City of Livermore

HOUSING ELEMENT

2009 to 2014

LIVERMORE
CALIFORNIA

Adopted March 8, 2010

City of Livermore

2009 Housing Element

Reviewed by the Livermore Planning Commission, February 2, 2010

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EXECUTIVE SUMMARY

PURPOSE

The Housing Element addresses one of the most basic human needs for shelter. It also provides a critical link between land use, transportation, and conservation policies, which define the location, layout, and movement of people and goods. For a region to have a strong and balanced economy, its workers must also have places to live within their economic means. From the perspective of human needs, housing should be high on the hierarchy of policy priorities.

The City of Livermore Housing Element is part of the City's General Plan, a comprehensive policy framework regarding the physical, economic, and social development of the City. This update to the Housing Element supersedes the Livermore Housing Element adopted in 2003. The Housing Element is intended to assist local jurisdictions in identifying housing needs for residents of all income levels and developing an action program to meet those needs. The Housing Element should be used in conjunction with the Land Use Element to identify appropriate sites and land use designations for the development of quality, affordable housing. The Housing Element must be internally consistent with other General Plan elements and address State mandates that can restrict the ability of the City to designate certain sites for housing.

The Housing Element consists of five chapters: Introduction, Housing Needs Assessment, Housing Opportunities and Constraints, Housing Resources, and the Housing Plan. The Introduction explains the role of the Housing Element, the data sources used to conduct the housing needs assessment, the public involvement process, and the relationship of the Housing Element to the General Plan. The remainder of this executive summary highlights the key findings and considerations of the other chapters.

HOUSING NEEDS ASSESSMENT

POPULATION CHARACTERISTICS

- From 2000 to 2008, the population of Livermore increased at an average annual rate of 1.7 percent, a significantly greater rate than Alameda County's rate of 0.8 percent.
- The median age for the City of Livermore was just under 39 years of age in 2006, slightly older than Alameda County's median age of 37.
- Young adults decreased in number and proportion from 2000 to 2006 in both Livermore and Alameda County. In Livermore, the decrease in young adults was countered by a large increase in seniors (age 65 years and older) over the same time period.
- In 2006, 8 percent of Livermore's residents and 15 percent of Alameda County residents had less than a high school degree. However, a greater portion of Alameda County residents had graduate degrees than Livermore residents.
- In May 2008, the unemployment rate for Livermore was 3.7 percent, significantly lower than the County's unemployment rate of 6.2 percent.
- A large share of both Livermore and Alameda County residents work in the Management/Professional occupational sector. In Livermore, this sector accounted for approximately 42 percent of working residents in 2000.
- There were 41,110 employed residents in Livermore in 2005, compared to a local employment base of 48,250 jobs. The result is an estimated imbalance of jobs to employed residents' of approximately 1.17 jobs per employed resident, as compared to Alameda County's ratio of 1.06 jobs per employed resident.

HOUSEHOLD CHARACTERISTICS

- The City of Livermore had 27,287 households in 2006, a 4 percent increase in households from 2000.
- Livermore has a higher percentage of family households (72 percent), compared to Alameda County (64 percent).

- The City of Livermore had a higher median household income than Alameda County but a lower median household income than the nearby City of Pleasanton in both 1999 and 2005.
- A total of 42 percent of Livermore households had incomes defined as either low (from 51 percent to 80 percent of Area Median Income (AMI)) or moderate (from 81 percent to 120 percent of AMI). Livermore had a lower proportion of extremely and very low-income households, accounting for approximately 19 percent compared to 24 percent countywide.
- 5 percent of Livermore residents and 11 percent of Alameda County residents had an income below the poverty level between 2005 and 2006. However, the percentage of people below the poverty level increased in 2008 for both Livermore and the County.

Special Needs Groups

- State Housing Element Law defines "special needs" groups to include the following: senior households, female-headed households, large households, disabled persons, homeless persons, and agricultural workers. Data on homeless persons in the City of Livermore was not available; therefore, Alameda County estimates are discussed instead.

Seniors

- 11 percent of Livermore residents were seniors, defined as 65 years of age or older. Of the 27,287 households in the City of Livermore, 1,560 (5.7 percent) of those were headed by a senior.
- The City has several programs that assist seniors and numerous senior housing complexes providing both market rate and below market rate units, including Arbor Vista, Heritage Park, Hillcrest Gardens, Vandenberg Villa, Vineyard Village, Rosewood Gardens, and Heritage Estates.
- Approximately 48 percent of seniors spent more than 30 percent of their income on housing, otherwise defined as cost-burdened. Senior households of significant need were senior renter households, where 32 percent spent more than 50 percent of their gross monthly income on housing, defined as severely cost burdened. Senior owner households fared better with approximately 12 percent severely cost burdened in 2000.

Female-headed Households

- There were 2,890 female-headed households in Livermore, nearly 15 percent of all households, in 2006. In 2000, 32 percent of female-headed families with children under 18 lived in poverty, while 42 percent of female-headed families with children under age five live in poverty.

Large Households

- There were 3,207 large households (5+ persons) in Livermore, approximately 12 percent of all households. Alameda County's distribution of household size was very similar with 11 percent of all households considered large.
- A large household generally requires a home with at least three bedrooms. In 2006, approximately 73 percent of Livermore's total housing units (both owned and rental) had three or more bedrooms, significantly more than Alameda County's portion of large units. Yet of this 73 percent, only 11 percent of these larger units were rentals.

Disabled

- In 2006, approximately 14 percent of the population of Livermore and 13 percent of the population of Alameda County classified themselves as disabled. In both the City and the County, the 16 to 64 year age group had the highest percentage of disabled residents.
- 38 licensed community care facilities are located in the City of Livermore. These facilities provide a supportive environment to persons with special needs in a group situation. The City of Livermore also has two housing developments built specifically for developmentally disabled adults: Lily House (6 below market rate units) and Arroyo Commons (12 below market rate units).

Homeless Persons

- In May 2004, the Public Health Institute conducted an Alameda Countywide Homeless Shelter and Services Survey. This survey found that 6,215 people in Alameda County are homeless at any given point in time. Furthermore, The Continuum of Care Council estimates that approximately 16,000 people are homeless in Alameda County over the course of a year.

- The City of Livermore offers numerous homeless facilities and services, including four shelters with a total of 134 beds.

Farm Workers

- The U.S. Census states there were 45 Livermore residents employed in the Farming, Fishing, and Forestry occupational sector in 2000. ABAG estimates there were 390 agriculture jobs in Livermore in 2005.
- As it is difficult to determine the number of seasonal farm laborers within the City of Livermore, the City of Livermore's Planning and Zoning Code makes provisions to allow farm labor housing.

Housing Stock Characteristics

- The majority (72 percent) of the housing stock in Livermore is comprised of single family detached homes, whereas Alameda County's proportion of this housing type is slightly over half (53 percent). Multi-family units make up 17.6 percent of the housing stock in Livermore and 38.5 percent of the stock of Alameda County.
- The proportion of owner-occupied housing in Livermore (67.1 percent) is greater than that of Alameda County (53.0 percent).
- The City of Livermore experienced an increase of approximately 3,300 housing units from 2000 to 2008, averaging 418 new homes per year and accounting for approximately 11 percent of total housing production in the county. Livermore built a higher proportion of single-family units than the county overall. Approximately 82 percent of new housing built in Livermore during this period was single-family, compared to 46 percent for the county.

Housing Affordability

- The median price for homes sold within the City of Livermore containing two, three, and four bedrooms was $344,000, $475,000, and $556,500, respectively, in June and July 2008. The median price for all homes sold during this period was $510,000. By comparison, the median price for all homes sold in the Tri-Valley Region was $623,500, approximately 22 percent higher than Livermore.

- The price per square foot of homes in Livermore and the Tri-Valley Region increased at an average annual growth rate of 7.0 and 7.4 percent, respectively, not accounting for inflation between 2001 and 2007.
- In 2008, Livermore's housing market, reflecting national trends, experienced significant declines in home prices. From June and July of 2007, compared to the same period in 2008, the median home price declined in Livermore by 19 percent compared to 13 percent for the Tri-Valley Region. Despite declines in home prices in 2008, homes in the City of Livermore still remain unaffordable to even moderate-income households.
- Rental housing in the City of Livermore remain relatively affordable compared to Alameda County overall. One-bedrooms averaged approximately $1,118 per month in Livermore, compared to the countywide average of $1,278. Rents are also comparatively lower in Livermore for larger two- and three-bedrooms.
- In general, extremely low- and very low-income households cannot afford market rental or owner-occupied housing. Low-income households and above can afford market rates rents. Although Livermore is more affordable than the Tri-Valley as a whole, only above moderate-income households can afford the typical median price for a home in Livermore.
- There is a higher incidence of over-crowding among renter-occupied households in Livermore than in Alameda County. The City of Livermore has a larger percentage of renter-occupied households with 1.0 to 1.5 occupants per room (11 percent) than Alameda County (5 percent). However, 2 percent of Alameda County's renter-occupied households have more than 1.51 occupants per room, while no renter-occupied households in Livermore experience severe overcrowding.
- Renters in the City of Livermore were more cost burdened than owners, with 47 percent of renters and 35 percent of owners paying more than 30 percent of their income on housing. For both owners and renters, large families (5 or more related individuals) tend to be more cost burdened than small families, as 71 percent of large renter families and 41 percent of large owner families had housing problems versus 45 percent of small renter families and 28 percent of small owner families.

HOUSING OPPORTUNITIES AND CONSTRAINTS

MARKET CONSTRAINTS

- As of January 2009, residential land in Livermore is listed through Coldwell Banker at prices around $20 per square foot towards the City's edge to $34 per square foot closer to the Downtown. Shea Homes estimates that the cost to grade land and provide major infrastructure is approximately $14 per square foot. However, this cost can vary considerably (from around $5 per square foot to $20 per square foot), depending on the location of the land, existing infrastructure, and other parcel-specific factors such as environmental conditions and topography.
- Based on assumptions presented in Chapter 3, Section 3.1, a typical single-family unit on a 6,250 square foot lot would cost approximately $549,500 to build, including land. A townhome on a smaller 3,250 square foot lot would cost approximately $294,500. A 25-unit multi-family apartment complex would cost approximately $5.9 million to build, with each 900 square foot unit costing approximately $235,200.
- Recent problems in the housing and home mortgage industries and access to home financing may reduce the ability of homebuyers to purchase homes and for rental property owners to improve their properties. However, the City offers a down payment assistance program to facilitate additional access to financial resources for lower and moderate-income households to acquire homeownership, as well as home improvement assistance for low and moderate-income households.

GOVERNMENTAL CONSTRAINTS AND OPPORTUNITIES

- An analysis of existing zoning regulations indicates that the City is not unreasonably restrictive but rather facilitates development through its zoning and other standards.
- In order to further facilitate development, the City is embarking upon the development of a form based zoning code and is also comprehensively revising and updating its zoning code to ensure consistency with the General Plan, existing policies and procedures, and applicable state regulations. Through this update, the City will also examine and revise outdated development regulations and older zoning districts, including reviewing and updating its parking regulations for tandem parking, smaller units (studios and one-bedrooms), seniors, and persons with disabilities.

- The City complies with the most recent provisions of State density bonus law. However, the updated regulations have not been revised in the Livermore Planning and Zoning Code. This Housing Element Update includes a program for the City to update the Livermore Planning and Zoning Code to reflect State law governing density bonuses.
- In order to facilitate the provision of affordable secondary units and to comply with State law, the City's Zoning Ordinance was revised in 2004 to permit secondary units in conjunction with a single-family dwelling in all residential districts. This streamlined ordinance has encouraged the development of secondary dwelling units.
- In 2008, the City combined its Design Review Committee with the Planning Commission. This will streamline the entitlement process by reducing the review and approval times by at least a month, both in the Housing Implementation Program (HIP) allocation process as well as in the development review process. Previously, new projects would be taken to the Design Review Committee for their recommendation to Planning Commission; projects now go directly to the Planning Commission.
- The fees charged by the City of Livermore for residential development are comparable to those of the neighboring Tri-Valley cities of Pleasanton and Dublin. Furthermore, projects involving multiple applications can have fees reduced by 10 percent. Planning fees are based upon staff processing and review time and, therefore, are charged at the time an application for development is received. Other development fees are collected as part of the building permit issuance process.
- Based on assumptions described in Chapter 3, fees charged for multi-family residential developments are less than those charged for single family. Projects of 10-units or more would not be charged the In-Lieu Low Incoming Housing Fee, as they would be subject to the Inclusionary Housing Ordinance requirement to provide a percentage of on-site affordable units. As a result, the average fee cost per unit is significantly less for a 10-unit multi-family building than a single-family dwelling.
- The City provides reasonable accommodation to persons requesting modifications to their homes for accessibility improvements. Requests for flexibility in development standards in order to accommodate accessibility improvements are reviewed and approved at the staff level. The City has included a program in this Housing Element Update to consider its procedures for making

requests for reasonable accommodation in land use, zoning, and building regulations and will implement policies and procedures for reasonable accommodation, clarifying its existing processes to the public and providing consistency in processing requests.

