

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
< 10%	229	4.9%	229	11.7%	-	-	-	-
10-15%	1082	23.0%	576	29.4%	178	22.9%	328	16.6%
18-25%	633	13.5%	327	16.7%	5	0.6%	301	15.3%
26-30%	822	17.5%	195	10.0%	74	9.5%	553	28.0%
30-40%	641	13.6%	390	19.9%	188	24.2%	63	3.2%

Table F-24. Number of Units per Percent of People who are Latine/Hispanic							
	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
40-50%	278	5.9%	59	3.0%	100	12.9%	119	6.0%
> 50%	1021	21.7%	180	9.2%	233	29.9%	608	30.8%
Grand Total	**4706**	100.0%	**1956**	100.0%	**778**	100.0%	**1972**	100.0%
Source: HCD AFFH Data Viewer 2.0 (2017-2021 ACS, Table B03002), 2023.							

While 24.9% of all units (1,308 units) are in tracts where more than half of the population are Latine, a close 25.6% of units (1,346 units) are located in tracts where 15% or less of the population are Latine.

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

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Figure F-70. Predominant race per tract, 2021.

Source: HCD AFFH Data Viewer 2.0 (2017-2021 ACS), 2023; 6th Cycle Sites Inventory

Overcrowded and Severely Overcrowded Households

The U.S. Census defines an overcrowded household as having more than 1.01 persons per room (excluding bathrooms and kitchens). Units with more than 1.5 persons per room are considered severely overcrowded.[28]

Looking at Table F-25, 51.3% of units (2,414 units) are in census tracts where 5% or less of households are overcrowded, and 89.2% of units (4,199) are in tracts where 10% or less of households are overcrowded. Only 2.1% (98 units) of units are in tracts where 15-20% of people live in overcrowded census tracts.

Overcrowded households can be more financially precarious than others, leaving them more susceptible to displacement. The sites inventory does not concentrate in areas with high levels of overcrowded households, minimizing potential effects like displacement.

When looking at Figure F-71, the most overcrowded tracts (shown in green and blue) include one tract in Cherryland, Hayward Acres, and one tract in both Ashland and Castro Valley. As discussed in the F.1.2 – Neighborhood Analysis, these tracts do not include large numbers of units.

Table F-25. Percentage of Overcrowded Households (1.01-1.5 People per Room)

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
5% or less	2,414	51.3%	1040	53.2%	264	33.9%	1110	56.3%
5-10%	1,785	37.9%	802	41.0%	361	46.4%	622	31.5%
10-15%	409	8.7%	88	4.5%	139	17.9%	182	9.2%
15-20%	98	2.1%	26	1.3%	14	1.8%	58	2.9%
Unit Totals	4,706	100.0%	1956	100.0%	778	100.0%	1972	100.0%

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

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

Now consider severely overcrowded households, described in Table F-26. There are more low and moderate income units assigned to census tracts with higher rates of severely overcrowded households. Where 5-10% of households are severely overcrowded, there are 8.9% of above moderate units (175 units), 38.9% of moderate units (225 units), and 27.4% of low income units (541 units).

However, 80% of units (3,765) are in tracts where less than 5% of households are severely overcrowded. Above moderate units are slightly overrepresented in this category, with 91.1% of above moderate units being in tracts with less than 5% severely overcrowded households.

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

Table F-26. Percentage of Severely Overcrowded Households (1.51+ People Per Room)								
	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
Less than 5%	3765	80.0%	1781	91.1%	553	71.1%	1431	72.6%
0%	821	17.4%	448	22.9%	-	-	373	18.9%
0.1-2%	2711	57.6%	1179	60.3%	519	66.7%	1013	51.4%
2.1-5%	233	5.0%	154	7.9%	34	4.4%	45	2.3%
5-10%	941	20.0%	175	8.9%	225	28.9%	541	27.4%
5.1-7%	501	10.6%	126	6.4%	57	7.3%	318	16.1%
7.1-10%	440	9.3%	49	2.5%	168	21.6%	223	11.3%
Grand Total	4706	100.0%	1956	100.0%	778	100.0%	1972	100.0%

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

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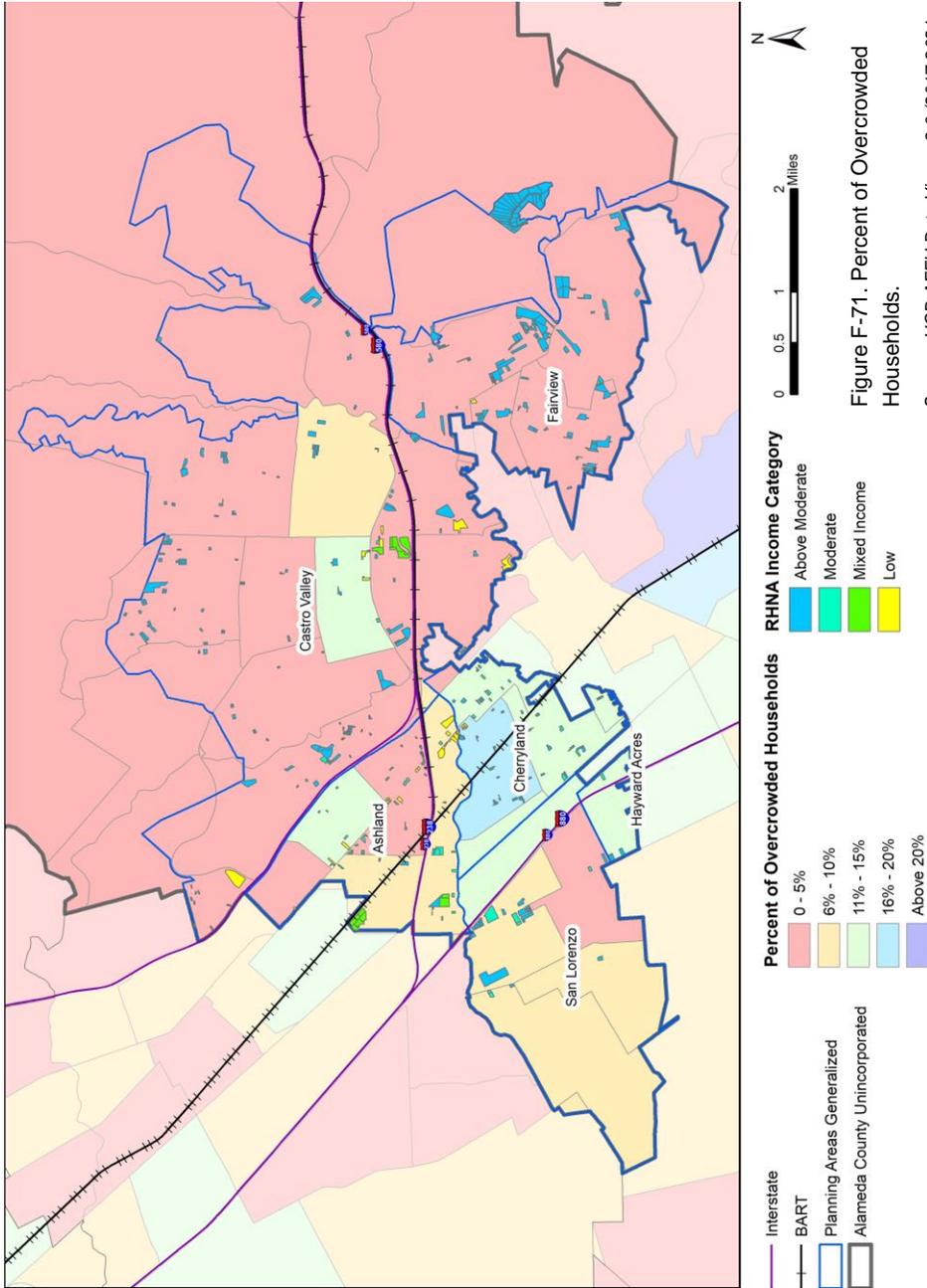
Figure F-71. Percent of Overcrowded Households.

Source: *HCD AFFH Data Viewer 2.0 (2017-2021 ACS), 2023*; 6th Cycle Sites Inventory

Percent of Overcrowded Households
- 0 - 5%
- 6% - 10%
- 11% - 15%
- 16% - 20%
- Above 20%

RHNA Income Category
- Above Moderate
- Moderate
- Mixed Income
- Low

- Interstate
- BART
- Planning Areas Generalized
- Alameda County Unincorporated

Overpayment by Renters and Homeowners with Mortgages

Households that spend more than 30% of their income on rent, mortgage, and other housing needs are considered "housing cost burdened"[29]. Low income residents are most impacted by high housing costs and experience the highest rates of cost burden. When housing costs make up greater proportions of household income, households with fewer resources may be forced to choose between paying their rent or mortgage and other necessities like food and medical care. For these reasons, it would be more meaningful to examine housing cost burden data alongside income data.

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

Proposed units and housing cost burden – Renters

Figure F-72 displays the percent of rent-burdened households in a census tract ("Overpayment by Renters") in the following categories: 0%-20%, 20%-40%, 40%-50%, 50%-60%, 60-75%, and 75%-100%. A majority (61%) of census tracts in Ashland, Castro Valley, Cherryland, Hayward Acres, Fairview, and San Lorenzo falls in the 40%-60% rent-burdened category. No census tracts fall in the "75%-100%" category, so table F-27 displays the census tracts with the highest percent rent burden as "greater than 60%." The unincorporated census tracts with the highest percentages of rent-burdened households (60-75%) are located in northwest Ashland, northern Fairview, and in central/west and far north Castro Valley. Five census tracts, distributed between southern San Lorenzo, northern Cherryland, and central Castro Valley, the northeastern Castro Valley Canyonlands, and Fairview, fall in the lower 20%-40% rent-burdened category, and two census tracts, located in the far northern and Five Canyons areas of Castro Valley, are less than 20% rent-burdened.