HOUSING RESOURCES

- The Association of Bay Area Governments (ABAG) is responsible for developing the Regional Housing Needs Allocation (RHNA) for the City of Livermore. The current RHNA plans for a seven and a half-year housing unit production need period, from January 1, 2007 through June 30, 2014. For the current planning period, ABAG has determined that Livermore's share of the RHNA is 3,394 new housing units.
- Between January 1, 2007 and May 31, 2008, a total of 243 housing units were permitted or constructed within the City, based on City building permit data. This comprises approximately 7 percent of the total RHNA to be accommodated during the planning period (2007-2014).
- Based on the land inventory and residential capacity in the General Plan and Downtown Specific Plan (DSP) areas, the City has enough land identified to accommodate 4,669 units. However, the City will not meet its need in the very low-income category by 847 units. Therefore, the City is proposing a program (Program 1.1.1 in Chapter 5) to identify several sites that may be suitable for re-designation to allow higher density residential to meet the City's low-income RHNA need.
- Livermore has access to a variety of existing and potential funding sources available for affordable housing activities, including in-lieu fees, low-income housing impact fees, Community Development Block Grants (CDBG), HOME funds, redevelopment set-aside funds, and Section 8.
- The City actively works with a number of non-profit organizations whose activities are related to the provision of affordable housing and human service programs in the City of Livermore, including the Tri-Valley Housing Opportunity Center, Eden Housing, and Allied Housing.
- The City has a number of policies and programs to encourage energy conservation and green building and to address climate change. Adopted in 2007, the City's Green Building Ordinance requires new residential development to incorporate green building measures and to achieve a minimum Green Point rating of 50 points. The City is also currently undertaking the creation of a

Climate Change Element with the goal of reducing greenhouse gas emissions within the community.

HOUSING PLAN

This Housing Element contains 7 goals, 13 policies, and 47 programs. These goals and policies are outlined in Table ES-1 and discussed in more detail in Chapter 5, Housing Plan. Since adoption of its existing Housing Element in 2003, the City has been working proactively to implement its housing goals, policies, and programs aimed at conserving, augmenting, improving and expanding the City's affordable housing stock. For this Housing Element Update, the City of Livermore has not only increased the effectiveness of existing goals but has added new programs to further expand its affordable housing stock, accommodate special needs groups, and increase the energy efficiency in its buildings. The following summarizes major policy commitments and changes.

- As part of the 2007-2014 Housing Element update, the City has developed an inventory of vacant and underutilized sites available for residential development. The site inventory identifies sites sufficient to accommodate 4,669 residential units. While the land inventory identifies sufficient sites to address Livermore's total RHND of 3,394 units, it does not provide sufficient sites at residential densities facilitating development affordable to low-income households. Therefore, the City has identified a sufficient number of sites and acreage feasible for either re-designation to a residential density of 30 or more dwelling units/acre, or increased residential density of 30 or more dwelling units/acre to accommodate the low-income RHND.
- BART is considering alternative alignments to extend BART service eastward from the current terminus at the Dublin/Pleasanton BART station. The City is working closely with BART to complete necessary studies and environmental documents to determine the most appropriate location within or adjacent to the City of Livermore. When a BART station location is identified in Livermore, the City will review and revise General Plan and Zoning designations to allow for transit oriented, high density, mixed-use development as part of the new location.
- In order to implement Housing Element goals and further facilitate housing development, the City of Livermore is currently undertaking a comprehensive update of the City's zoning code. The primary purpose of this update is to include form based regulations, incorporate smart growth

principles to reduce vehicle trips, facilitate pedestrian and bicycle travel, encourage infill projects that take advantage of existing infrastructure, and integrate other relevant ordinances and regulations such as green building and water efficiency into the code. In the interest of facilitating a range of housing types, the City will also review the appropriateness of existing parking requirements for small single-family or multi-family units (one-bedrooms or studios) and for seniors and persons with disabilities, and revise as feasible.

- Pursuant to the Federal Fair Housing Amendments Act of 1988 and the California Fair Employment and Housing Act, the City shall provide individuals with disabilities reasonable accommodation in rules, policies, practices, and procedures. The Community Development Department (CDD) implements these mandates by addressing requests for reasonable accommodation in existing residences through the Building Permit process and in new residential construction through the development review process. Requests for residential housing improvements and alterations are addressed and granted administratively, either through the Code Compliance Review process or the Building Permit plan check process. CDD regularly reviews and accommodates this type of request. As part of Program 1.3.5, the City will consider its procedures for making requests for reasonable accommodation in land use, zoning, and building regulations and will implement policies and procedures for reasonable accommodations. The policies will include information on the application requirements, review procedure, and any required findings.
- The City of Livermore is currently undertaking the creation of a Climate Change Element as an amendment to the General Plan. The purpose of the Climate Change Element is to propose a new goal to reduce greenhouse gas emissions within the community consistent with the targets of AB 32. The first objective of the Climate Change Element is to adopt a Climate Change Action Plan by 2010 that will help the City address climate change, including setting a GHG emissions reduction target and specific actions the City will undertake to reduce GHG emissions consistent with AB 32's goals.
- As part of the proposed Climate Change Element to reduce GHG emissions, the City of Livermore has identified an objective to encourage and provide greater support for infill, mixed-use, and higher density development. This objective will reinforce proposed Housing Element policies and programs to provide a range of housing types, price levels, and density.

- Though foreclosure has not been a significant issue in Livermore compared to other cities in California, the City is committed to providing its homeowners and future homeowners with financial education. The intent of this education is to assist residents facing foreclosure and to help homebuyers and homeowners make informed decisions about their home finances and mortgage. The City has partnered with the Tri-Valley Housing Opportunity Center (TVHOC) to provide foreclosure prevention counseling to residents and will assist the TVHOC to conduct two workshops on financial education and foreclosure prevention over the next five years, as well as provide information on the City website.
- Enacted in 1972, the Mills Act (specifically the Mills Act Property Tax Abatement Program) grants participating cities the authority to enter into contracts with owners of qualified historic properties who actively participate in the restoration and maintenance of their properties while receiving property tax relief. The Mills Act allows local governments to design preservation programs to accommodate specific community needs and priorities for rehabilitating entire neighborhoods, encouraging seismic safety programs, contributing to affordable housing, promoting heritage tourism, or fostering pride of ownership. The City of Livermore currently does not participate in the Mills Act Property Tax Abatement Program but will investigate the feasibility of participation over the next five years.
- To further encourage energy efficiency in new homes, the City adopted a commercial and residential Green Building Ordinance in 2007. The Ordinance requires new residential development to incorporate Green Building measures and achieve a minimum Green Point rating of 50 points. This ordinance supports the City's findings that green building design, construction, and operation can have a significant, positive effect on resource conservation, energy efficiency, waste and pollution generation, and the health and productivity of a building's occupants over the life of the building. Over the next five years, the City will continue to implement the Green Building Ordinance requirement, encourage developers to exceed the City's minimum green point rating requirements, and evaluate and review the Green Building Ordinance to potentially increase the point rating requirement and also to expand the applicability of the ordinance beyond "new" development to building additions.

Table ES-1 Summary of Housing Element Goals and Policies

Goals	*Policies*
G-1 Diversity of Housing Choice	P 1.1: Develop an inventory to identify land with adequate and appropriate densities and development standards to meet the Regional Housing Needs Determination P 1.2: Facilitate the development of a range of housing P 1.3: Encourage the development of housing for individuals with special housing needs
G-2 Well Managed Growth	P 2.1: Utilize the HIP to ensure that the development of housing meets the specific needs of the community, that existing and new residents are adequately served by services, facilities, and infrastructure P 2.2: Emphasize and address climate change, in particular the reduction of GHG emissions associated with vehicle travel, through smart growth housing objectives and actions
G-3 Production of Affordable Housing	P 3.1: Facilitate the production of affordable housing for all economic segments of the City, consistent with City housing goals and policies and the Regional Housing Needs Determination P 3.2: Actively pursue and utilize a variety of funding resources and public/private partnerships in the development, or purchase, of housing affordable to lower and moderate-income households P 3.3: Provide housing assistance to lower and moderate-income households and other households with special needs
G-4 Preservation and Improvement of Affordable Housing	P 4.1: Improve the quality of existing affordable housing P 4.2: Preserve affordable housing that is at risk of converting to market rate housing
G-5 Provision of Equal Housing Opportunity	P 5.1: Eliminate discriminatory housing practices City-wide
G-6 Regional Cooperation to Produce Affordable Housing and Housing for Special Needs Groups	P 6.1: Foster regional cooperation and partnerships to address regional housing issues and special housing needs
G-7 Energy Efficiency	P 7.1: Promote use of energy conservation features in design and siting of new residential structures and encourage/promote use of energy reduction programs such as weatherization and use of solar equipment for existing residential units

1 INTRODUCTION

Housing is a basic human necessity and the need for housing is shared by all residents. People want living spaces where they feel they have dignity, where they can express their individuality, and where they can be comfortable and healthy. Safe, well-maintained housing is a basic necessity that transcends age, race, income, and marital status. As such, the City of Livermore strives to provide a diversity of housing types, costs, and locations to serve the variety of needs and wants of local residents.

1.1 ROLE OF HOUSING ELEMENT

The California State Legislature has identified the attainment of a decent home and suitable living environment for every citizen as the State's major housing goal. Recognizing the important role of local planning programs in the pursuit of this goal, the Legislature has mandated that all cities and counties prepare a Housing Element as part of the comprehensive General Plan. Section 65583 of the Government Code sets forth the specific components to be contained in a Housing Element. State law further requires Housing Elements be updated at least every five years to reflect the changing housing needs of a community. Livermore's Housing Element was last updated in 2003. This Housing Element update is for the planning period of 2007-2014.

The Housing Element consists of the following major components:

- An analysis of Livermore's demographic profile, housing characteristics, and existing and future housing needs (Chapter 2);
- A review of potential market, governmental, and environmental constraints to housing development (Chapter 3);
- An evaluation of the land, financial, and organizational resources available to address the identified housing needs (Chapter 4); and
- A housing plan to address the identified housing needs, including a statement of goals, policies and programs (Chapter 5).

1.2 DATA SOURCES

Various sources of information contribute to the Housing Element. The 2006 American Community Survey (ACS) provides the basis for population and household characteristics. Several additional data sources were used to supplement the 2006 ACS:

- Population and demographic estimates and projections by the Association of Bay Area Governments and the California Department of Finance;
- Housing market information, such as home sales, rents, and vacancies, updated by City surveys and property tax assessor's files;
- Public and nonprofit agencies are consulted for data on special needs groups, the services available, and gaps in the service delivery system; and
- Lending patterns for home purchase and home improvement loans are provided using the Home Mortgage Disclosure Act (HMDA) database.

1.3 OUTREACH AND PUBLIC PARTICIPATION

OUTREACH

Opportunities for input on Livermore's 2007 – 2014 Housing Element were provided through various forums including a community workshop and two follow-up public review meetings with the Planning Commission and one with the City Council. Participation and input to develop updated goals, policies, programs and objectives for the Housing Element were sought from all segments of the Community including: interested citizens, the residential development community, non-profit housing developers, housing advocates, and community organizations representing special needs groups such as the elderly, children, homeless and disabled. City outreach efforts to include all economic segments of the community included:

- developing a database/mailing list for both for-profit and non-profit residential housing developers, housing advocates, community organizations, and those organizations that represent the special needs community including organizations such as Community Resource for Independent Living (CRIL), East Bay Innovations, Habitat for Humanity (East Bay), LARPD Senior Service Center, Open Heart Kitchen, Tri-Valley Haven.
- postcard mailings sent to this list regarding all public workshops and meetings;

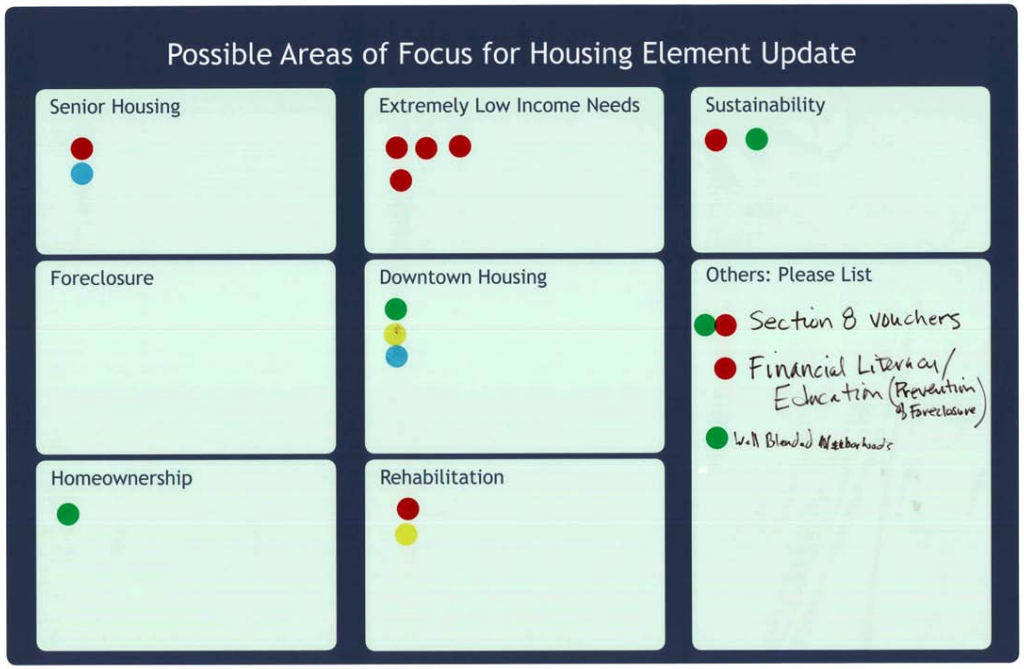
- individual outreach by staff in the City's Housing and Human Services Division to nonprofits and community organizations they interact with on a regular basis;
- outreach on the City's website and also on the Housing and Human Services Division page;
- posting of information at all library branches;
- outreach to and through the City's Human Services Commission;
- legal and display ads in local newspapers;
- public service announcements on the local radio station;
- posting at the City's Permit Center, Multi-Service Center, and other public counters;
- flyers were also placed in key community locations and facilities such as downtown kiosks.

Additional efforts the City will undertake to further target and solicit input from all segments of the Community include:

- Outreach to the Hispanic community through Spanish newspaper ads;
- Information posted at the multi-service center and community organization locations such as the Tri-Valley Haven and Food Pantry, Open Heart Kitchen, the Tri-Valley Housing Opportunity Center, and the Senior Service Center at the Robert Livermore Community Center
- Information posted at additional key community locations and facilities including senior housing locations, and with the Livermore Housing Authority;
- Coordinating with nonprofits and community organizations to post information on their websites regarding the Housing Element update.

COMMUNITY WORKSHOP

One community workshop was conducted on October 22, 2008. Approximately 15 residents participated in the workshop and provided valuable input and suggestions with regard to housing needs and solutions through a small group exercise and an individual "dot" exercise. The "dot" exercise asked workshop participants to place a sticker on a poster under the topic(s) they felt should be a focus of this Housing Element Update. Each participant was given 2 stickers. The results of this exercise are shown on the next page. The small group exercise asked the workshop attendees to discuss the 2003 Housing Element goals and policies and to suggest changes/additions for this next Housing Element. A summary of comments and suggestions from this exercise are included in the Appendix A.



Possible areas of focus determined from the October 22nd Community Workshop

PUBLIC REVIEW

Additional public review and opportunity for input was also provided via both Planning Commission and City Council review. Three public meetings—including a study session—were held with the Planning Commission from August, 2007 through January, 2008. These meetings, along with City Council public review on February 23, 2009 allowed additional public input.

1.4 RELATIONSHIP TO THE GENERAL PLAN

The 2007-2014 Housing Element is a key component of the City of Livermore General Plan, which was last updated and adopted by the City of Livermore in 2004. As the General Plan is periodically amended, goal, policies, and implementing programs in other General Plan elements will be comprehensively reviewed for internal consistency. Specifically, land use related policies and programs proposed in this Housing Element need to be consistent with related policies in other General Elements. The General Plan is amended as needed up to four times per year.

2 HOUSING NEEDS ASSESSMENT

The Housing Needs Assessment serves as the foundation for developing the City's housing goals, policies, and programs outlined in Chapter 5, *Housing Plan*, of this Housing Element. This Chapter analyzes relevant population and housing characteristics to determine the specific housing needs of Livermore residents. Important characteristics include: demographics, household characteristics, special housing needs, and housing characteristics.

In order to examine population and housing characteristics, this chapter references the most recently updated official government data and private market data. The American Community Survey (ACS) is the primary source for the majority of data collected. This survey, conducted by the U.S. Census, collects and produces population and housing information every year but, unlike the U.S. Decennial Census (last conducted in 2000), only samples a small portion of households. At the time of this Housing Element update, 2006 was the most recent year the American Community Survey was available. However, more recent data sources are referenced when appropriate, such as the California Department of Finance (DOF) for 2008 population estimates. Other data sources also include the population and household projection information from the Association of Bay Area Governments (ABAG), property sales records from RealQuest, apartment rent data from RealFacts, homeless population estimates from Alameda County Continuum of Care Plan, community care facility information from California Department of Social Services, and housing affordability estimates by special need population from the U.S. Department of Housing and Urban Development (HUD).

In general terms, this Housing Element update does not find significant shifts in the housing needs of Livermore residents from those identified under the previous Housing Element, which was adopted in 2003. Housing affordability, in particular, has not drastically changed. Households with extremely low and very low incomes still have difficulty making rental payments on average priced apartments. Households with incomes below above-moderate income still have difficulty purchasing a home in Livermore without down payment assistance. However, Livermore has seen a notable increase in its senior population since 2000, following national trends as the large Baby Boomer age cohort continues to age. Elderly families – particularly elderly renter families – often experience, due to their fixed income, a greater housing cost burden than younger families. In order to address this demographic shift, increased attention to the housing concerns of the elderly may be warranted.

2.1 REGIONAL POPULATION AND ECONOMIC CONTEXT

Livermore is located in eastern Alameda County, part of the nine counties that make up the San Francisco Bay Area, with a total population of 7.3 million people in 2008. In 2008, the regional economy employed approximately 3.4 million people. The Health, Education, and Recreation occupational sectors employ the most residents; other significant sectors include Manufacturing, Wholesale, Retail, Government, and Finance.

Alameda County has a population of approximately 1.5 million people; making it the second most populous county in the region and the seventh most populous county in the State. Economic growth has tapered off since the dot-com boom in the late 1990s and early 2000s. According to the California Employment Development Department, the County has seen a slight decrease in employment between 2002 and 2006, losing approximately 1,100 jobs. However, the Association of Bay Area Governments (ABAG) anticipates employment to increase in the next five years and beyond. Strong residential growth has also continued to be a common trend. The California Department of Finance estimates approximately 30,000 new households were added to the County between 2000 and 2008. The recent downturn in national and local housing markets will likely slow the pace of new development in Livermore in the near-term as housing prices retreat from their peak 2007 levels. Employment and housing growth in the City of Livermore (and in the rest of the United States) are apt to be further impacted by the recent demise in the financial markets; the extent of this impact is currently unknown.

2.2 POPULATION CHARACTERISTICS

The type and amount of housing needed in Livermore is in part determined by the characteristics of the population. Characteristics such as age, cultural preference, and employment and population growth trends influence the type of housing a community needs. These characteristics also affect residents' ability to afford housing in the area. This section outlines these characteristics as they impact housing need.

POPULATION TRENDS

Beginning in the mid-1950s, Livermore evolved from a small agricultural town into a bedroom community for the region. By the 1980s, Livermore had begun to also establish its own industries, including commercial, light industrial, warehouse, and office development, adding to its residential

base. The continued population growth in the Bay Area has maintained consistent demand for housing in Livermore, spurring more residential development.

Table 2-1 Population Growth: 2000-2008

	2000	*2008*	*Average Annual Growth Rate, 2000 - 2008*
City of Livermore	73,345	83,604	1.7%
Alameda County	1,443,741	1,543,000	0.8%

Source: U.S. Census, 2000; DOF, 2008; EDAW, 2008.

As shown in Table 2-1, from 2000 to 2008, the population of Livermore increased at a significantly greater average annual rate than Alameda County. ABAG anticipates Livermore's population to further increase, reaching over 100,000 residents by the year 2020 and growing at an average annual rate of 1.6 percent (Table 2-2).

Table 2-2 City of Livermore Population Growth, 1990 - 2020

	1990	*2000*	*2010*	*2020*	*Average Annual Growth Rate, 1990- 2020*
Population	56,741	73,345	88,200	100,900	2.0%
Households	20,659	26,123	31,160	35,750	1.8%
Persons Per Household	2.75	2.81	2.83	2.82	

Source: U.S. Census, 1990; U.S. Census, 2000; ABAG Projections, 2007; EDAW, 2008.

AGE

Housing needs are also impacted by the population's age characteristics since needs and preferences change as people age. Accordingly, different age groups have differing housing needs depending on family type and size, income-earning ability, and housing preference. Understanding these characteristics is essential in determining Livermore's appropriate housing needs.

As shown in Table 2-3, the median age for the City of Livermore was just under 39 years of age in 2006, slightly older than Alameda County's median age of 37. Both geographies have a considerable population of children (under the age of 17). This implies that there are likely a large number of families with children in Livermore compared to Alameda County overall.

Table 2-3 Median Age: City of Livermore and Alameda County, 2000 & 2006

	2000	*2006*
Livermore	35.0	38.8
Alameda County	34.5	36.6

Source: U.S. Census, 2000; ACS, 2006.

As shown in Table 2-4, 28 percent of Livermore residents are under the age of 18. This is compared to 24 percent countywide. Livermore also has a large proportion of middle-age residents, persons from 35 to 54 years old, accounting for approximately 35 percent of Livermore's population.

Table 2-4 Age Distribution: City of Livermore and Alameda County, 2006

	Livermore		*Alameda County*	
Age Group	*Number*	*Percent*	*Number*	*Percent*
Under 5	5,742	7.7%	104,414	7.2%
5-17	15,191	20.3%	250,583	17.2%
18-24	4,374	5.8%	133,921	9.2%
25-34	8,148	10.9%	200,826	13.8%
35-44	13,085	17.5%	238,500	16.4%
45-54	13,415	17.9%	220,114	15.1%
55-64	6,728	8.9%	153,987	10.5%
65+	8,217	11.0%	155,081	10.6%
Total	**74,900**	**100.0%**	**1,457,426**	**100.0%**

Source: ACS, 2006; EDAW, 2008.

As shown in Table 2-5, young adults decreased in number and proportion from 2000 to 2006, reflecting the increase in median age in both Livermore and Alameda County between 2000 and 2006. In Livermore, the decrease in young adults is countered by a large increase in seniors (age 65 years and older) over the same time period.

A decreasing young adult population and an increasing older population affect housing needs as each demographic cohort has distinctive preferences. This follows national trends as the large Baby Boomer age cohort, persons born from 1945 to 1965, continue to age and the smaller Generation X age cohort, persons born from 1965 to 1980, forms families that are smaller in size than the previous generation. Young families with children often prefer single family homes. While some of the elderly choose to live in single family homes, the preferences of seniors may start to lean towards condominiums and alternative living arrangements.

Table 2-5 Age Distribution: City of Livermore and Alameda County, 2000 - 2006

	Livermore					*Alameda County*				
	2000		*2006*		*2000 - 2006*	*2000*		*2006*		*2000 - 2006*
Age Group	*Number*	*Percent*	*Number*	*Percent*	*Percent Change*	*Number*	*Percent*	*Number*	*Percent*	*Percent Change*
Under 5	5,650	7.7%	5,742	7.7%	1.6%	98,378	6.8%	104,414	7.2%	6.1%
5-17	14,990	20.4%	15,191	20.3%	1.3%	256,194	17.7%	250,583	17.2%	-2.2%
18-24	5,225	7.1%	4,374	5.8%	-16.3%	138,416	9.6%	133,921	9.2%	-3.2%
25-34	10,868	14.8%	8,148	10.9%	-25.0%	241,073	16.7%	200,826	13.8%	-16.7%
35-44	14,878	20.3%	13,085	17.5%	-12.1%	248,706	17.2%	238,500	16.4%	-4.1%
45-54	10,300	14.0%	13,415	17.9%	30.2%	200,518	13.9%	220,114	15.1%	9.8%
55-64	5,918	8.1%	6,728	9.0%	13.7%	112,865	7.8%	153,987	10.6%	36.4%
65+	5,516	7.5%	8,217	11.0%	49.0%	147,591	10.2%	155,081	10.6%	5.1%
Total	**73,345**	**100.0%**	**74,900**	**100.0%**	**2.1%**	**1,443,741**	**100.0%**	**1,457,426**	**100.0%**	**0.9%**

Source: U.S. Census, 2000; ACS, 2006; EDAW, 2008.

ETHNICITY

Like many other communities throughout Alameda County, the racial and ethnic composition of Livermore's population has been gradually changing. As shown in Table 2-6, the City of Livermore is less ethnically diverse than Alameda County. Seventy percent of Livermore's population was White in 2006, while Alameda County's population was only 37 percent White. The next largest ethnic group in Livermore was Hispanic or Latino (16 percent of the total population). In contrast, Alameda County's population was 21 percent Hispanic, 25 percent Asian, and 13 percent African American. Consistent with national trends, comparing the City of Livermore's and Alameda County's respective ethnic population group percentages between 2000 and 2006 reveals a slight proportional decline in Whites and a slight growth in the proportion of Hispanics and Asians (Table 2-7).

Table 2-6 Ethnicity: City of Livermore and Alameda County, 2006

	Livermore		*Alameda County*	
Ethnic Group	*Estimate*	*Percent*	*Estimate*	*Percent*
White	52,477	70.1%	541,978	37.2%
Black or African American	1,589	2.1%	185,793	12.7%
American Indian and Alaska Native	308	0.4%	4,523	0.3%
Asian or Pacific Islander	5,976	7.9%	366,589	25.2%
Other	2,367	3.2%	46,117	3.2%
Hispanic or Latino (of any race)	12,183	16.3%	312,426	21.4%
Total	**74,900**	**100.0%**	**1,457,426**	**100.0%**

Source: ACS, 2006; EDAW, 2008.

Table 2-7 Ethnic Trends: City of Livermore and Alameda County, 2000 - 2006

	Livermore		*Alameda County*	
Ethnic Group	*2000*	*2006*	*2000*	*2006*
White	74.4%	70.1%	40.9%	37.2%
Black	1.5%	2.1%	14.6%	12.7%
American Indian and Alaska Native	0.4%	0.4%	0.4%	0.3%
Asian or Pacific Islander	5.9%	7.9%	20.9%	25.2%
Other	3.3%	3.2%	4.2%	3.2%
Hispanic or Latino (of any race)	14.4%	16.3%	19.0%	21.4%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Source: US Census, 2000; ACS, 2006; EDAW, 2008.