Table F-27. Unit distribution by % rent-burdened households							
	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
less than 20%	32	0.7%	32	1.6%	0	0.0%	11	0.6%
20% to 40%	1019	21.7%	452	23.1%	181	23.3%	386	19.6%
40% to 50%	1809	38.4%	574	29.3%	320	41.1%	915	46.4%
50% to 60%	1055	22.4%	467	23.9%	194	24.9%	394	20.0%

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[29] "Overpayment and Over Crowding". Housing Needs Data Report: Unincorporated Alameda, ABAG 2021, p. 39, https://mtcdrive.app.box.com/s/nei8x775oi5m47mqhu8ctpyygrioa2v3/file/794875935734

Table F-27. Unit distribution by % rent-burdened households

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
greater than 60%	791	16.8%	431	22.0%	83	10.7%	277	14.0%
Grand Total	4706	100.0%	1956	100.0%	778	100.0%	1972	100.0%
Source: HCD AFFH Data Viewer 1.0 (2015 2019 ACS), 2022								

Table F-27 shows the proposed distribution above moderate, moderate, and low and very low-income housing units in unincorporated Alameda County by percent of rent-burdened households in a census tract. Because a majority of census tracts falls in the 40%-60% rent-burdened category, a significant majority of all proposed units is located in census tracts that are 40% to 60% rent burdened, as shown in Figure F-72.
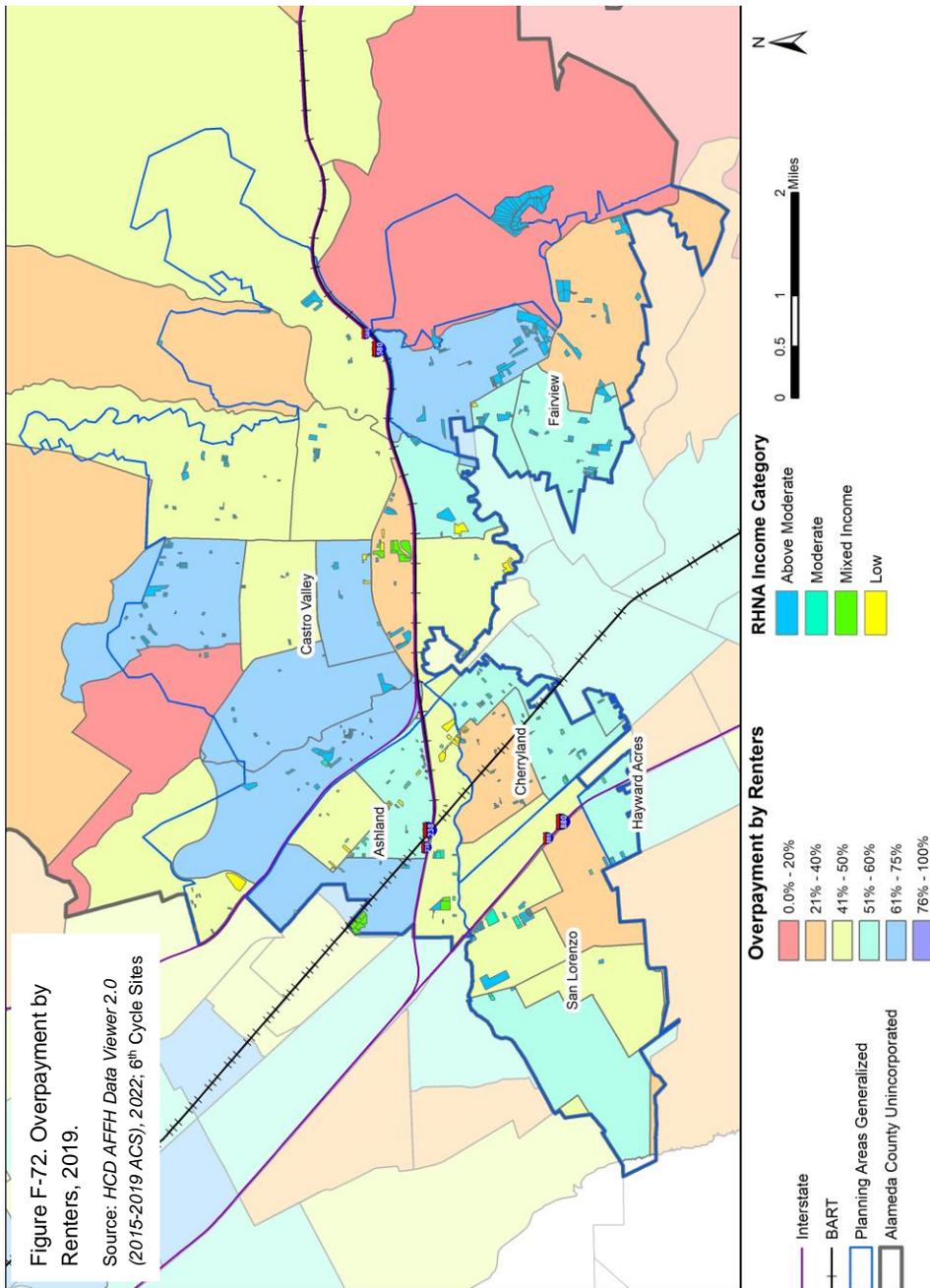
Over half of proposed above moderate-income units (53% or 1,041 units) are located in census tracts where 40%-60% of renters are rent-burdened, with 574 (29.3%) of those units located in census tracts that are 40%-50% rent-burdened. The proposed above moderate-income units are distributed fairly evenly between census tracts with 20%-40% rent burden (452 units or 23.1%) and census tracts with greater than 60% rent burden (431 units or 22.0%.) A small number of above moderate-income units (32 units or 1.6%) is located in the two census tracts with less than 20% rent burden.

The vast majority of proposed moderate-income units (66% or 514 units) is located in census tracts where 40%-60% of renters are rent-burdened, with 320 (41.1%) of those units located in census tracts that are 40%-50% rent-burdened. The remaining proposed moderate-income units ar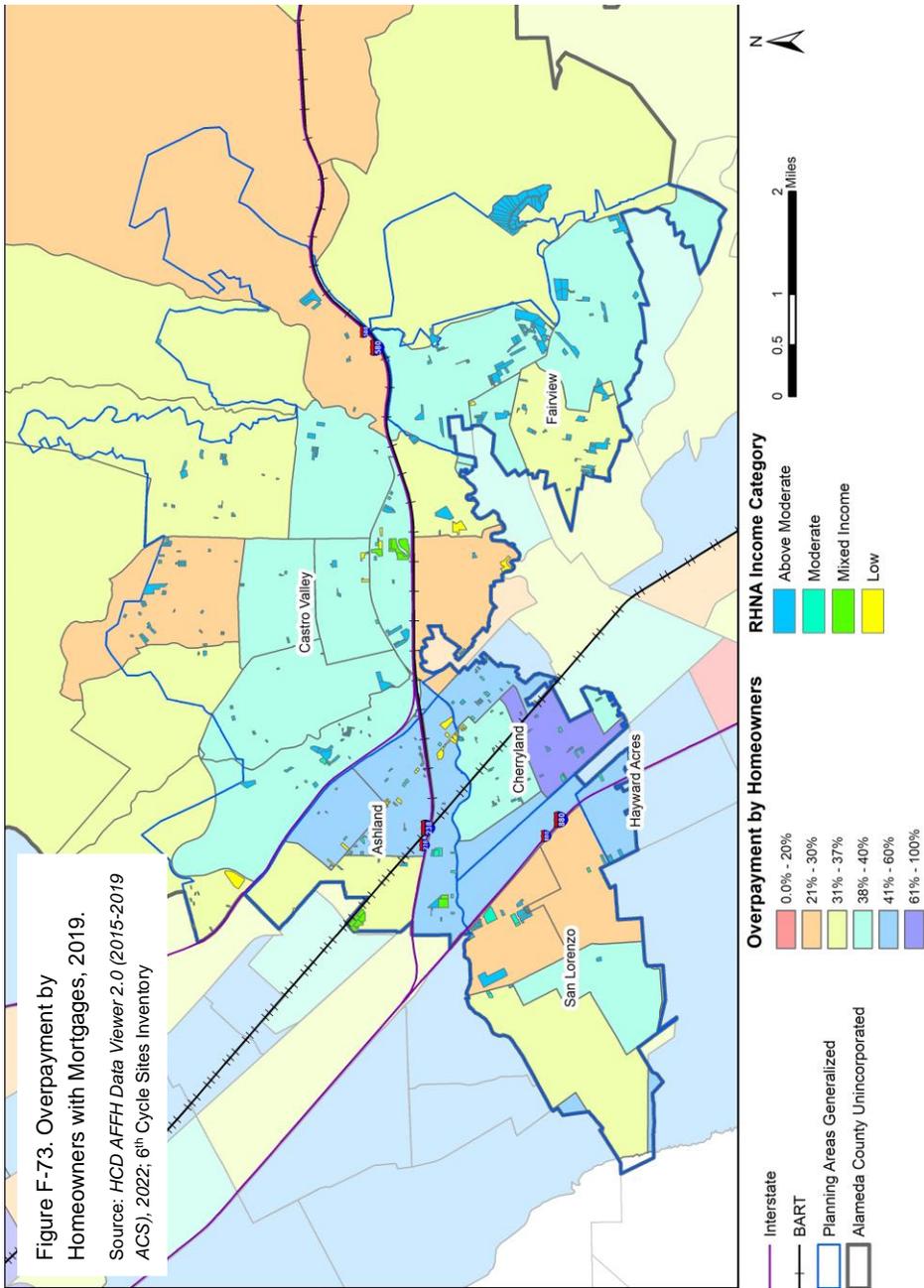e distributed unevenly between census tracts with 20%-40% rent burden (181 units or 23.3%) and census tracts with greater than 60% rent burden (83 units or 10.7%.) No moderate-income units are proposed for the census tracts with less than 20% rent burden.