EDUCATION

Educational attainment is often positively correlated with type of employment and level of income earned and, therefore, the type of housing residents are able to afford. The American Community Survey reports that there were 40,210 Livermore residents in the workforce in 2006. In 2006, 15 percent of Alameda County residents had less than a high school degree; this is in contrast to Livermore, where 8 percent of residents had less than a high school degree (Table 2-8). However, a greater portion of Alameda County residents have a graduate degree than Livermore residents.

Table 2-8 Educational Attainment (Population 25 years and over), 2006

	Livermore		*Alameda County*	
Education Level	*Estimate*	*Percent*	*Estimate*	*Percent*
Less than High School	3,883	7.8%	142,043	14.7%
High school graduate	11,592	23.4%	216,536	22.4%
Some college	12,236	24.7%	163,242	16.9%
Associate's degree	5,221	10.5%	73,054	7.5%
Bachelor's degree	11,549	23.3%	222,270	22.9%
Graduate degree	5,112	10.3%	151,363	15.6%
Total	**49,593**	**100.0%**	**968,508**	**100.0%**

Source: ACS, 2006; EDAW, 2008.

EMPLOYMENT

In May 2008, the unemployment rate for Livermore was 3.7 percent, significantly lower than the County's unemployment rate of 6.2 percent (CA Employment Development Department). Part of the lower unemployment rate may be attributed to Livermore's greater percentage of residents with at least a high school diploma. Likely due to both Livermore and Alameda County's significant portion of college graduates, a large share of both Livermore and Alameda County residents fall into the Management/Professional occupational sector. In Livermore, this sector accounted for approximately 42 percent of working residents in 2000 (Table 2-9).

Table 2-9 Occupations of Residents, 2000

Occupation	*Livermore*		*Alameda County*	
	Persons	*Percent*	*Persons*	*Percent*
Management and Professional	16,094	41.8%	293,312	42.3%
Service	4,792	12.4%	82,773	11.9%
Sales and Office	10,007	26.0%	182,205	26.3%
Farming, Fishing, and Forestry	45	0.1%	1,065	0.2%
Construction, Extraction, and Maintenance	3,981	10.3%	51,816	7.5%
Production, Transportation, and Material Moving	3,606	9.4%	81,662	11.8%
Total	**38,525**	**100.0%**	**692,833**	**100.0%**

Source: U.S. Census, 2000; EDAW, 2008.

FUTURE JOB GROWTH

ABAG projections estimate over 48,000 jobs in Livermore as of 2005. As shown in Table 2-10, the number of jobs in the City of Livermore is projected to increase at a slightly greater average annual growth rate (1.9 percent) than Alameda County (1.4 percent) between 2005 and 2030. ABAG projects that Livermore will account for approximately nine percent of the county's overall employment growth from 2005 to 2030. This will slightly increase Livermore's share of countywide employment, which was just under seven percent in 2005.

Table 2-10 Job Projections: City of Livermore and Alameda County

	2005	*2030*	*Average Annual Growth Rate 2005 - 2030*
Livermore	48,110	76,960	1.9%
Alameda County	730,270	1,037,730	1.4%

Source: ABAG, 2007.

The majority of the job growth in the City of Livermore will take place in the Financial and Professional, Health and Education, and Retail occupational categories. Generally, more service oriented industries will continue to grow rapidly, while Manufacturing and Agriculture occupations will grow at a slower pace (Table 2-11).

Table 2-11 Job Projections: City of Livermore

Industry	*2005*	*2030*	*Average Annual Growth 2005 - 2030*
Agriculture	390	480	0.8%
Manufacturing, Wholesale, and Transportation	8,850	12,380	1.4%
Retail	4,870	8,030	2.0%
Financial and Professional	16,050	26,440	2.0%
Health, Educational, Recreational	10,310	18,030	2.3%
Other	7,640	11,600	1.7%
Total	**48,110**	**76,960**	**1.9%**

Source: ABAG, 2007.

Job growth in the County is projected to follow similar trends as Livermore (Table 2-12). Agriculture is projected to grow less than one percent for Livermore and the County. The Financial and Professional, Health, Education, Recreation, and Retail industries are projected to continue to show strong growth, though slightly less growth than that predicted in the City of Livermore.

Table 2-12 Job Projections: Alameda County

Industry	*2005*	*2030*	*Average Annual Growth 2005 - 2030*
Agriculture	1,740	1,940	0.4%
Manufacturing, Wholesale, and Transportation	171,870	218,250	1.0%
Retail	80,590	120,140	1.6%
Financial and Professional	146,720	214,520	1.5%
Health, Educational, Recreational	222,200	337,430	1.7%
Other	107,150	145,450	1.2%
Total	**730,270**	**1,037,730**	**1.4%**

Source: ABAG, 2007.

JOBS AND EMPLOYED RESIDENTS

Ideally, a community would have the same number of jobs as it has employed residents in order to decrease commute times and to demonstrate that the community is meeting its housing needs. According to ABAG, there were 41,110 employed residents in Livermore in 2005, accounting for approximately 6 percent of countywide employed residents. This is compared to a local employment base of 48,250 jobs in Livermore. The result is an estimated jobs-to-employed-residents imbalance of approximately 1.17 jobs per employed resident, as compared to Alameda County's ratio of 1.06 jobs per employed resident. Table 2-13 presents jobs to housing ratios for Livermore and Alameda County.

Table 2-13 Jobs and Employed Residents, 2005

Category	*City of Livermore*	*Alameda County*
Employed Residents	41,110	705,900
Jobs	48,250	750,160
Ratio	**1.17**	**1.06**

Note: An ideal job to housing ratio would provide 1 job per employed resident, or a 1:1 ratio.
Source: ABAG, 2007; EDAW, 2008.

Given that both Alameda County and Livermore have more jobs than employed residents, both areas could be considered regional employment areas, meaning that workers commute to the area from other jurisdictions outside the city or county. This may also indicate that Livermore and the County are not providing enough housing to meet the needs of their employees. Furthermore, despite both Livermore and the County's high jobs to employed residents ratio, the American Community Survey reports that 25 percent of Livermore's residents and 31 percent of the County's residents worked outside the County in 2006. This indicates that jobs available in both geographies may not match employed residents' skill levels or preferences.

2.3 HOUSEHOLD CHARACTERISTICS

Household characteristics, which include household type and size, and income levels, as well as other characteristics, determine the type of housing needed and desired by city residents. For example, family households, particularly those with children, have less flexibility in their housing needs and typically require larger units. This section outlines how household characteristics impact housing needs.

HOUSEHOLD TYPE

According to the American Community Survey, the City of Livermore had 27,287 households in 2006, a 4 percent increase in households from 2000. As shown in Table 2-14, Livermore has a higher percentage of family households (72 percent), compared to Alameda County (64 percent). The majority of family households in both the City of Livermore and Alameda County were comprised of married couples, of which Livermore also houses a larger percentage. Livermore has a smaller share

of non-family households than Alameda County as a whole. In both geographies, singles make up the majority of non-family households.

Table 2-14 Household Characteristics: City of Livermore and Alameda County, 2006

Household Type[1]	*Livermore*		*Alameda County*	
	Estimate	*Percent of Total*	*Estimate*	*Percent of Total*
Family households:				
Married-couples	*15,481*	*56.7%*	*242,083*	*46.8%*
Male householder, no wife present	*1,240*	*4.5%*	*26,312*	*5.1%*
Female householder, no husband present	*2,890*	*10.7%*	*61,324*	*11.9%*
Total Family households	**19,611**	**71.9%**	**329,719**	**63.7%**
Nonfamily households:				
Singles	*6,387*	*23.4%*	*147,734*	*28.6%*
Other	*1,289*	*4.7%*	*39,788*	*7.7%*
Total Nonfamily households	**7,676**	**28.1%**	**187,522**	**36.3%**
Total all Households	**27,287**	**100.0%**	**517,241**	**100.0%**
Average Household Size	**2.7**		**2.8**	

Source: U.S. Census, 2000; ACS, 2006.

[1]Family households consist of a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption. Nonfamily households are comprised of a group of unrelated people or of one person living alone.

HOUSEHOLD INCOME

Income is a critical characteristic in determining residents' housing opportunities and affordability. Income affects a household's decision when it comes to tenure, type, and location of housing.

According to data from the U.S. Census and the American Community Survey, the City of Livermore had a higher median household income than Alameda County but a lower median household income

than the nearby city of Pleasanton in both 1999 and 2005 (Table 2-15). The American Community Survey does not report data on the City of Dublin, but based on the estimate from the U.S. Census in 2000, Livermore's median household income is more comparable to its northwestern neighbor. Based on information from the State of California's Franchise Tax Board in 2005, Alameda County ranked eighth among all counties in California for the highest median income, indicating that median incomes for all cities in the county are higher than most other locations in California.

Table 2-15 Median Household Income: 1999 & 2005

	1999	*2005*
Livermore	$75,322	$87,321
Dublin	$77,283	No Data Available
Pleasanton	$90,859	$105,956
Alameda County	$55,946	$64,424

Source: U.S. Census, 2000; ACS, 2006.

The state requires each jurisdiction to address its housing needs by the following income categories:

- Extremely low-income, defined as annual household incomes of 30 percent or less of Area Median Income (AMI)
- Very low-income, defined as annual household incomes of 31 to 50 percent or lower of AMI
- Low-income, defined as annual household incomes 51 to 80 percent of AMI
- Moderate-income, defined as annual household incomes 81 to 120 percent of AMI
- Above moderate-income, defined as annual household incomes above 120 percent of AMI

Certain housing subsidies and housing policies use these categories to set income limits or to qualify certain segments of the population, adjusting for household size. It is also used to allocate housing need to local jurisdictions as part of the housing element update process.

Table 2-16 displays 2000 household income distribution for the City of Livermore and Alameda County consistent with the United States Department of Housing and Urban Development (HUD) income categories. Accordingly, Livermore has a high proportion of low- and moderate-income

households. A total of 42 percent of Livermore households have incomes defined as either low (from 51 percent to 80 percent of AMI) or moderate (from 81 percent to 120 percent of AMI). Furthermore, Livermore has a lower proportion of extremely and very low-income households, accounting for approximately 19 percent compared to 24 percent countywide. Data on poverty status from the 2006 American Community Survey estimates that 5 percent of Livermore residents and 11 percent of Alameda County residents had an income below the poverty level between 2005 and 2006. However, as shown in Table 2-16, the percentage of people below the poverty level increased in 2008 for both Livermore and the County. As will be discussed later in this section, very low-income households often have difficulty finding decent and affordable housing within Livermore and Alameda County.

Table 2-16 Household Income Distribution by Income Category, 2008 Estimates

Income Group	*Percent of Area Median Income*	*HUD Income Threshold (4-Person Household)*	*Percentage Households by Approximate Income Threshold*	
			Livermore	*Alameda County*
Extremely Low	<30%	$23,250	9.3%	13.8%
Very Low	31-50%	$43,050	10.2%	10.1%
Low	51-80%	$66,250	17.5%	16.1%
Moderate	81%-120%	$103,300	25.0%	18.3%
Above	120%+	Above $103,000	38.0%	41.7%
Total			**100.0%**	**100.0%**

Note: The Comprehensive Housing Affordability Strategy (CHAS) Databook provides household distribution estimates for 2000. Income limits are 2008 HCD Income Limits but income distribution are based on 2000 Census data. The estimates do not adjust for household size and assume income distribution has remained constant since 2000.

Source: CHAS Databook, State of Cities Database System, 2000; HCD Income Limits, 2008; EDAW, 2008.

2.4 SPECIAL NEEDS GROUPS

In order to accurately determine housing needs, special needs groups must be taken into consideration, particularly due to their greater difficulty in finding decent and affordable housing. Special need populations often have unique housing needs beyond affordability. For example, disabled persons often require accessible ground floor units, and seniors sometimes need on-site care. Homeless persons often need transitional housing and drug and alcohol treatment services before placement in more stable permanent housing.

State Housing Element Law defines "special needs" groups to include the following: senior households, female-headed households, large households, disabled persons, homeless persons, and agricultural workers. This section describes the housing needs of each of these groups in the City of Livermore.

Table 2-17 State-identified Special Needs Groups, 2006

	Livermore		*Alameda County*	
Special Needs Groups	*Residents*	*Households*	*Residents*	*Households*
Seniors (65 years and older)	8,217	1,560	155,081	25,711
Female Householder	Not Applicable[1]	2,890	Not Applicable	61,324
Large Households (5+ person)	Not Applicable	3,207	Not Applicable	58,251
Disabled	8,689	Not Applicable	175,816	Not Applicable
Homeless Persons	No Data Available[2]	No Data Available	5,129	3,694
Farm Workers	45[3]	Not Applicable	416	Not Applicable

[1] "Not Applicable" is listed if data is not reported by the unit heading. For example, disabled persons are reported by the number of *residents* that are disabled, not the number of *households* where a disabled person lives.

[2] "No Data Available" is listed for homeless persons in Livermore, as no recent study has been conducted to describe the number of homeless persons in Livermore and, therefore, data is not available.

[3] U.S. Census (2000) estimate of Livermore residents working in the Farming, Fishing, and Forestry occupational sector.

SENIOR HOUSEHOLDS

The special needs of senior households are due to primarily three concerns: seniors live on a fixed income, have higher health care costs, and are more likely to have some form of a disability. According to the 2006 American Community Survey, 11 percent of Livermore residents were seniors, defined as 65 years of age or older. Of the 27,287 households in the City of Livermore, 1,560 (5.7 percent) of those were headed by a senior.

There are special concerns for senior citizens that need to be considered during project design review. The most significant concerns include:

- Senior citizens are less mobile than younger age groups; consideration for accessibility should be given a high priority.
- Senior citizens generally prefer to be autonomous and maintain independent living lifestyles. In order to support this lifestyle choice, seniors need convenient and close access to services, including shopping and health care facilities, social service and activity centers, and public transportation.
- Senior citizens are often on fixed incomes and require stable housing arrangements without the risk of significant increases in rent.
- Senior citizens generally prefer to be a part of a community and not isolated.
- Senior citizens are concerned about physical and psychological security, more so than younger age groups.

The City has several programs that assist seniors. The Livermore Area Recreation and Park District operates a comprehensive Senior Services program that includes both social services and recreation opportunities such as classes, special programs, daily lunch, information, referrals, classes and trips. The Meals on Wheels Program also delivers hot meals to seniors with limited mobility, as well as to disabled individuals.

Livermore has several senior housing complexes providing both market rate and below market rate units: Arbor Vista, Heritage Park, Hillcrest Gardens, Vandenburg Villa, and Vineyard Village provide affordable senior housing. Rosewood Gardens is a market rate senior housing complex. Livermore

also has one senior assisted living complex within the Heritage Estates. Heritage Estates also provides affordable and market rate independent senior rental apartments.

The U.S. Department of Housing and Urban Development (HUD) reports on senior household needs based on 2000 U.S. Census data through the State of Cities Database System. Accordingly, 585 senior households had incomes of 30 percent of AMI or less (extremely low-income), and 625 had incomes between 31 percent and 50 percent of AMI (very low-income). Approximately 48 percent of seniors spent more than 30 percent of their income on housing, otherwise defined as cost-burdened. Senior households of significant need were senior renter households, where 32 percent spent more than 50 percent of their gross monthly income on housing, defined as severely cost burdened. These senior households are most at risk of homelessness and often have to make tough decisions on whether to pay their rent or pay for medical care. Senior owner households were much less likely to be in the same position with approximately 12 percent severely cost burdened in 2000.

Table 2-18 Senior Housing Problems by Income Classification and Household Type for Livermore, 2000

	Elderly Renters (1 & 2 members HHs)	*Elderly Owners (1 & 2 members HHs)*
<=30% Median Family Income (MFI)	**330**	**255**
% with any housing problems	*71%*	*55%*
% Cost Burden >50%	*56%*	*39%*
>30% to <=50% MFI	**270**	**355**
% with any housing problems	*61%*	*38%*
% Cost Burden >50%	*33%*	*28%*
>50 to <=80% MFI	**80**	**625**
% with any housing problems	56%	29%
% Cost Burden >50%	13%	18%
>80% MFI	**250**	**1,790**
% with any housing problems	12%	13%
% Cost Burden >50%	4%	3%
Total HHs	**930**	**3,025**
Total % with housing problems	***51%***	***23%***
Total % Cost Burden >50	***32%***	***12%***

Sources: State of Cities Database System, HUD, 2000; EDAW, 2008.

Female-Headed Households

Female-headed households need special consideration and assistance to accommodate their housing needs. These needs often include affordable housing, accessible day care, health care, and other support services. Generally, female-headed households have lower incomes and higher living expenses, limiting their opportunities for finding affordable and quality housing.

Based on American Community Survey data, there were 2,890 female-headed households in Livermore, nearly 15 percent of all households, in 2006. Female-headed families with children, reported at 1,379 families in 2006, are a particularly vulnerable group since women are often paid less than men and because they must balance the needs of their children with work responsibilities. Data on the poverty status of female-headed households was not available through the 2006 American Community Survey. However, the 2000 U.S. Census reports that 32 percent of female-headed families with children under 18 lived in poverty, while 42 percent of female-headed families with children under age five live in poverty.

Large Households

Large households are family households with five or more people. Large households are considered a special needs group for housing because there is typically a limited supply of adequate and appropriately sized housing that is also affordable. Large households on a limited budget may be more at risk of overcrowding in the home. These households may choose a smaller home in an effort to save money to pay for other necessities including transportation, food, and clothing. According to the American Community Survey, there were 3,207 large households in Livermore, approximately 12 percent of all households, in 2006 (Table 2-19). Alameda County's distribution of household size was very similar with 11 percent of all households considered large.

Table 2-19 Household Size, 2006

Household	Livermore		Alameda County	
	Estimate	*Percent of Total*	*Estimate*	*Percent of Total*
1-2 Person Households	15,572	57.0%	300,849	58.1%
3-4 Person Households	8,508	31.2%	158,141	30.6%
5+ Person Household	3,207	11.8%	58,251	11.3%
Total Households	**27,287**	**100.0%**	**517,241**	**100.0%**

Source: ACS, 2006; EDAW, 2008.

Measuring Overcrowding in Housing, a 2007 report by the U.S. Department of Housing and Urban Development, states that public housing authorities typically consider a home with more than two people per bedroom overcrowded. A large household generally requires a home with at least three bedrooms. In 2006, approximately 73 percent of Livermore's total housing units (both owned and rental) had three or more bedrooms, significantly more than Alameda County's portion of large units (Table 2-20). Twenty-seven percent of the rental stock had 3 or more bedrooms, and 91 percent of the owned units had 3 or more bedrooms, indicating that large families should not have difficulty finding an appropriately sized unit in the city. However, single family homes offered for rent can be sold, and the new owner may choose to no longer rent the unit. As single family homes typically have more bedrooms than apartment units and other multi-family housing options, the number of large rental units could potentially be reduced below the current 27 percent of all rental units.

Table 2-20 Bedroom Mix by Tenure, 2006

	City of Livermore				Alameda County			
Bedrooms	*Owned Units*	*Rental Units*	*Total Units by Bedroom*	*Percent of Total*	*Owned Units*	*Rental Units*	*Total Units by Bedroom*	*Percent of Total*
0-1	435	1,763	2,198	8.1%	11,239	88,118	99,357	19.2%
2	1,177	4,099	5,276	19.3%	63,743	85,034	148,777	28.8%
3	9,150	1,790	10,940	40.1%	128,161	34,617	162,778	31.5%
4+	8,465	408	8,873	33.5%	93,590	12,739	106,329	20.5%
Total	**19,227**	**8,060**	**27,287**	**100.0%**	**296,733**	**220,508**	**517,241**	**100%**

Source: ACS, 2006; EDAW, 2008.

DISABLED PERSONS

Disabled persons may have special housing needs for several reasons, such as living on a fixed income, lack of housing choices that are both affordable and accessible, and higher health care costs. There are primarily five different types of disability as defined below:

- **Sensory and Physical Limitation**: Difficulty seeing, difficulty hearing, or difficulty walking (even with glasses and hearing aids)
- **Mental Disability**: Difficulty in learning, remembering, or concentrating
- **Going Outside Home Limitation**: Difficulty going outside the home alone to shop or visit a doctor's office
- **Employment Limitation**: Difficulty working at a job or a business
- **Self-Care Limitation**: Difficulty dressing, bathing, or getting around inside the home

In 2006, approximately 14 percent of the population of Livermore and 13 percent of the population of Alameda County classified themselves as disabled. Examining both Livermore's and Alameda County's disabled persons by age group reveals a very similar percentage breakdown in both geographies (Table 2-21). In both the City and the County, the 16 to 64 year age group had the highest percentage of disabled residents.

Table 2-21 Disabled Persons by Age Group, 2006

Age Group	City of Livermore		Alameda County	
	Number	Percent of Total Residents	Number	Percent of Total Residents
People 5 to 15 years	1,366	2.0%	11,167	0.8%
People 16 to 64 years	4,840	7.1%	103,549	7.7%
People 65 years and over	3,229	4.7%	61,100	4.6%
Total Disabilities Tallied	**9,435**	**13.8%**	**175,816**	**13.1%**

Source: ACS, 2006; EDAW, 2008.

The American Community Survey reports that 10 percent of the workforce population in Livermore (the civilian non-institutionalized population age 16 to 64) were disabled in 2006. Approximately half of Livermore's working age disabled population (people age 16 through 65) have disabilities that limit their employment, as presented in Table 2-22. A higher percentage of Alameda County's disabled working age population is unable to work.

Table 2-22 Disabled Population Age 16 to 64 by Workforce Participation, 2006

	City of Livermore		Alameda County	
	Number	Percent of Total	Number	Percent of Total
Disabled Employed	2,453	5.2%	40,323	4.1%
Disabled Unemployed	2,387	5.0%	63,226	6.5%
Total	**4,840**	**10.2%**	**103,549**	**10.6%**

Note: Total includes the Civilian Non-institutionalized Population 16 -64 years

Source: ACS, 2006; EDAW, 2008.

There is a broad range of conditions that are considered a disability, and housing needs can vary by disability type. Many disabled persons are still able to live at home independently or with friends or

family members, while others need to reside in a special care facility. In order to maintain an independent lifestyle, a home may need to be modified to increase accessibility.

As shown in Table 2-23, 38 licensed community care facilities are located in the City of Livermore. These facilities provide a supportive environment to persons with special needs in a group situation. Most of the facilities are residential, meaning the individual resides at the facility full-time. The City of Livermore also has one adult day care program, GARDEN Tri-Valley, run by Futures Explored, Inc. This program provides educational opportunities and activities to strengthen the capabilities of developmentally disabled individuals between the hours of 9 o'clock A.M. and 3 o'clock P.M.

Table 2-23 City of Livermore Licensed Community Care Facilities, 2008

Type of Facility	*Number of Facilities*	*Combined Capacity*
Group Homes	5	28
Adult Day Care	1	20
Elderly Residential	32	376
Total	**38**	**424**

Source: CA Department of Social Services, Community Care Licensing Division, August 2008.

The City of Livermore also has two housing developments built specifically for developmentally disabled adults: Lily House (6 below market rate units) and Arroyo Commons (12 below market rate units).

HOMELESS PERSONS

In May 2004, the Public Health Institute conducted an Alameda Countywide Homeless Shelter and Services Survey. This survey found that 6,215 people in Alameda County are homeless at any given point in time and that 1,604 people in Alameda County meet HUD's definition of chronic homelessness at a point in time.[1] Furthermore, The Continuum of Care Council estimates that approximately 16,000 people are homeless in Alameda County over the course of a year. This survey and the Continuum of Care Council did not report information on the number of homeless individuals in the City of Livermore alone.

The 2006 *Alameda Countywide Homeless and Special Needs Housing Plan* states that the 2004 Public Health Institute survey found the following demographic distribution of the Alameda County homeless population:

- **Families**. 43 percent of the community-defined homeless[2] were in a family with children. At the point in time of the survey, the total included 936 adults with children and 1,755 children.
- **Gender.** The homeless population countywide was almost evenly split between men (53 percent) and women (47 percent). However, women were more highly represented in areas with more families, and men were more common in areas with more single adults.
- **Race and ethnicity.** In the community-defined homeless population, Blacks/African Americans, American Indians, and Alaska Natives were over-represented when compared to Alameda County's population as a whole.
- **Youth and young adults.** At a point in time, there were 364 community-defined homeless people in Alameda County aged 24 or younger, including effectively emancipated youth younger than 18.

[1] The HUD definition of chronically homeless includes only single adults with a disability, who have been continuously homeless for a year or more, or has had at least four episodes of homelessness in the past three years.
[2] The community definition of homelessness includes people staying in emergency shelters or transitional housing, living on the street or in a car, and people who will lose their housing within a month and have nowhere to go.

- **Seniors.** At a point in time, Alameda County had 2,296 homeless people aged 55 or older, including 1,195 people aged 55 to 64 and 1,101 aged 65 and older. This population is anticipated to grow as the proportion of Americans 55 years in age and older grows.
- **Duration of homelessness.** At a point in time, about a quarter of homeless adults had been homeless for less than a year, while 16 percent had been homeless for 10 years or more or had never had their own place to live.
- **Education.** More than 40 percent of homeless adults had completed high school or earned a GED.

The City has more recently participated (late 2008) in a county-wide homeless survey, initiated by the County-wide Homeless Continuum of Care Council. Recent preliminary results of this survey estimate 141 homeless persons within the City of Livermore, or approximately 2.2% of Alameda County's estimated homeless population. The survey also provides more detailed information on the estimated demographic characteristics of Livermore's adult homeless population. The survey indicates that the majority of homeless persons in Livermore are female (62%). The majority of the homeless are unemployed (73%), although a small portion do have jobs (26%). Just over half of the estimated number of homeless persons have a disability (53%). Among the identified disabilities, the most common is mental illness (25%) followed by a physical disability (21%), and then alcohol (15%) and drug abuse (14%). These findings are generally consistent with findings in 2004, which indicated that women were more highly represented in areas with more families.

Existing Facilities

There are three types of facilities that provide shelter for homeless individuals and families: emergency shelters, transitional housing, and service-enriched (supportive) permanent housing.

- **Emergency Shelter:** provides overnight shelter and meets a person's basic needs, either on-site or through off-site services. The length of stay varies with the shelter and can range from one day to several months.
- **Transitional Housing:** provides housing for up to two years. The residents at these shelters are typically connected to a rehabilitation program, including substance abuse and mental health interventions, employment services, individual and group counseling, and life skills training.
- **Permanent (Supportive) Housing:** provides permanent housing in the community that is affordable, linked with on-going supportive services, and is designed to allow formerly homeless residents to have the opportunity to live in the facility on an indefinite basis.