The majority of proposed low or very low-income units (66% or 1309 units) is in census tracts where 40%-60% of renters are rent-burdened, with 915 units (or 46.4%) located in census tracts that are 40%-50% rent-burdened. A small number of proposed low or very low-income units (11 or 0.6%) is located in the two census tracts that are less than 20% rent burdened, and the remainder is distributed between census tracts with 20%-40% rent burden (386 units or 19.6%) and census tracts with greater than 60% rent burden (277 units or 14%.)

Overall, the sites inventory distributes above moderate, moderate, and low and very low-income sites evenly across census tracts at different percentages of rent burden, relative to the distribution of percent rent burden across census tracts. Even distribution of the sites inventory relative to percent rent burden has potential to alleviate existing patterns of segregation and/or exclusion of members of protected classes

Proposed units and housing cost burden – Mortgage-burdened homeowners

Figure F-73 displays the percent of mortgage-burdened homeowner households in a census tract ("Overpayment of Homeowners") in the following categories: 0%-20%, 20%-30%, 30%-37%, 38%-40%, 41%-60%, and 61%-100%. A majority of census tracts in Ashland, Castro Valley, Cherryland, Hayward Acres, Fairview, and San Lorenzo falls in the 20%-40% mortgage-burdened category. The single unincorporated census tract with over 60% mortgage-burdened households is located in southern Cherryland, directly adjacent to the City of Hayward's A Street border; the census tract with highest mortgage burden also appears to be a R/ECAP area. Six census tracts fall in the 40%-60% mortgage-burdened category: three in southern Ashland, one in eastern Cherryland, one that straddles the Cherryland/San Lorenzo border, and the single Hayward Acres census tract. No census tracts in the project area fall in the "greater than 80%" or "less than 20%" mortgage-burdened categories.

Table F-28: Proposed unit distribution by % mortgage-burdened households

	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
20% to 30%	906	19.3%	655	33.5%	179	23.0%	72	3.7%
30% to 37%	1167	24.8%	318	16.3%	74	9.5%	775	39.3%
37% to 40%	1458	31.0%	772	39.5%	211	27.1%	475	24.1%
40% to 60%	1120	23.8%	181	9.3%	289	37.1%	650	33.0%
greater than 60%	55	1.2%	30	1.5%	25	3.2%		0.0%
Grand Total	4706	100.0%	1956	100.0%	778	100.0%	1972	100.0%

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

Table F-28 shows the proposed distribution of above moderate, moderate, and low and very low-income housing units in unincorporated Alameda County by percent of mortgage-burdened households in a census tract. Because most census tracts in the project area fall in the 20%-40% mortgage-burdened category, a significant majority of all proposed units (75% or 3,531) is located in census tracts that are 20% to 40% mortgage burdened.

A total of 55% of proposed above moderate-income units are located in census tracts that are 30%-40% mortgage burdened, and 33.5% (655 units) of the above moderate-income units are located in census tracts that are 20-30% mortgage burdened.. The remaining above moderate-income units are distributed unevenly between census tracts that are 40%-60% mortgage

burdened (9.3% or 181 units) and those with greater than 60% mortgage burden (1.5% or 30 units).

Proposed moderate-income units are distributed fairly evenly between census tracts that are 20%-30% mortgage burdened (23% or 179 units), 30%-40% mortgage burdened (37% or 285 units), and 40%-60% mortgage burdened (37% or 289 units), with a small number of units (3.2% or 25 units) located in the or greater than 60% mortgage-burdened category.

The majority (63%) of low and very-low income units is located in census tracts where residents are 30%-40% mortgage burdened. The remaining units are unevenly distributed between census tracts with 20%-30% mortgage burden (3.7% or 72 units) and those with 40%-60% mortgage burden (33% or 650 units).

40% of moderate-income sites and 33% of low and very low-income sites are located in census tracts that are more than 40% mortgage burdened, while only 11% of above the moderate-income sites are proposed for those same census tracts. Distribution of more moderate and low and very low-income sites in census tracts with the highest mortgage burden could help to reduce upward housing cost pressure in these areas. Conversely, only 3.7% of low and very low-income units are proposed in census tracts with the lowest mortgage burden (20-30%), which could reinforce existing patterns of segregation in low mortgage-burdened census tracts.

Figure F-72. Overpayment by Renters, 2019.

Source: *HCD AFFH Data Viewer 2.0 (2015-2019 ACS), 2022; 6th Cycle Sites*

RHNA Income Category

- Above Moderate
- Moderate
- Mixed Income
- Low

Overpayment by Renters

- 0.0% - 20%
- 21% - 40%
- 41% - 50%
- 51% - 60%
- 61% - 75%
- 76% - 100%

- Interstate
- BART
- Planning Areas Generalized
- Alameda County Unincorporated

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Figure F-73. Overpayment by Homeowners with Mortgages, 2019.

Source: *HCD AFFH Data Viewer 2.0 (2015-2019 ACS), 2022; 6th Cycle Sites Inventory*

Overpayment by Homeowners

- 0.0% - 20%
- 21% - 30%
- 31% - 37%
- 38% - 40%
- 41% - 60%
- 61% - 100%

RHNA Income Category

- Above Moderate
- Moderate
- Mixed Income
- Low

— Interstate
—+— BART
☐ Planning Areas Generalized
☐ Alameda County Unincorporated

Persons with Disabilities Compared to our Housing Elements' Sites Inventory

Throughout the Unincorporated areas, there is a range of people who have disabilities. The Americans with Disabilities Act (ADA) defines a person with disabilities, "as a person who has a physical or mental impairment that substantially limits one or more major life activity."[30]

Table F-29. Percent of Residents with Disabilities								
	Sum of Total Units per Category	Overall % of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
5-8%	620	13.2%	336	17.2%	70	9.0%	214	10.9%
8-10%	1,160	24.6%	278	14.2%	262	33.7%	620	31.4%
10.1-11%	2,170	46.1%	1,044	53.4%	382	49.1%	744	37.7%
11.1-15%	756	16.1%	298	15.2%	64	8.2%	394	20.0%
Grand Total	4,706	100.0%	1,956	100.0%	778	100.0%	1,972	100.0%
Source: HCD AFFH Data Viewer 1.0 (2015 2019 ACS, Table B18101), 2022.								

Looking at Table F-29, people with disabilities appear very evenly distributed throughout the unincorporated areas, ranging from about 5% of the population to 15% of the population. Overall, 70.7% of units are located in tracts where between 8% and 11% of people have a disability. These tracts are colored yellow and cyan in Figure F-74.

The largest percentage of each income categories' units are in census tracts where 10.1-11% of people have disabilities: 1,044, or 53.4%, of above moderate units; 382, or 49.1%. of moderate units; and 744, or 37.7%, of low and very low income units. Additionally, about 30% of moderate and low and very low income units are located in census tracts where 8% to 10% of residents have disabilities.

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

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[30] "Disability Definition". ADA National Network, 2023, https://adata.org/faq/what-definition-disability-under-ada

Nationally, people with disabilities are twice as likely to be living under the poverty line than people without disabilities.[31] Accessible, affordable housing is imperative. Adding new affordable housing to the neighborhoods where people with disabilities already live could provide them with greater choice in affordable housing without disrupting existing community ties.

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

Overall, the proposed sites inventory does not concentrate any specific kind of housing throughout different concentrations of people with disabilities in unincorporated areas. The map, Figure F-74, shows this as well.

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[31] https://tcf.org/content/commentary/7-facts-about-the-economic-crisis-facing-people-with-disabilities-in-the-united-states/

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Figure F-74. Percentage of Residents with Disabilities, 2019.

Source: *HCD AFFH Data Viewer 2.0 (2015-2019 ACS), 2022; 6th Cycle Sites Inventory*

Population with a Disability
- 0% - 5.0%
- 5.1% - 8.0%
- 8.1% - 10.0%
- 10.1% - 11.0%
- 11.1% - 15.0%
- 15.1% - 64.5%

- Interstate
- BART
- Planning Areas Generalized
- Alameda County Unincorporated

RHNA Income Category
- Above Moderate
- Moderate
- Mixed Income
- Low

N

0   0.5   1   2
Miles

F.5.2 Potential Effects on Access to Opportunity

TCAC Opportunity Map 2023

As shown in Table F-30, most dwelling units (2,314, or 49.2% of units) are located in Low Resource areas. As described in section F.8.2 and shown in Figure F-75, Ashland, Cherryland, San Lorenzo, Hayward Acres, and part of Fairview are Low Resources areas. A close 43.6% (2,006) of units are assigned to Moderate Resource areas, which includes Fairview and southern Castro Valley. Less than one tenth of units are located in High or Highest Resource areas; these are exclusively Above Moderate units.