Table 2-24 provides a list of the homeless facilities and services in Livermore. In addition to the services listed in the table below, the City of Livermore participates in the Tri-City Homeless Coalition's Tri-Valley Housing Scholarship Program, which provides limited temporary rental assistance to persons who currently reside, work, or attend school in Livermore and are homeless or at risk of becoming homeless.

Table 2-24 Homeless Facilities and Services in Livermore, 2008

Facility Name	***Beds***	***Clients***	***Type***
Tri-Valley Haven/ Sojourner House/	16	Families (including single fathers with children or families with teen-age boys)	Temporary Shelter
Tri-Valley Haven/Domestic Violence Shelter	30	Women and children	Temporary Shelter
Shepherd's Gate	80	Women and children	Temporary Shelter
Carmen Avenue Apartments	30	Homeless families, survivors of domestic violence, very low income, emancipated foster youth and disabled adults.	Supportive Housing
Blue Bell Apartments	8	All	Transitional Housing
Tri-Valley Haven Food Pantry	Not Applicable	All	Food Pantry
Open Heart Kitchen	Not Applicable	All	Soup Kitchen

Source: EDAW, 2008.

Although Livermore has several shelters and transitional and supportive housing facilities to meet the identified need, according to Livermore Housing staff and shelter employees there is always need for additional beds. While many of Livermore's shelters provide beds for women, children and families, it is estimated over a third of the adult homeless population in Livermore is male.

Appendix D, Table D-1 identifies available sites that permit emergency shelters without discretionary review. The City will also consider additional zoning districts where they may be located without discretionary review, including suitable commercial zones.

Farm Labor

Though Livermore is no longer the small agricultural town of its past, farming – particularly viticulture – is still a part of Livermore's economy and identity. However, it is difficult to estimate the complete extent of farm labor in Livermore as government agencies do not consistently define farm labor, length of employment, or place of work. Nevertheless, farm workers are considered by the State to have special housing needs due to their limited income, restricted housing choices, and an increased likelihood of housing problems such as overcrowding and substandard housing conditions.

The U.S. Census states there were 45 Livermore residents employed in the Farming, Fishing, and Forestry occupational sector in 2000. ABAG estimates there were 390 agriculture jobs in Livermore in 2005. It is likely that the housing needs of this small number of permanent farm workers in the City of Livermore can be addressed through the City's existing affordable housing stock.

It is difficult to determine the number of seasonal farm laborers within the City of Livermore. However, the City of Livermore's Planning and Zoning Code makes provisions to allow farm labor. The Planning and Zoning Code permits a caretaker's residence upon obtaining a conditional use permit within the Planned Development/Agriculture District (PD-AG) or within the South Livermore Valley Agricultural Zone (SLV-AG). A caretaker's residence is defined as a temporary dwelling for persons employed in the agricultural use of the property and the families of those persons and/or living quarters for farm workers when necessary for onsite farming operations. The size of this residence is restricted to 1,200 square feet in the SLV-AG. Furthermore, farm labor housing is also permitted with conditional use permit approval within two Open Space Districts: Agricultural and Rural Preservation (OS-A and OS-R).

2.5 HOUSING STOCK CHARACTERISTICS

Ideally, a city's housing stock should align with the needs of its population, provide both small and large units, and offer housing affordable to its workforce and special needs populations. Market and political realities often result in much different housing supply outcomes that do not meet the needs of the local population. This section describes housing stock characteristics in Livermore and Alameda County.

HOUSING STOCK

The City of Livermore has a significantly greater percentage of single family homes than Alameda County (Table 2-25). The majority (72 percent) of the housing stock in Livermore is comprised of single family detached homes, whereas Alameda County's proportion of this housing type is slightly over half (53 percent). Multi-family units make up 17.6 percent of the housing stock in Livermore and 38.5 percent of the stock of Alameda County.

Table 2-25 Housing Stock, 2008

	City of Livermore		*Alameda County*	
	Units	*Percent of Total*	*Units*	*Percent of Total*
Single Family:				
Detached	*21,624*	*72.2%*	*303,613*	*53.2%*
Attached	*2,621*	*8.8%*	*39,742*	*7.0%*
Single Family Total	**24,245**	**81.0%**	**343,355**	**60.2%**
Multifamily:				
2-4 Units	*1,254*	*4.2%*	*62,584*	*11.0%*
5+ Units	*4,025*	*13.4%*	*157,025*	*27.5%*
Multifamily Total	**5,279**	**17.6%**	**219,609**	**38.5%**
Mobile Homes	**431**	**1.4%**	**7,655**	**1.3%**
Total	**29,955**	**100.0%**	**570,619**	**100.0%**
Vacancy Rate[2]	**1.83%**		**3.00%**	

Housing Type Definitions:

Single Family Detached - 1-unit structure detached from any other house, with open space on all four sides.

Single Family Attached - 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures.

Multifamily - structures containing 2 or more housing units.

Mobile homes – a dwelling that sits on wheels and may be moved.

[2] DOF estimates include owner-occupied supply which has a lower vacancy rate compared to the rental housing supply.

Source: DOF, 2008; EDAW, 2008.

TENURE AND OCCUPANCY

As shown in Table 2-26, the percentage of occupied housing units in Livermore is approximately three points greater than that of Alameda County, at 95 percent and 92 percent, respectively. The proportion of owner-occupied housing in Livermore (67.1 percent) is also greater than that of Alameda County (53.0 percent) by approximately 14 percent. Conversely, the proportion of renter-occupied housing units is greater in Alameda County (39.4 percent) than Livermore (28.1 percent).

Table 2-26 Tenure and Vacancy, 2006

	City of Livermore		*Alameda County*	
Housing Units	*Estimate*	*Percent*	*Estimate*	*Percent*
Owner-occupied housing units	*19,227*	*67.1%*	*296,733*	*53.0%*
Renter-occupied housing units	*8,060*	*28.1%*	*220,508*	*39.4%*
Occupied housing units	**27,287**	**95.2%**	**517,241**	**92.4%**
Vacant housing units	**1,364**	**4.8%**	**42,463**	**7.6%**
Total housing units	**28,651**	**100.0%**	**559,704**	**100.0%**

Source: American Community Survey, 2006.

HOUSING GROWTH

According to data provided by the Department of Finance (DOF), approximately 30,400 new housing units were built in Alameda County from 2000 to 2008. Approximately 37 percent of these units (11,300 units) were built in the Tri-Valley Region, defined in this section as the cities of Livermore, Dublin, and Pleasanton. The City of Livermore experienced an increase of approximately 3,300 housing units from 2000 to 2008, averaging 418 new homes per year and accounting for approximately 11 percent of total housing production in the County. Livermore built a higher proportion of single-family units than the County overall. Approximately 82 percent of new housing built in Livermore during this period was single-family, compared to 46 percent for the County. Table 2-27 compares housing estimates for the City of Livermore, the Tri-Valley Region, and Alameda County.

Table 2-27 Estimated Housing Growth, 2000-2008

	City of Livermore			*Tri-Valley Region*[1]			*Alameda County*		
	New Units	*Percent*	*Average Annual Growth*	*New Units*	*Percent*	*Average Annual Growth*	*New Units*	*Percent*	*Average Annual Growth*
Single Family[2]	2,740	82.0%	1.51%	6,504	57.4%	1.63%	13,989	46.0%	0.52%
Multifamily	602	18.0%	1.53%	4,825	42.6%	4.13%	16,442	54.0%	0.98%
Mobile Homes	0	0%	0.00%	1	0.0%	0.01%	5	0%	0.01%
Total	**3,342**	**100.0%**	**1.49%**	**11,330**	**100.0%**	**2.17%**	**30,436**	**100.0%**	**0.69%**
Percent of County		**11.0%**			**37.2%**			**100.0%**	

[1] Defined in this housing element as the cities of Dublin, Pleasanton, and Livermore.

[2] Single family includes both detached and attached units.

Source: DOF, 2008; EDAW, 2008.

HOUSING AGE

Housing age is often an indicator of housing conditions in a given community. As units age, they require maintenance and modernization. Without proper maintenance, homes will deteriorate and in certain cases, negatively impact the values of surrounding properties. A general rule of thumb in the housing industry is that structures older than 30 years begin to show signs of deterioration and require reinvestment to maintain the quality. Homes older than 50 years require major renovations to keep the home in good working order unless they have been properly maintained. As of 2006, approximately 15 percent of the housing stock in Livermore was built before 1960 (and now at least 48 years of age) and 54 percent built before 1980 (and now at least 28 years of age). Alameda County's housing stock is older than Livermore's, with approximately 75 percent of its housing stock built before 1980. Table 2-28 below summarizes the distribution of housing by the year built for both Livermore and Alameda County.

Owner-occupied and renter-occupied housing units have varied in their construction through various housing booms. In the 1990s, there was relatively little rental housing built, as compared to the 1980s

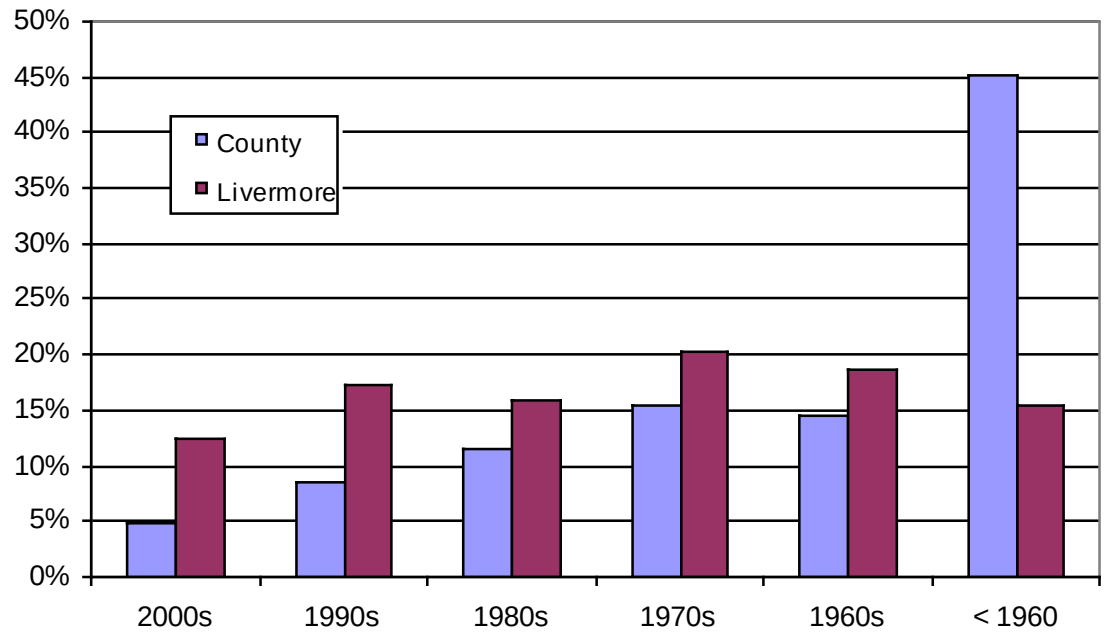
and 2000s. Currently, in many communities, there is increased demand for rental units coinciding with the rise in home mortgage foreclosures.

Table 2-28 Housing Units by Tenure and Age, 2006

	City of Livermore		*Alameda County*	
	Owner	*Renter*	*Owner*	*Renter*
Built 2005 or later	493	---	2,714	906
Built 2000 to 2004	1,867	1,030	12,070	9,901
Built 1990 to 1999	4,326	378	29,048	14,857
Built 1980 to 1989	2,392	1,977	36,039	23,680
Built 1970 to 1979	3,377	2,145	41,391	37,974
Built 1960 to 1969	4,279	802	40,848	34,708
Built 1950 to 1959	1,734	826	44,606	28,401
Built 1940 to 1949	184	276	27,625	20,628
Built 1939 or earlier	575	626	62,392	49,453
Total	**19,227**	**8,060**	**296,733**	**220,508**

Source: ACS, 2006.

Chart 2-1 Percent Housing Units by Year Built



Source: ACS, 2006.

HOUSING IN NEED OF REPAIR/REPLACEMENT

The City has not done a survey recently that would indicate the overall number of substandard residential units in need of either rehabilitation or replacement. The City's Neighborhood Preservation Division responds to complaints regarding substandard housing and zoning code violations. They also identify, in conjunction with the City's Housing Enforcement Team, existing housing problems related to blight, abandoned properties, and tenant/landlord issues. The Neighborhood Preservation Division estimates they receive approximately 200 complaint calls per year related to substandard or dilapidated housing and estimate approximately 150 to 200 unreported cases per year.

2.6 HOUSING COSTS AND AFFORDABILITY

The cost of housing relative to the income of residents in a given area serves as an indicator of the extent of housing problems in a given community. For example, if housing costs are high relative to median household income, there tends to be a higher prevalence of excessive cost burden and overcrowding. This section summarizes the costs and affordability of the housing stock to Livermore residents.

Owner-occupied housing prices have shifted dramatically over the last year and have increased affordability among low- and moderate-income households. At the same time, creditors are much more hesitant to provide financing to low- and moderate-income households without a substantial down payment and good credit history. Thus, while home prices have dropped, many homes remain unattainable to low- and moderate-income households.

HOME SALES TRENDS

Table 2-29 and Table 2-30 compare single-family home sales in the City of Livermore and select cities in the Tri-Valley Region (Dublin, Pleasanton, and Livermore) for June and July 2008. The median price for homes sold within the City of Livermore containing two, three, and four bedrooms was $344,000, $475,000, and $556,500, respectively. The median price for all homes sold during this period was $510,000. By comparison, the median price for all homes sold in the Tri-Valley Region was $623,500, approximately 22 percent higher than Livermore. Additionally, the price per square foot was lower in Livermore ($291) than it was in the Tri-City Region ($329).

Similar sales data were obtained for condominiums for June and July 2008, but there was only one transaction for a condominium in Livermore in the year the data was recorded. This is an indication of both limited supply and slow sales among condominiums in Livermore. The median price for condominiums in the Tri-City Region containing two and three bedrooms was $400,000 and $445,000, respectively. The median price for all condominiums sold in the Tri-City Region was $400,000, approximately 36 percent less than the median price for all homes sold in the Tri-City Region.

Table 2-29 City of Livermore Home Sale Prices, June-July 2008

Bedrooms	*Sales*	*Median Price*	*Price / SF*	*Average Price*	*Price / SF*	*Price Range*		
Homes								
1	1	$321,500	$360	$321,500	$360	$321,500	to	$321,500
2	8	$344,000	$325	$382,688	$343	$555,000	to	$275,000
3	53	$475,000	$325	$476,349	$314	$845,000	to	$255,000
4	46	$556,500	$275	$590,543	$286	$978,500	to	$360,000
5 +	12	$790,000	$254	$776,208	$252	$974,500	to	$500,000
Homes Total	**120**	**$510,000**	**$291**	**$543,944**	**$298**	**$978,500**	**to**	**$255,000**
Condominiums								
1	1	$327,500	$267	$327,500	$267	$327,500	to	$327,500
Condos Total	**1**	**$327,500**	**$267**	**$327,500**	**$267**	**$327,500**	**to**	**$327,500**

Source: RealQuest, 2008; EDAW, 2008.

Table 2-30 Tri-Valley Region Home Sale Prices: Livermore, Dublin and Pleasanton, June-July 2008

Bedrooms	*Sales*	*Median Price*	*Price/SF*	*Average Price*	*Price/SF*	*Price Range*		
Homes								
1	2	$253,250	$385	$253,250	$385	$321,500	to	$185,000
2	16	$400,000	$361	$407,344	$355	$555,000	to	$275,000
3	107	$520,000	$342	$565,215	$354	$1,127,000	to	$255,000
4	103	$720,000	$313	$734,757	$326	$1,725,000	to	$360,000
5 +	41	$900,000	$292	$1,013,341	$305	$2,231,000	to	$500,000
Homes Total	**269**	**$623,500**	**$329**	**$691,448**	**$336**	**$2,231,000**	**to**	**$185,000**
Condominiums								
1	3	$320,000	$360	$335,833	$363	$427,500	to	$260,000
2	36	$400,000	$310	$390,181	$324	$445,500	to	$254,000
3 +	25	$445,000	$298	$422,580	$295	$530,000	to	$319,000
Condos Total	**64**	**$400,000**	**$304**	**$396,291**	**$314**	**$530,000**	**to**	**$254,000**

Source: RealQuest, 2008; EDAW, 2008.

As shown in Table 2-31, the price per square foot of homes in Livermore and the Tri-Valley Region increased at an average annual growth rate of 7.0 and 7.4 percent, respectively, not accounting for inflation between 2001 and 2007. In 2008, Livermore's housing market reflected national trends experiencing significant declines in home prices. From June and July of 2007 compared to the same period in 2008, the median home price declined in Livermore by 19 percent compared to 13 percent for the Tri-Valley Region. Despite declines in home prices in 2008, only a few homes in the City of

Livermore remain affordable to moderate-income households.[‡] Overall, home prices appreciated since 2001, but at a much slower rate after adjusting for declines experienced in 2008. In fact, the average annual growth in home price per square foot (2.4 percent) was less than inflation (3.1 percent) for the period 2001 to 2008.

Table 2-31 Home Sale Prices, City of Livermore, 2001, 2007, 2008

	City of Livermore					Tri-Valley Region				
Year	*Sales*	*Median Price*	*Avg Annual Growth in Price (2001 – 2007 or 2008)*[1]	*Price per Sq. ft.*	*Avg Annual Growth in Price per Sq. ft. (2001 - 2007 or 2008)*[1]	*Sales*	*Median Price*	*Avg Annual Growth in Price (2001 – 2007 or 2008)*[1]	*Price per Sq. ft.*	*Avg Annual Growth in Price per Sq. Ft. (2001 - 2007 or 2008)*[1]
2001	158	$400,000		$246		346	$475,000		$259	
2007	156	$631,000	7.9%	$369	7.0%	388	$720,000	7.2%	$397	7.4%
2008	124	$510,000	3.5%	$291	2.4%	279	$623,500	4.0%	$329	3.5%

[1] The rate of inflation was 2.7% from 2001 – 2007 and 3.1% from 2001 – 2008.

Source: RealQuest;, 2008; EDAW, 2008.

[‡] It should be noted that home prices have continued to decline in Livermore and the rest of the Bay Area since this data was collected in July of 2008. According to MDA Dataquick, Alameda County's median value was $356,500 in November 2008, a 36.9 percent decline over November 2007. The median home price in Livermore in November 2008 was $396,000.

FORECLOSURES

Subprime mortgages— granted to borrowers with weak, or subprime, credit histories—played a major role in the over inflation of housing prices and increase in foreclosures in Alameda County and the rest of the United States when initial "teaser" lending terms[§] began to expire and housing prices began to decrease, or readjust. While many homebuyers and speculators were able to make mortgage payments under initial loan terms and banked on the continued appreciation of their homes to insulate them from future rate increases, many homeowners struggled to make ends meet when their mortgage payments doubled or tripled and the housing market began to slow. As a result, many homeowners found themselves unable to pay rising mortgage payments and were forced to begin the foreclosure process, flooding the market with homes for sale at below market rate prices. Furthermore, lenders began adjusting their lending practices, making credit less available to those with blemished credit or little down payment. Due to the deflation of home prices and decline in available credit, the median home sale price dropped dramatically throughout the United States, including Livermore.

As of August 7, 2008, there are 146 homes in Livermore facing one of the three stages of foreclosure. These foreclosures account for approximately 0.5 percent of the overall Livermore housing stock and 5 percent of all properties in Alameda County facing foreclosure (Table 2-32).

Table 2-32 Livermore Homes Currently Facing Foreclosure, 2008

Zip Code	*Pre-Foreclosure*	*Percentage of Alameda Total*	*Foreclosure*	*Percentage of Alameda Total*	*Bank Owned*	*Percentage of Alameda Total*
94550	37	2.8%	16	2.1%	11	2.4%
94551	35	2.6%	23	3.1%	24	5.1%
Total	**72**	**5.4%**	**39**	**5.2%**	**35**	**7.5%**

Source: http://www.foreclosuredata.com

[§] Some "teaser" terms included little or no down payment, and/or low interest rates. Often these low interest rates would expire and become adjustable rates, resulting in a doubling or tripling of initial mortgage payments.

Rental Housing Cost And Affordability

Rental housing in the City of Livermore remains relatively affordable compared to Alameda County overall. As can be seen in Table 2-33, 1-bedrooms averaged approximately $1,118 per month in Livermore. This is compared to the countywide average of $1,278 for 1-bedrooms. Rents are also comparatively lower in Livermore for larger 2-bedrooms and 3-bedrooms (both with and without an additional bathroom) with average rents ranging from $1,307 (2 bedrooms with a single bathroom) to $1,543 (three bedrooms, 2 bathrooms) per month.

During the second quarter of 2008, the average rate for a rental unit within the City of Livermore was $1,285, as compared to $1,446 within all of Alameda County. The average rent per square foot within the City of Livermore was $1.60, compared to $1.74 for Alameda County overall. This significant difference in both average rental rate and per square foot indicates that rental properties achieve higher rents within Alameda County overall than within the City of Livermore.

Table 2-33 Average Rental Price, Second Quarter 2008

	City of Livermore		*Alameda County*	
Bedrooms	*Price*	*Rent per Sq ft*	*Price*	*Rent per Sq ft*
Studio	--	--	$1,045	$2.07
1 (1 Bath)	$1,118	$1.74	$1,278	$1.84
2 (1 Bath)	$1,307	$1.55	$1,418	$1.65
2 (2 Bath)	$1,422	$1.57	$1,733	$1.73
3 (2 Bath)	$1,543	$1.40	$2,032	$1.66
Average	**$1,285**	**$1.60**	**$1,446**	**$1.74**

Source: RealFacts Inc., Market Comparison, 2008; EDAW, 2008.

RealFacts, a private data vendor, does not provide apartment rental price ranges in their reports. Therefore, apartment rental range information was gathered by surveying apartments advertised on Craigslist.com and Move.com. Table 2-34 displays the rental price range of Livermore apartments in October of 2008.

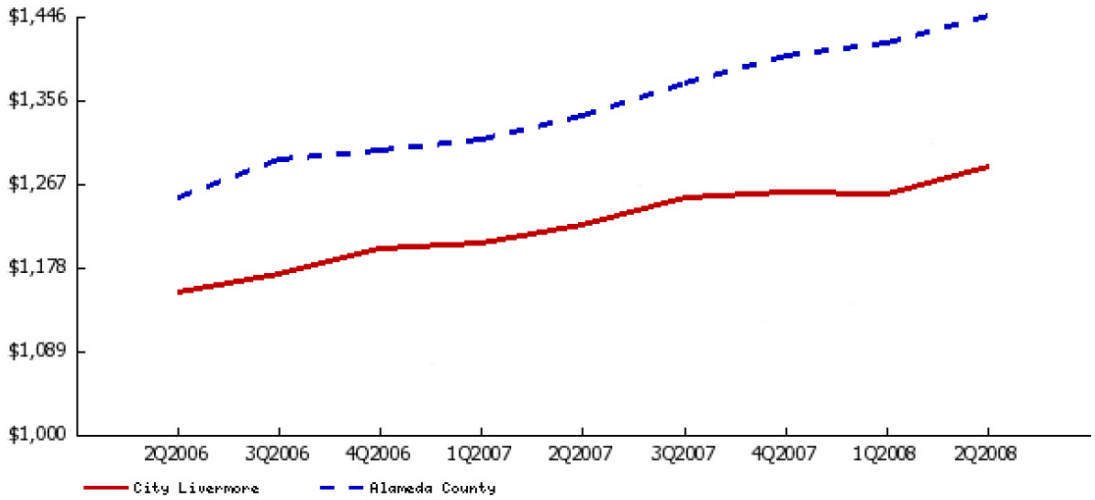
Table 2-34 Rental Price Range for Livermore Apartments, October 2008

	Price Range	
Bedrooms	*Min*	*Max*
Studio	$ 900	$ 995
1	$ 850	$1,130
2	$ 1,150	$1,850
3	$ 1,445	$2,400

Sources: move.com, October 2008; craigslist.org, October 2008; EDAW, 2008.

As shown in Chart 2-2, rents have increased in Livermore since the second quarter of 2006 at an average annual growth rate of 5.7 percent, although at a slower pace than the County overall. The increase in rental prices in Livermore has exceeded the rate of inflation (4.2 percent) and is likely a result of the declining for-sale housing market and tightening of credit available to homebuyers; households who might have otherwise bought or owned a home are finding themselves renting instead. Also, households that experienced foreclosure are reentering the rental housing market, increasing rental demand.

Chart 2-2 Average Rent, 2006 - 2008



Source: RealFacts, 2008; EDAW, 2008.

HOUSING AFFORDABILITY

A community's housing affordability can be measured by evaluating market rate prices for homes compared to the amount of residents that are able to afford market rate housing. For purposes of the Housing Element and the State Housing and Community Development Department (HCD), a home is affordable if it is suitably sized and costs the household 30 percent or less of its gross monthly income. In other words, suitable affordable housing should not result in a cost burden, paying more than 30 percent of a household's gross monthly income, nor overcrowding, requiring more than 1 person per room.[**] It is also important to keep in mind that the level of home affordability discussed in the paragraphs below does not include the cost of utilities or home maintenance—costs that are typically covered by the landlord for rental housing. Therefore, homeownership inherently can be viewed as less affordable than rental housing in the discussion below, as utilities and maintenance can be considerable. Clearly, housing affordability varies by income group with extremely low-income households having greater challenges in accessing housing affordable at their incomes versus above moderate-income households who are able to spend significantly more on housing. This analysis evaluates housing affordability by HCD income group (i.e. extremely low-, very low-, low-, moderate-, and above moderate-income groups).

Family median household income levels are estimated annually by the Federal Housing and Urban Development Department (HUD) to provide updated income limits which are used to set rents and to qualify households for income-restricted housing. The median income levels are then adopted by the HCD. From the median household income estimates, HCD calculates income limits for very low-, low-, and moderate-income households. These income limits form the basis for evaluating housing affordability by income group.

To evaluate the affordability of the housing stock in Livermore, housing cost information collected for 2008 and described in the previous section, was compared to household income limits in 2008. Table 2-35 presents the maximum amount that a household can pay for housing each month (e.g., either rent

[**] Rooms include living rooms, dining rooms, bedrooms, study, and other rooms, but does not include kitchens, hallways, or bathrooms.

or mortgage and utilities) without exceeding the 30 percent income-housing cost threshold.[††] Calculation of affordable home sales prices are based on an annual interest rate of 6.5 percent for a standard mortgage and a 10 percent down payment.

This amount can be compared to average market prices for single-family homes, condominiums, and rent for apartment units to determine what types of housing opportunities a household can afford. As previously discussed, from June to July of 2008, median priced 2-, 3- and 4-bedroom homes in Livermore sold for $344,000, $475,000 and $556,500, respectively, and average rents ranged from $1,118 for a one-bedroom to $1,543 for a 3-bedroom.