806, or 41.2%, of above moderate income units are located within Low Resource areas; moderate income units are also concentrated in Low Resource areas, with 75.3% or 586 units located there. Most low income units (1,050, or 53.2%), however, are in Moderate Resource areas, though the other 46.8% (922) of units are in Low Resource areas.

Table F-30. TCAC 2023 Opportunity Index

	Sum of Total Units per Category	Overall **% of** Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
Highest Resource	288	6.1%	288	14.7%	0	0.0%	0	0.0%
High Resource	98	2.1%	98	5.0%	0	0.0%	0	0.0%
Moderate Resource	2,006	42.6%	764	39.1%	192	24.7%	1,050	53.2%
Low Resource	2,314	49.2%	806	41.2%	586	75.3%	922	46.8%
Total units	4,706	100.0%	1,956	100.0%	778	100.0%	1,972	100.0%

Source: HCD and TCAC, 2023; 6th Cycle Sites Inventory.

Overall, the placement of only Above Moderate units in High and Highest resource areas further class segregates. While there is a mixture of units in Low and Moderate Resource areas, the large percentage of low/moderate income units located in these areas may further segregate unincorporated communities and does not necessarily help these households access more resources. At the same time, bringing higher income households (806 above moderate units) into Low Resource areas has the possibility of encouraging displacement of households in these areas, especially for those with precarious financial situations.

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To ensure the distribution of units does not further exacerbate existing issues accessing opportunity, the Alameda County will work to implement a host of policies and programs, described somewhat in section F.7 as well as in the forthcoming Environmental Justice Element.
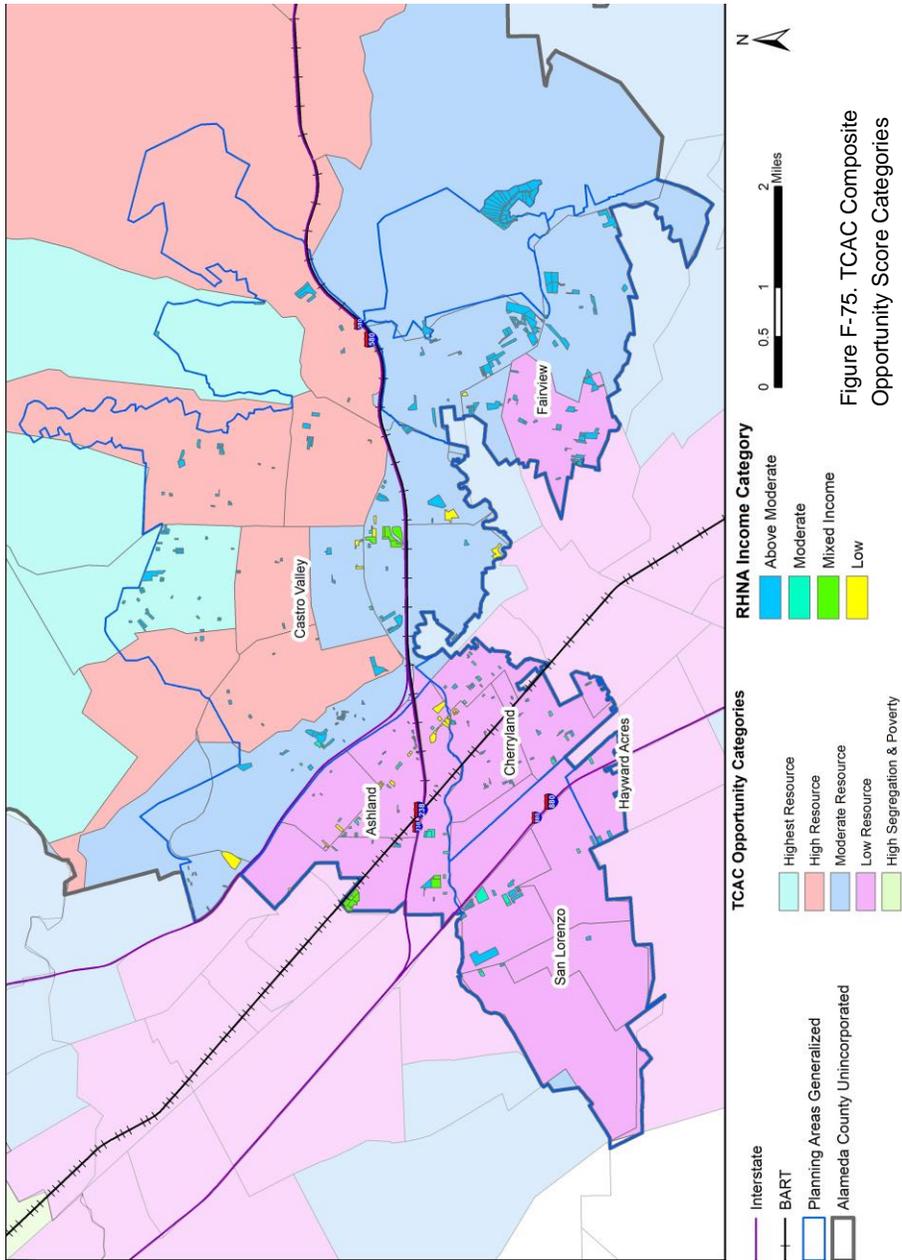
Figure F-75. TCAC Composite Opportunity Score Categories

Source: HCD AFFH Data Viewer 2.0 (HCD and TCAC, 2023); 6th Cycle Sites Inventory

TCAC Opportunity Categories
- Highest Resource
- High Resource
- Moderate Resource
- Low Resource
- High Segregation & Poverty

RHNA Income Category
- Above Moderate
- Moderate
- Mixed Income
- Low

- Interstate
- BART
- Planning Areas Generalized
- Alameda County Unincorporated

CalEnviroScreen 4.0

As discussed in previous CalEnviroScreen 4.0 section (with Figures F-36 and F-37), the composite score combines a variety of different data sources to enumerate the overall pollution burden of a given census tract. The Environmental Justice Element discusses significant

The largest number of units are located in census tracts with CalEnviroScreen Scores between 65% and 75% (1,297 units, or 27.6%), with the second largest number of units located in tracts with CalEnviroScreen Scores between 55% and 65% (1,226 units, or 26.1%) (Table F-31).

Above moderate units are relatively evenly spread out among the categories of scores. Moderate units are slightly concentrated in the 65-75% score category, with 40.7% of units (317) located in those tracts. In Figure F-76, these areas include parts of Ashland and southern Castro Valley. The largest percentage of low and very low units (36.4%, or 717) are located in the 35-45% category, areas like parts of southern Castro Valley, western Fairview, and parts of San Lorenzo.

Notably there are primarily only above moderate income units (435 of 440 units) located in the lowest CalEnviroScreen score strata (<25% and 25-35%). These areas, the darkest green on the map, include northern Castro Valley and parts of Fairview. These same tracts, as shown in Figure F-76, also have among the highest median incomes in Unincorporated Alameda County.

Low-income communities of color are often concentrated in areas with higher pollution. The Castro Valley and Fairview neighborhoods have lower scores, representing areas with less pollution and environmental hazards. Areas located north of Castro Valley Boulevard and south of I-580 East have low CalEnviroScreen scoring areas match with higher median income (Figure F-67) and higher resource areas (Figure F-75). Similarly, areas located south of Fairview Avenue and north of Maud Avenue have the lowest CalEnviroScreen scores.

Because sites, at a jurisdiction-wide level, are concentrated in areas with higher (and therefore worse) CalEnviroScreen scores, the county will implement programs and policies to improve the quality of life in these neighborhoods. The higher-scoring areas overlap with the EJ Element Priority Communities (see Figure F-3), and the forthcoming EJ Element Policies will be prioritized in this geography.[32]

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[32] At the time of writing this, the EJ Element has completed its public review but has not yet been adopted.

Table F-31. CalEnviroScreen 4.0 Composite Scores

	Sum of Total Units per Category	Overall Percentage of Units per Category	Above Moderate Income Units per Category	% of Above Moderate Income Units per Category	Moderate Income Units per Category	% of Moderate Income Units per Category	Low & Very Low Income Units per Category	% of Low & Very Low Income Units per Category
< 25%	227	4.8%	222	11.3%	5	0.6%	0	0.0%
25-35%	213	4.5%	213	10.9%	0	0.0%	0	0.0%
35-45%	1,068	22.7%	337	17.2%	14	1.8%	717	36.4%
45-55%	675	14.3%	395	20.2%	217	27.9%	63	3.2%
55-65%	1,226	26.1%	360	18.4%	225	28.9%	641	32.5%
65-75%	1,297	27.6%	429	21.9%	317	40.7%	551	27.9%
Grand Total	4,706	100.0%	1,956	100.0%	7,78	100.0%	1,972	100.0%

Source: CalEnviroScreen 4.0, 2021; *6th Cycle Sites Inventory*

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Figure F-76. CalEnviroScreen 4.0 Composite

Source: CalEnviroScreen 4.0, 2021; 6th Cycle Sites Inventory
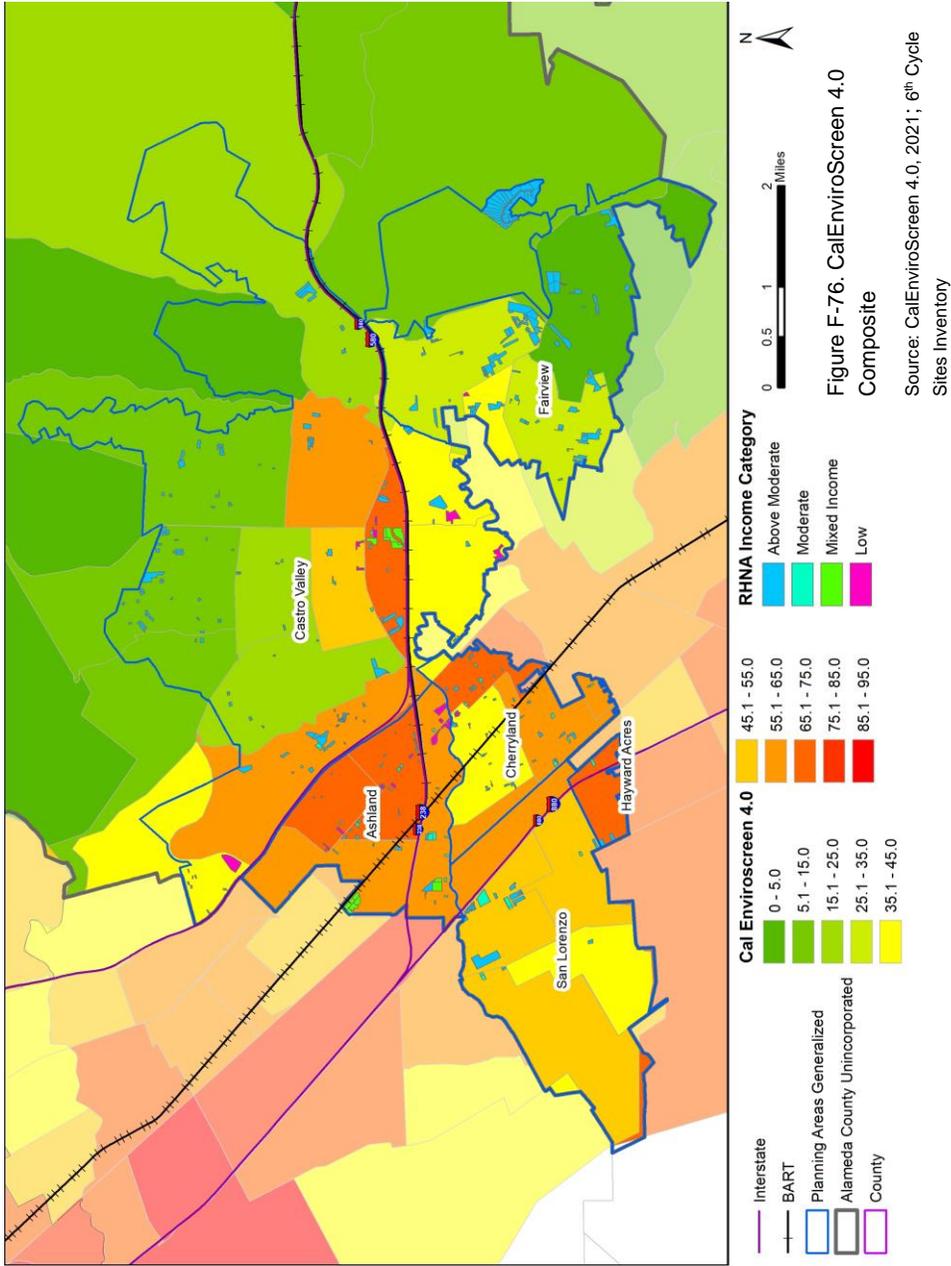
Section F.6 A History of Housing in Unincorporated Alameda County

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

The Early Period

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

Spain was the first to colonize the Pacific Coast, stealing land from indigenous nations.[33] The Ohlone peoples, like many other indigenous nations in the Bay Area, were effectively enslaved and forced to work on Mission San Jose, located in modern-day Fremont, until the mission system was abolished in 1834. This is the first documented example of unfair housing in unincorporated Alameda County: Franciscan missionaries forced people from their homes and made them live in squalid conditions to serve the missions.

By 1800, three years after the founding of Mission San Jose, several hundred Ohlone people were made to live at the mission under the rule of Spanish Franciscan missionaries. As Spanish, and later American, colonization progressed, the Indigenous peoples of the Bay Area were systematically and violently removed from their lands and homes. In the 1850s, indigenous removal culminated in a messy attempt at negotiating treaties to move indigenous nations onto reservations. Simultaneously, Congress created a land title verification system for California without informing any native peoples. Together, these two processes effectively removed native people throughout California from their lands.[34] This was only one form of violence the Ohlone and many others withstood; from the start of colonization through the 1880s, the Ohlone population in the Bay Area dropped by almost 90% due to violence, displacement, and widespread disease brought by colonizers.[35]

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

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[33] For detailed history on the Mission period in the Bay Area: https://www.loc.gov/collections/california-first-person-narratives/articles-and-essays/early-california-history/missions/
[34] State of California Native American Heritage Commission, http://nahc.ca.gov/resources/california-indian-history/
[35] Roots and Race, UC Berkeley Belonging Institute, Haas Institute, 2019 https://belonging.berkeley.edu/sites/default/files/haasinstitute_rootsraceplace_oct2019_publish.pdf

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

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

Among those buying land was William Meek, who went on to build the Meek Estate and run an agricultural empire of 3,000 acres in Alameda County. While Meek and other wealthy people built mansions, most people did not live this way. In a recorded interview, Meek's late granddaughter Gladys Volkman (1887-1984) recalled how Chinese families, and later Japanese families, employed by the estate lived in a village of 'shacks' on the property.[36] Chinese American workers lived in similar conditions on neighboring properties and large businesses. The difference in living conditions – shacks compared to the still-existing Meek Estate – highlights the way economic class and race limited peoples' access to housing at this time.

The Twentieth Century

At the beginning of the 1900s, most of Alameda County was unincorporated, and much of the area was still agricultural. An advertising brochure, *The Garden of Eden*, published by the *Hayward Review* in 1905 details a variety of agricultural uses for the area: orchards, berries, vegetables, grains, poultry and dairy farms. It details how tracts of 10-20 acres were being made for people of 'small means,' but in reality purchasing any amount of land required then, as it does now, access to wealth.[37]

The gradual subdivision of the Meek estate meant others had opportunity to purchase land. Southern and central Alameda County were desirable areas in part because of their relative proximity to San Francisco and excellence for agriculture. Advertisements presented Cherryland as a way of accessing the splendor of previous generations. One ad (Figure F-77) reads "If you were in Cherryland today, you could … enjoy a beautiful manor house where life may be enjoyed in the big generous way of the old regime."[38]

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[36] Meek Mansion (All Roads Lead to Hayward), 2013. https://www.youtube.com/watch?v=uSFnpUfcUMs.
[37] The Garden of Eden pamphlet, published in 1905 by the Hayward Review, is available digitized and hosted online by the Hayward Area Historical Society. It and other resources are available here: https://www.haywardareahistory.org/resources-for-researchers-index
[38] Advertisement of housing and land in Cherryland published in San Francisco Call, Volume 110 on November 30, 1911. Newspaper clipping was accessed at the Hayward Area historical Society on September 23, 2022.

Figure F-77. Advertisement of housing and land in Cherryland published in San Francisco Call, Volume 110 on November 30, 1911. Newspaper clipping was accessed at the Hayward Area historical Society on September 23, 2022.

From the 1920s through the 1940s the number of farms and orchards continued to slowly decrease as the population of the area grew and farms were subdivided for housing tracts. In the 1940s through the 1960s the conversion of agricultural land to housing accelerated dramatically.[39] Throughout this period, racial and ethnic minorities were actively excluded from owning property and living in predominately white neighborhoods due to exclusionary housing policies and practices including redlining and racial steering. While the unincorporated areas of the County were not subject to redlining, racial steering tactics, such as restrictive covenants on property deeds, prohibited the sale of property to people from non-white racial groups. As an example of this practice, local newspaper advertisements published in 1940 for "Castro Valley Orchards" noted that "Building and race restrictions insure your investment" (Figure F-78). These practices forced racial and ethnic minorities into the few neighborhoods available to them, including Russell City and Kelly Hill in the unincorporated community of Fairview.

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[39] *Hayward Area Historical Society 2021. https://www.haywardareahistory.org/agricultural-history.*
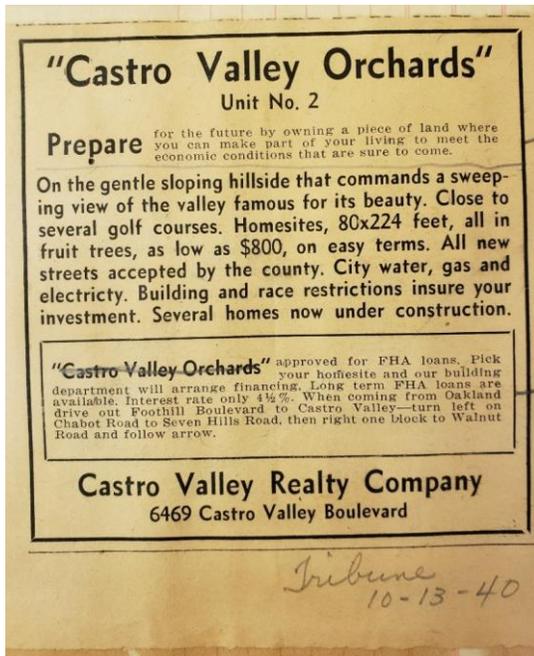
Figure F-78. Ad for "Castro Valley Orchards" housing placed in the Oakland Tribune in 1940. Similar ads were placed throughout 1939 and 1940. It reads that "Building and race restrictions guarantee your investment and assures correct environment." Oakland Tribune. Newspaper clipping accessed at the Hayward Area historical Society on September 23, 2022.

Anti-Chinese Racism in the Bay

The Workingmen's Party and Anti-Coolie Association were active throughout the Bay Area, including in central Alameda County; their efforts resulted in racialized zoning ordinances in the 1870s and 1880s, the California Anti-Coolie Act in 1862, and the federal Chinese Exclusion Act. Passed in 1882 it prohibited all immigration of Chinese laborers for 10 years. In the Bay Area, San Pablo, San Jose, Antioch, and other towns forcibly expelled Chinese American residents in 1886.[40]

San Francisco attempted to ban laundry washing businesses in all-white neighborhoods in 1880; this ordinance implicitly targeted Chinese peoples and was not used against non-Chinese laundry owners. Ultimately, the US Supreme Court declared the ordinance unconstitutional in 1886 in the case Yick Wo v. Hopkins. In 1890, San Francisco tried to outright ban Chinese Americans from living in specific parts of the city through Bingham Ordinance in 1890. It was quickly struck down by a federal court, but not long after, neighboring Berkeley's 1916 zoning ordinance was used as a tool of racial segregation. Neighborhoods petitioned to be zoned, with some residents citing the locations of Chinese- and Japanese- owned laundries or of gathering spaces for the Black community as reasons to enact zoning.[41]

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

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[40] Roots and Race, UC Berkeley Belonging Institute, Haas Institute, 2019
https://belonging.berkeley.edu/sites/default/files/haasinstitute_rootsraceplace_oct2019_publish.pdf
[41] Ibid.

rights to property and specifically remove Japanese farmers from California's agricultural economy, eventually banning their ability to lease or subcontract on agricultural land.[42]

Japanese Internment

The late 1800's saw an increase in the number of Japanese immigrants entering California, primarily through San Francisco. As a result, the first large settlement of Japanese in California was in San Francisco, with smaller communities forming later in Alameda County. According to the U.S. Census, in 1890 184 Japanese lived in Alameda County. By 1910, the Japanese and Japanese American population in Alameda County had grown to 3,266.[43] Many of the early Japanese immigrants, who were primarily men seeking work, settled in the Eden area of unincorporated Alameda County. Some worked in the salt works in what is now Newark and Union City. Many worked in agriculture, starting as laborers or working as sharecroppers on local farms since they could not initially afford to buy land or equipment, but were eventually able to start their own successful flower-growing businesses.[44]

In 1908, the United States and Japan entered into the "Gentleman's Agreement," an informal agreement between the two governments whereby Japan agreed to not allow further emigration to the U.S. and the U.S. agreed to not impose restrictions on Japanese immigrants already living in the country. In 1913 California passed the Anti-Alien Land Law which prohibited any Japanese alien from buying land. In 1920, a second state law prohibited Japanese aliens or companies from buying or leasing land in California. One of the properties confiscated by the state as a result of this law was the Shibata family's Mount Eden Nursery, which had been in operation since 1918 (Mount Eden is now part of the City of Hayward.). The Shibatas were eventually able to regain ownership of the land after a long legal battle.[45]

Social organizations became the center of a thriving Japanese American community in the Eden area despite racist barriers to their success. In 1931, Minoru and Masa Okada donated farmland next to their nursery in Ashland for construction of the Ashland Gakuen. Japanese American children from the East Bay commuted there for after-school Japanese language instruction, and the gakuen also served as a social gathering place. The gakuen thrived for over ten years until Japanese Internment in 1942.[46]

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

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[42] Ibid.
[43] *National Park Service, A History of Japanese Americans in California: Patterns of Settlement and Occupational Characteristics* *https://www.nps.gov/parkhistory/online_books/5views/5views4b.htm*
[44] *Yo Kasei, Eden Japanese Community History, Hayward Area Historical Society*
[45] Ibid.
[46] *Eden Japanese Community Center website, http://www.edenathleticclub.org/edenjcc.html*

report for removal to the interior of the country to live in internment camps. Many of the area nurseries fell into disrepair during the internment of the Japanese American community.[47] The Shibatas were able to lease their nursery to William Zappettini, an Italian immigrant, until they returned. After the war ended in 1945, many, but not all, of the nursery owners were able to regain control of their businesses and the nurseries recovered.[48]

The school hall at the Ashland Gakuen functioned as a hostel for returning and relocating Japanese Americans for a few years following the war, but the building was subsequently destroyed by fire. In 1960, the Eden Township Chapter of the Japanese American Citizens League (JACL) organized an effort to rebuild the Eden Japanese Community Center at the original site of the Ashland Gakuen and construction was completed in 1962. The Eden Japanese Community Center continues to operate today at 710 Elgin Street in Ashland as the home of the Eden Athletic Club (EAC), the Eden Chapter of the JACL, the Eden Youth Group, and the Eden Senior Center.[49] In later years, those associated with JACL have also worked to create supportive housing for community elders.

Many of the nurseries continued to operate into the early 1980s when the last of the properties were purchased by developers for new homes and industries.[50] The federal Civil Liberties Act of 1988 granted reparations to Japanese Americans who had been wrongly interned by the United States government during World War II. The act granted each surviving internee $20,000 in compensation.

Redlining in the Bay Area

Exclusionary zoning like that in Berkeley caught on throughout the Bay Area and the country. By establishing neighborhoods or entire towns that did not allow more dense, more affordable housing, the Bay Area became more clearly segregated through race and class. Historic analysis makes clear that these zoning decisions – many of which continue to shape the Bay Area today – were motivated by racism.[51] Exclusionary zoning created areas of concentrated poverty and concentrated wealth, and the opportunities or lack thereof available in neighborhoods reinforced cycles of poverty and the building of wealth, respectively.[52]

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

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[47] *Hayward Area Historical Society,* *https://www.haywardareahistory.org/wwii-homefront-japanese-americans*

[48] *Hayward Area Historical Society website, https://www.haywardareahistory.org/mount-eden*

[49] *Eden Japanese Community Center website, http://www.edenathleticclub.org/edenjcc.html.*
[50] *Hayward Area Historical Society website, https://www.haywardareahistory.org/mount-eden.*
[51] Roots and Race, UC Berkeley Belonging Institute, Haas Institute, 2019
https://belonging.berkeley.edu/sites/default/files/haasinstitute_rootsraceplace_oct2019_publish.pdf
[52] The Century Foundation. https://tcf.org/content/facts/understanding-exclusionary-zoning-impact-concentratedpoverty/?agreed=1&agreed=1

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

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

Most of Alameda County was too rural to be mapped at the time, but Berkeley, Oakland, and Alameda were mapped by HOLC. Nationally,74% of neighborhoods called "Hazardous" are low to moderate income today and almost 64% are primarily peopled by people of color.[53]

Industrial Boom and Exclusionary Housing Practices in Central Alameda County

World War II brought people from across the country to the Bay Area seeking jobs in the defense industry. This rapid population growth continued after the war and was accompanied by a boom in the construction of housing throughout the Bay Area for the workers and their families. The earliest phase of San Lorenzo Village, an unincorporated community comprising 3,000 single-family homes, as well as schools, churches, and commercial buildings, was built between 1944 and 1951. By industrializing the construction process and standardizing the design of the housing units, developer David Bohannon was able to construct the homes in the Village at an unprecedented rate, significantly reducing the cost.[54]

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

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

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

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[53] 8 HOLC "Redlining Maps," The persistent Structure of Segregation and Economic Inequality, NCRC, Bruce Mitchell, PhD. Accessed February 20 2023. https://ncrc.org/holc/.
[54] Andrew Hope, "Evaluating the Significance of San Lorenzo Village, a Mid-20th Century Suburban Community," CRM Journal, Summer 2005.

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

Some racial restrictions were less formal and more dangerous than restrictive deeds. Neighboring San Leandro was likely a sundown town, forcing people of color seeking employment in the town's growing industrial sector to live further away from their jobs.[55] The combination of some neighborhoods in Unincorporated Alameda County having racial deed restrictions (Castro Valley, San Lorenzo) and neighboring towns having restrictions as well helped facilitate patterns of segregation seen in other parts of this appendix.

After the landmark United States Supreme Court case Shelley v. Kraemer made it illegal to enforce racial covenants in 1948,[56] Hayward-area law firm M. C. Friel and Associates would develop workarounds to this rule for homeowners who wanted to maintain segregation.[57] Even

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[55] City of San Leandro. "Chapter 5: Affirmatively Furthering Fair Housing (AFFH)," 2022. https://slhousingelement.com/wp-content/uploads/2023/02/5-Affirmatively-Furthering-Fair-Housing.pdf.
[56] You can read about this landmark case here: https://www.law.cornell.edu/wex/shelley_v_kraemer_(1948)
[57] Self, Robert O. American Babylon: Race and the Struggle for Postwar Oakland. Princeton University Press, 2003. http://hdl.handle.net/2027/heb08985.0001.001.

without legal ability to enforce racial covenants, some homeowners' associations in Castro Valley worked to keep their neighborhoods white, as depicted in Figure F-79.
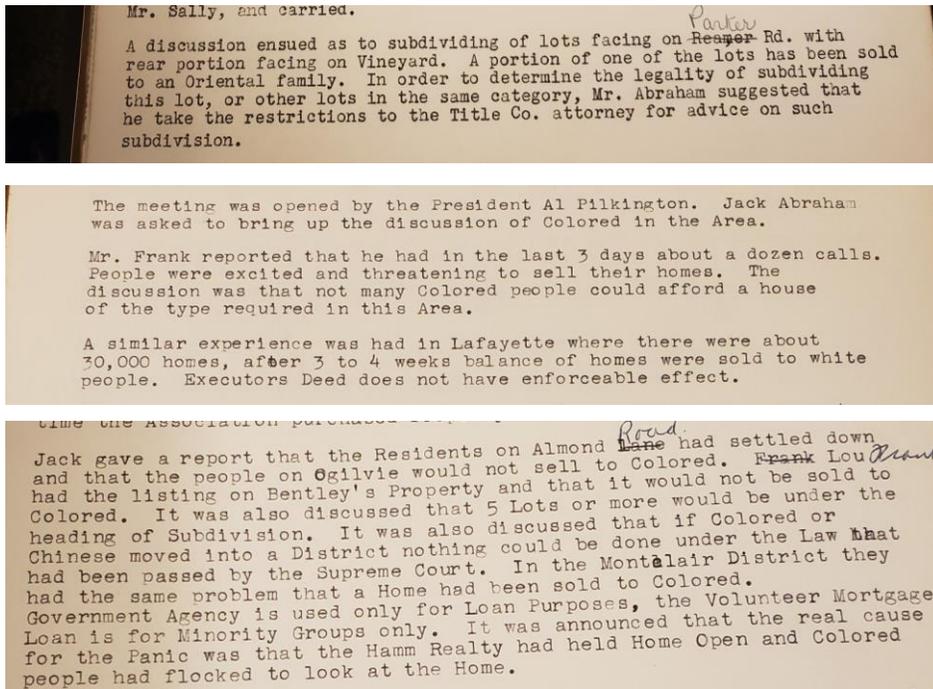
Figure F-79. These excerpts show several paragraphs of Castro Valley Orchards' HOA minutes from 1956 and 1957. The text describes concern over an Asian family purchasing land, neighborhood panic over the idea of a Black family buying a home, and the realization that the HOA could not legally stop people of color from buying homes, but that individual sellers could choose not to sell to families of color. Minutes were accessed at the Hayward Area Historical Society on September 23, 2022.

Anecdotally, people continued to experience racism in Castro Valley well after racial deed restrictions were no longer enforceable. For example, Bay Area Author Lalita Tademy has given quotes for many years about the difficulties her family faced as Black residents in Castro Valley after moving into a house her father built in 1957 and how unwelcome neighbors made them feel.[58]

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

Many Mexican and Mexican American East Bay residents lived in colonias. These communities predated the war, and while they gave Latine residents greater housing choice than their Black counterparts, this housing stock faced similar problems. Particularly in unincorporated county, this housing was old, owned by absentee landlords, and lack basic services or amenities from Alameda County like sidewalks or paved streets. People lived in overcrowded units and were constantly under threat of being removed and having their community redeveloped like the formerly-agricultural land around them. These problems are, in many ways, the very same that face modern residents of Unincorporated Alameda County.[59]

Post-War

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

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

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

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

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

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[59] Self, Robert O. American Babylon: Race and the Struggle for Postwar Oakland. Princeton University Press, 2003. http://hdl.handle.net/2027/heb08985.0001.001.

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

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

Russell City

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

Russell City lacked sewage, plumbing, and electricity. Like neighboring areas, Russell City was agricultural; unlike the orchards of the Eden Area, it was home to locally owned but noxious agricultural use, a pig farm. Russell City was also a cultural center with people in need of services and public facilities.[60] As an unincorporated community, the most local representative for the people of Russell City was their county supervisor; the County of Alameda was responsible for their wellbeing in the way any government body would be.

In the early 1950s, at the same time that post-war housing was being built throughout the Bay Area, residents of Russell City worked with the Eden Council for Civic Unity to push the County Board of Supervisors to provide running water and sewer services to their neighborhood. By 1950, the neighborhood had neither, and consequently the County refused to issue new building permits to people in Russell City "due to health and sanitation reasons." In 1950, the *Daily Review* ran a series of articles detailing political arguments over which jurisdiction should be responsible for providing water and sewer to Russell City: the County or the neighboring City of Hayward.[61] Hayward elected officials and County Supervisors both pointed to the other as responsible for extending water and sewer lines to Russell City.

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

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[60] Schwartz, Katrina. "Remembering Russell City: A Thriving East Bay Town Razed by Racist Government." KQED. Accessed September 6, 2022. https://www.kqed.org/news/11922175/remembering-russell-city-a-thriving-east-bay-town-razed-by-racist-government.
[61] This includes "Verbal Tilt Over Russell City Water" published on June 28, 1950 and "Harry 'Passes Buck' to George on Bad Russell City Water Problem" published on August 16, 1950. Newspaper clippings were accessed at the Hayward Area Historical Society on September 23, 2022.

– to install a basic sanitation services in the rapidly densifying part of the Bay Area.[62] Disagreements about which jurisdiction's waterline made more sense to extend ultimately meant that the people of Russell City were forced to live without sewer, running water, or the ability to legally construct new buildings. Whether or not Alameda County was legally responsible for the wellbeing of Unincorporated residents, the Board of Supervisor's refusal to fund water and sewer to the neighborhood ultimately resulted in inadequate and unsanitary housing as well as a barrier to building additional buildings.

The people of Russell City spent more than 10 years trying to navigate local government processes to keep their community intact. Residents attempted to fund infrastructure on their own, but the 'improvements on the area' – the buildings the people of Russell City lived their lives in – were deemed not valuable enough to issue a bond to fund any improvement. Residents formed a community services district and applied for incorporation of the neighborhood into a legally recognized city. Instead, Russell City was labeled as 'blighted' and a 'slum' and told they did not have the tax base to afford services. Residents of Russell City pushed to be zoned for 'single family residential' as a way to qualify for federal redevelopment grants. At the same time, one of a series of Alameda County Grand Juries on Russell City had recommended that the neighborhood be rezoned for industrial use.[63]

In 1963, the County Board of Supervisors approved a $1.8 million dollar plan to turn Russell City into an industrial park. That same year, Hayward made plans to run water and sewage lines to the area to serve future industry.[64] Before 1963 had ended, homes in Russell City were being condemned and appraised for purchase value. The City of Hayward began purchasing properties in Russell City and annexed the community in 1964. The remaining residents were evicted using eminent domain, and an industrial park was built.

In 2021, the city of Hayward issued a formal apology for its role in removing the Russell City community; since then, Hayward has begun the Russell City Reparative Justice Project.[65] At the time of this writing, the project is ongoing and has not made recommendations.

1960s Kelly Hill

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

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[62] "Bartell's Answer" was published in the *Daily Review* on August 25, 1950. Newspaper clipping was accessed at the Hayward Area Historical Society on September 23, 2022.
[63] Digitized newspaper clippings about Russell City are hosted online by the Hayward Area Historical Society and are available here: https://www.haywardareahistory.org/resources-for-researchers-index
[64] Ibid.
[65] More information about the Russell City Reparative Justice Project can be found on the City of Hayward's website here: https://hayward-ca.gov/russell-city-reparative-justice-project

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

Volunteers interviewed approximately 600 of the 900 households between December 1965 and February 1966 residing in the following area depicted in Figure F-80: along Kelly St from Bayview Ave east to the end, streets leading into Kelly from the north, bordered by D St from Medieros east and along Fairview to the Fairview Cemetery.
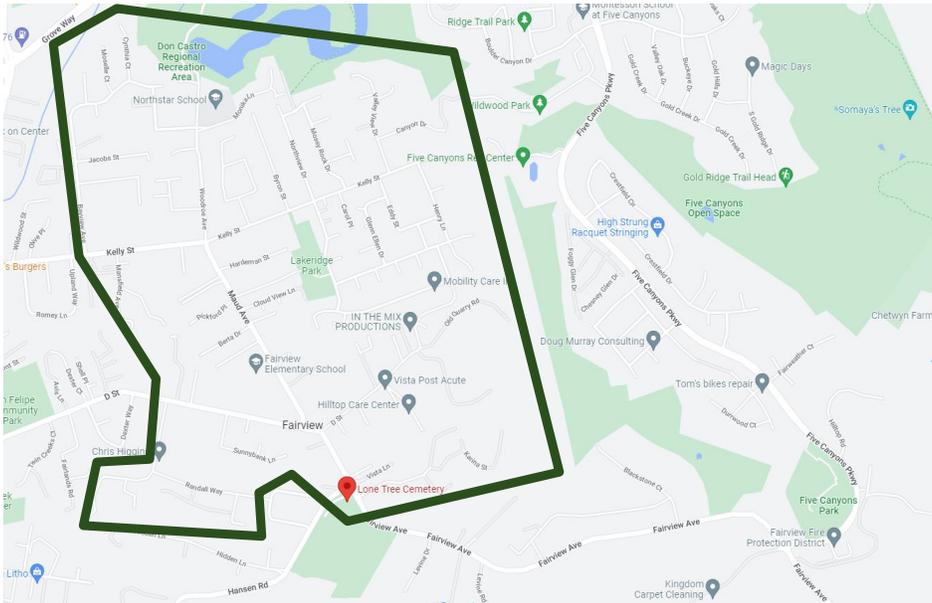

Figure F-80. Approximate visualization of the area surveyed by Hayward's Human Resources Commission in 1967.

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

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

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

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

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

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

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

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

Reflection on Planning Documents from the Late 20th Century

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

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

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

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

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

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

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

Caltrans 238 Bypass Corridor Parcels

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

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

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

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

In 2016, the City of Hayward entered into a Purchase and Sale Agreement with Caltrans under which the City purchased ten different parcel groups along the corridor from Caltrans to enable the City to pre-plan and partially entitle each parcel group before it is sold to a developer. Parcel Groups 8 and 9 include parcels in the Unincorporated Area as well as within the City. The County maintains land use authority over the unincorporated parcels and is coordinating with the City in the planning for these parcel groups.[66] Several vacant parcels along Oak Street which were previously owned by Caltrans provide the opportunity for additional missing-middle and low-income housing and are included in the site inventory in Appendix B of this document.

Housing Now

Residents continue to push for fair housing practices in Unincorporated Alameda. My Eden Voice and Eden Renters United are important voices in the fight for fair housing for renters. Some residents are organizing a community land trust, known as the Eden Community Land Trust, as an alternative means of providing long-term affordable housing.

In county government, the Housing and Community Development Department (HCD) continues to offer funding and programming to support residents around housing in many ways.

On March 28, 2023, the Board of Supervisors voted to establish a 15-member Reparations Commission with each Supervisor appointing three members. The Commission will create a draft action plan based on its research that will make significant and lasting progress toward repairing public and private systematic discrimination. The Commission will also maintain communication with local municipalities focused on reparations to have coinciding efforts, and if possible, collaborate jointly. The Commission will provide bi-monthly updates to the Board of Supervisors Ad Hoc Committee on Reparations. The draft action plan will include short-term, medium-term, and long-term recommendations. The Board of Supervisors Ad Hoc Committee on Reparations consists of no more than two members of the Board of Supervisors, who are overseeing the formation of the Reparations Commission, listening sessions and receive reports on the creation of the draft action plan from the Commission. The Commission will present a draft action plan to the Board of Supervisors Ad Hoc Committee no later than July 1, 2024, for final approval by the full Board of Supervisors.

Concurrent with the writing of the 6th Cycle Housing Element, planning staff are also completing the first Environmental Justice (EJ) Element. The EJ Element will outline a series of policies to

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[66] *City of Hayward Website - https://www.hayward-ca.gov/238/background and various county documents.*

improve the quality of life of many residents in the Unincorporated communities, including around housing quality and access.

Section F.7   Contributing Factors and Meaningful Actions

F.7.1   Disproportionate Housing Need

Issue #1: Concentrations of sensitive communities at risk of displacement

Overcrowding does not appear as a significant issue based on census data, but it is consistently referenced as significant problem in the unincorporated communities through engagement. It is unclear whether overcrowded households in unincorporated communities are comprised of multiple individual families or of larger/multigenerational families. For some, better housing may be larger units; for others, better housing may just be additional affordable housing in their neighborhood.

Preserving existing affordable units is a significant part of maintaining affordability and mitigating displacement in urban unincorporated. Levels of rent burden and mortgage burden vary throughout urban unincorporated, but particularly in the Eden Area and southern Castro Valley managing the affordability of units can help existing communities thrive. These were also issues identified in the Environmental Justice Element.

Table F-32.

Contributing Factors	Priority Level	Goals and Actions
Overcrowding	Medium	Encourage development of ADUs and affordable multi-bedroom units *See Program 1.K: ADU Ordinance Compliance; Program 2.C: ADU One-Stop-Shop; Program 2.J: ADUs with Multi-Family Developments; Program 6.K: Inclusionary Housing*
Overcrowding	Medium	Continue ADU legalization program with Code Enforcement
Increasing rental prices and cost burden	High	Work with community members and Board of Supervisors to determine appropriate legislative next steps to protecting existing affordable housing.
Increasing rental prices and cost burden	High	Potentially limit redevelopment of existing affordable housing and require the construction of replacement housing for losses of low- and moderate-income housing units.

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		See Program 2.L: Protect Existing Affordable Housing Units
Mortgage burden	Medium	Increase outreach to homeowners about existing state funded and federally funded programs See Program 6.M: Foreclosure Prevention

F.7.2 Access to Opportunity

Issue #2: Lower resource access throughout the Eden Area and southern Castro Valley

As discussed throughout section F.5 AFFH and the Sites Inventory, the sites inventory is more heavily concentrated in lower resource areas as defined by the TCAC resource categories. As discussed in Appendix B, the sites inventory locations are a function of where vacant and underdeveloped lots exist. While the so-called lower resource areas of unincorporated Alameda County do not have access to the same educational, economic, or environmental resources as defined by their TCAC scores, they have access to the only public transportation currently serving the unincorporated communities. Specifically, downtown Castro Valley, the Bay Fair area, and the Mission Boulevard and East 14th St have the only High Quality Transit stops in the unincorporated communities. Areas around high quality transit have been privileged for housing through a variety of recent state laws. Low and moderate resource areas include the primary commercial and medical facilities in the unincorporated communities. There have been recent significant investments in Eden Area commercial areas: Mission Boulevard, East 14th Street, and Hesperian Boulevard have class IV bike lanes, wider sidewalks and street furniture, among other amenities now.

Meanwhile, the high and highest resource census tracts of Castro Valley do not have the same access to public transportation -- there are no buses running in the area, and narrow hillside streets may preclude them – or grocery stores. While there are more parks per capita in these areas, there are fewer medical services.

Engagement through the concurrent Environmental Justice element process details the kinds of amenities and resource needed by community members, and the element has a variety of programs and policies designed to improve the quality of life particularly in the EJ Priority communities. Mitigating air quality impacts is one of many such policies.

Table F-33.		
Contributing Factors	**Priority Level**	**Goals and Actions**

Need for investment in southern Castro Valley	Medium	Exploring additional specific plan for southern CV to address community concerns
Proposed addition of new lower income units in lower opportunity areas	High	Implement a Community Benefits Agreement policy to bring resources in addition to new housing to lower opportunity areas *See Program 4.K Community Benefits Agreements*
Indoor air pollution from highways	Medium	Partner with BAAQMD to promote and install air filters for new and existing units *From the Environmental Justice Element: See Policy EJ2.2 Protect Sensitive Receptors and corresponding Action EJ2.2A and Action EJ2.2B*

F.7.3   Integration and Segregation

Issue #3: Patterns of segregation between northern Castro Valley and the Eden Area

Disability-related data discussed throughout this appendix shows that there are not significant concentrations of people living with disabilities in the unincorporated communities; this points to a need for more accessible housing throughout unincorporated communities. Similarly, there are not neighborhoods with significant concentrations of people living under the poverty line, pointing to a need for more affordable housing throughout the communities.

As described in the TCAC data discussions, very few units overall are proposed for higher-opportunity areas located in the Castro Valley Hills, and those that are proposed are for higher income households. Proposed units for a wide variety of incomes are in lower resource areas, primarily southern Castro Valley, Ashland, and the San Lorenzo Village are. Existing lower income households in these neighborhoods are at risk of displacement without additional policies to ensure existing affordable housing remains affordable in the face of new investments.

Table F-34.		
Contributing Factors	**Priority Level**	**Goals and Actions**
Greater access to accessible housing	Medium	Research, draft, and propose a Universal Design policy

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		See Program 4.G: Assist Seniors and Disabled Persons to Maintain and Rehabilitate their Homes
Greater access to affordable housing	High	Research, draft, and propose Inclusionary Zoning policies *See Program 6.K: Inclusionary Housing*
Greater access to affordable housing	High	Continue to promote SB 9 lot splits through educational materials, including eligibility maps. Track yearly SB 9 units. *See Program 1.M: Senate Bill 9 Compliance*
Greater access to affordable housing	High	Continue to promote development through ADU construction in accordance with state laws to increase densities on smaller sites, particularly those in higher resource areas like northern Castro Valley. *See Program 1.K: ADU Ordinance Compliance; Program 2.C: ADU One-Stop-Shop; Program 2.J: ADUs with Multi-Family Developments;*
Proposed addition of new higher income units in areas with heightened displacement risk	High	Work with community members and Board of Supervisors to determine appropriate legislative next steps to mitigating displacement.
Lack of affordable housing in high resource areas	High	Through the Housing Element Overlay, all moderate and low or very-low income sites in the inventory wil have the number of units identified in the sites inventory by-right, ensuring that all sites are maximized.

Commented [OOC1]: Reference Jose's SB 9 comments in this program

Commented [OOC2]: Reflect in rezone programs

F.7.4   Fair Housing Enforcement and Outreach

Data show that the most common basis of discrimination involved in fair housing complaints received from the Unincorporated Area from 2016 to 2021 was disability and the second most common basis during this time period was race-based discrimination. The 2020 *Alameda County Analysis of Impediments to Fair Housing* identified lack of local private fair housing outreach and enforcement, lack of local public fair housing enforcement, and lack of resources for fair housing agencies and organizations as contributing factors in fair housing issues throughout the County. The report also states that stakeholders and participating jurisdictions have commented that inadequate funding and organizational capacity are the primary limitations on expanding or

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improving fair housing enforcement. Additionally, unincorporated Alameda County's disproportionately large re-entry population continues to face housing discrimination.

Table F-35		
Contributing Factors	Priority Level	Goals and Actions
Need for fair housing services	High	Continue to contract with fair housing service providers to educate about fair housing law and recommended practices, including the importance of reasonable accommodation under ADA; to respond to housing complaints; to mediate housing conflicts; to reach out to households with disproportionate housing need; and to continue fair housing testing and audits. *See Policy 5.1; Program 6.H: Fair Housing Services*
Need for fair housing services	High	Provide financial assistance to clinics that provide free or reduced-costs legal services for low-income rental households facing barriers to affordable housing. *See Program 6.G: Displacement Protection*

Commented [OOC3]: Reflect in programs

Attachments:

1. Regional Analysis of Impediments to Fair Housing Choice, County of Alameda (Online only)