In general, extremely low- and very low-income households cannot afford market rental or owner-occupied housing. Based on prevailing rents in Livermore, low-income households and above can afford market rate rents. Although Livermore is more affordable than the Tri-Valley as a whole, only above moderate-income households can afford the typical median price for a home in Livermore. See Table 2-35 for a summary of affordable rents and home prices by income category.

[††] HCD and HUD defines cost burdened as paying more than 30 percent of a household's gross monthly income towards housing. The 30 percent standard is also applied to set affordable rents for income-restricted units.

Table 2-35 Livermore Affordable Home Prices and Rental Rates, 2008

		Home Price			Rental Rate	
Household Type/Size	*Minimum Unit Size*	*Income*	*Down Payment*	*Affordable Home Price*	*Utility Allowance*	*Affordable Rent*
Extremely Low-Income - >30% of AMI						
1-Person	Studio	$18,100	$6,414	**$64,100**	$36	**$417**
2-Persons	One-Bedroom	$20,700	$7,334	**$73,300**	$51	**$467**
3-Persons	Two-Bedroom	$23,250	$8,226	**$82,300**	$64	**$517**
4-Persons	Three-Bedroom	$25,850	$9,147	**$91,500**	$79	**$567**
Very Low-Income - 31% to 50% of AMI						
1-Person	Studio	$30,150	$10,676	**$106,800**	$36	**$718**
2-Persons	One-Bedroom	$34,450	$12,191	**$121,900**	$51	**$810**
3-Persons	Two-Bedroom	$38,750	$13,720	**$137,200**	$64	**$905**
4-Persons	Three-Bedroom	$43,050	$15,235	**$152,400**	$79	**$997**
Low-Income - 51% to 80% of AMI						
1-Person	Studio	$46,350	$15,275	**$152,700**	$36	**$1,123**
2-Persons	One-Bedroom	$53,000	$17,463	**$174,600**	$51	**$1,274**
3-Persons	Two-Bedroom	$59,600	$19,637	**$196,400**	$64	**$1,426**
4-Persons	Three-Bedroom	$66,250	$21,825	**$218,300**	$79	**$1,577**
Moderate-Income - 81% to 120% of AMI						
1-Person	Studio	$72,300	$22,943	**$229,400**	$36	**$1,772**
2-Persons	One-Bedroom	$82,600	$26,205	**$262,000**	$51	**$2,014**
3-Persons	Two-Bedroom	$93,000	$29,504	**$295,000**	$64	**$2,261**
4-Persons	Three-Bedroom	$103,300	$32,778	**$327,800**	$79	**$2,504**

Source: EDAW, 2008.

Table 2-36 Livermore Affordable Housing Calculation Notes and Assumptions, 2008

Notations:

AMI = Area Median Income

Income figures are based on the 2008 HUD area median income figure for Alameda County (AMI) of $86,100 for a family of four.

Calculation of affordable home sales prices based on an annual interest rate of 6.50% for a standard mortgage and 6.0% for a low-income household mortgage, 30-year mortgage, and monthly payments that do not exceed 30% of the household monthly income.

See Appendix B for a more detailed on affordability and qualifying home price assumptions.

Source: EDAW, 2008.

AFFORDABILITY BY HOUSEHOLD INCOME

This section describes in more detail housing affordability by income group. As discussed in the previous section, the median sales price for a home in Livermore was $510,000, and on average, Livermore residents paid $1,285 to rent. These prices are compared to affordable home prices and rents for each income segment summarized in Table 2-35. Essential to these assumptions is the ability of very low-, low- and moderate-income households to secure home financing, which has become increasingly difficult in the current financial climate. Households with poor credit histories or unsteady employment will struggle to secure home financing, regardless of whether they can afford to make payments on the home. It is assumed that financial markets will stabilize and supply reasonable home loans similar to lending practices in the late 1990s.

Extremely Low-Income Households. Extremely low-income households in the City of Livermore have incomes of 30 percent or less of the AMI. Using a 5 percent down payment and a loan interest rate of 6 percent to calculate qualifying home prices, the maximum affordable home price for an extremely low-income household ranges from $64,100 for a one-person household to $91,500 for a four-person household (Table 2-35). With median priced 1-, 2-, 3- and 4-bedroom homes in Livermore selling for $321,500, $344,000, $475,000 and $556,500, respectively, extremely low-income households cannot afford homeownership in Livermore, regardless of household size.

In addition, market rents exceed the affordable housing payment for an extremely low-income household, which can afford to pay $417 to $601 in rent per month, after accounting for utilities. In practical terms, this means that a one-person household cannot afford an average priced studio or 1-

bedroom unit without assuming a cost burden or doubling up. The problem is exacerbated for larger extremely low-income households.

Very Low-Income Households. Very low-income households in the City earn between 31 and 50 percent of the Area Median Income (AMI). Using a 5 percent down payment and a 6 percent loan interest rate to calculate qualifying home prices, the maximum qualifying home price for a very low-income household ranges from $106,800 for a one-person household to $152,400 for a four-person ho

usehold. Thus, similar to extremely low-income households, market rate homes in Livermore are not attainable for most very low-income households without a significant down payment.

Based on Table 2-35, a very low-income household can afford to pay $718 to $1,066 in rent per month, depending on the household size. With the average rents in Livermore ranging from $1,118 for a 1-bedroom unit to $1,543 for a 3-bedroom unit, the average very low-income household cannot afford to pay the average rental price for a home, regardless of household size. Rental prices for one-bedrooms in Livermore were found to range from $850 to $1,130, indicating that an average 2-person, very low-income household earns just under the amount necessary to afford a typical lower-priced 1-bedroom in Livermore. In practical terms, this means that most very low-income households cannot afford an average market rate rental without assuming a cost burden or over-crowding.

Low-Income Households. Low-income households earn between 51 and 80 percent of the AMI. Using a down payment of 10 percent and a loan interest rate of 6.5 percent to calculate the qualifying home prices, the maximum qualifying home price for a low-income household ranges from $152,700 for a 1-person household to $218,300 for a 4-person household. With median priced 1, 2-, 3- and 4-bedroom homes in Livermore selling for $321,500, $344,000, $475,000 and $556,500, respectively, low-income households cannot afford homeownership in Livermore, regardless of household size.

A low-income household can afford to pay $1,123 to $1,692 in rent per month, depending on the household size. With the average rents in Livermore ranging from $1,118 for a studio to $1,543 for a 3- bedroom unit, most low-income households can afford to pay the average rental price for a rental in Livermore.

Moderate-Income Households. Moderate-income households earn between 81 and 120 percent of the AMI. Using a down payment of 10 percent and a loan interest rate of 6.5 percent to calculate the qualifying home prices, the maximum qualifying home price for a moderate-income household ranges from $229,400 for a one-person household to $327,800 for a 4-person household. With median priced

1, 2-, 3- and 4-bedroom homes in Livermore selling for $321,500, $344,000, $475,000 and $556,500, respectively, small and large moderate-income households cannot afford to purchase a home in Livermore without a sizeable down payment. To address this concern, the City of Livermore offers a first-time homebuyer program. This program provides up to 20 percent of the purchase price of the home in deferred loans, making a 1-bedroom home affordable to a family of two and a 2-bedroom home affordable to a family of three.

A moderate-income household can afford to pay $1,472 to $2,228 in rent per month, adjusting for household size. With the average rents in Livermore ranging from $1,118 for a one-bedroom unit to $1,543 for a 3–bedroom unit, moderate-income households can afford to pay the average rental price for a home in Livermore regardless of household size.

OVERCROWDING

A limited supply of affordable housing affects low-income households in such a way that many need to increase the number of people living in the unit in order to devote income to other non-rental or non-mortgage related expenses, which sometimes results in over-crowding, Overcrowding can result in a decrease in available parking, increased traffic, and accelerated housing deterioration. Overcrowding varies with income, size and type of household, but large families and low-income households usually have the highest incidence of overcrowding.

The California Department of Housing and Community Development defines overcrowding as more than 1.01 occupants per room, and severe overcrowding as more than 1.51 occupants per room. Perhaps due to the fact that there are fewer rental housing units available for large households, overcrowding appears to be less of a problem in owner-occupied households, as 99 percent of those households have at most one occupant per room. In renter-occupied households, 89 percent had at most one occupant per room and 11 percent of households had 1.01 to 1.5 occupants per room (Table 2-37). Furthermore, there is a higher incidence of over-crowding among renter-occupied households in Livermore than in Alameda County. The City of Livermore has a larger percentage of renter-occupied households with 1.01 to 1.5 occupants per room (11 percent) than Alameda County (5 percent). However, 2 percent of Alameda County’s renter-occupied households have more than 1.51 occupants per room, while no renter-occupied households in Livermore experience severe overcrowding.

Table 2-37 Tenure by Occupants per Room, 2006

	Livermore		Alameda County	
	Estimate	*Percent*	*Estimate*	*Percent*
Owner occupied:	**19,227**	**70.5%**	**296,733**	**57.4%**
1.00 or Less Occupants per Room	*18,960*	*98.6%*	*288,278*	*97.1%*
1.01 to 1.50 occupants per room	*146*	*0.8%*	*6,496*	*2.2%*
> 1.51 Occupants per Room	*121*	*0.6%*	*1,959*	*0.7%*
Renter occupied:	**8,060**	**29.5%**	**220,508**	**42.6%**
1.00 or Less Occupants per Room	*7,172*	*89.0%*	*204,060*	*92.5%*
1.01 to 1.50 occupants per room	*888*	*11.0%*	*11,339*	*5.2%*
> 1.51 Occupants per Room	---	---	*5,109*	*2.3%*

Source: ACS, 2006.

COST BURDEN

Though housing affordability by household income has already been discussed, another way to evaluate housing need is by the incidence or number of cost burdened households in Livermore. Housing "cost burden" is defined as a household paying more than 30 percent of their gross monthly income towards housing. "Severely cost burdened" is defined as a household spending more than 50 percent of a household's gross monthly income on housing.

HUD uses 2000 U.S. Census data to evaluate housing cost burden by income group and special need population. According to HUD data from 2000, renters in the City of Livermore were more cost burdened than owners, with 47 percent of all renter households and 35 percent of all owner households paying more than 30 percent of their income on housing. Table 2-38 also shows that lower-income renter households, including elderly, pay a higher percentage (over 50 percent) of their monthly income for rent (83 percent in extremely low-, 81 percent in very low-, and 67 percent in low-income categories). This is also the case for homeowner households in the lower-income

categories (74 percent in the extremely low category, 59 percent in very low, and 56 percent in low-income). This is consistent with U.S. Census data for 2000, which indicates that 70 percent or 2,440 lower-income renter households and 60 percent or 1,612 lower-income owner households paid more than 30 percent of their income on housing.

For both owners and renters, large families (5 or more related individuals) tend to be more cost burdened than small families, as 71 percent of large renter families and 41 percent of large owner households paid more than 30 percent of their monthly income for rents and mortgage versus 45 percent of small renter families and 28 percent of small owner families. However, a larger percentage of small renter families were severely cost burdened (17 percent) versus just 10 percent for large renter families.

As previously discussed, elderly households tend to experience the greatest housing cost burden. Thirty-two percent of senior renter households and 12 percent of senior owner households are severely cost burdened. Over 50 percent of senior renter households pay more than 30 percent of their monthly income for rent.

Table 2-38 Housing Problems by Income Classification and Household Type for Livermore, 2000

Household by Type, Income, & Housing Problem	Renters: Elderly (1 & 2 member HHs)	Renters: Small Related (2 to 4)	Renters: Large Related (5 or more)	Renters: Total Renters	Owners: Elderly (1 & 2 member HHs)	Owners: Small Related (2 to 4)	Owners: Large Related (5 or more)	Owners: Total Owners	Total HHs
<=30% MFI	**330**	**440**	**150**	**1,145**	**255**	**164**	**40**	**659**	**1,804**
% with any housing problems									
(% Cost Burden >30%)	*71%*	*91%*	*93%*	*83%*	*55%*	*94%*	*100%*	*74%*	*80%*
% Cost Burden >50%	*56%*	*77%*	*60%*	*67%*	*39%*	*94%*	*100%*	*67%*	*67%*
>30% to <=50% MFI	**270**	**394**	**150**	**1,023**	**355**	**245**	**60**	**725**	**1,748**
% with any housing problems									
(% Cost Burden >30%)	*61%*	*86%*	*100%*	*81%*	*38%*	*74%*	*100%*	*59%*	*72%*
% Cost Burden >50%	*33%*	*36%*	*7%*	*34%*	*28%*	*57%*	*67%*	*43%*	*38%*
>50 to <=80% MFI	**80**	**635**	**165**	**1,300**	**625**	**404**	**83**	**1,302**	**2,602**
% with any housing problems									
(% Cost Burden >30%)	*56%*	*61%*	*76%*	*67%*	*29%*	*83%*	*95%*	*56%*	*62%*
% Cost Burden >50%	*13%*	*5%*	*0%*	*6%*	*18%*	*45%*	*5%*	*28%*	*17%*
>80% MFI	**250**	**1,745**	**525**	**3,820**	**1,790**	**10,365**	**1,840**	**16,125**	**19,945**
% with any housing problems									
(% Cost Burden >30%)	*12%*	*18%*	*54%*	*20%*	*13%*	*23%*	*35%*	*25%*	*24%*
% Cost Burden >50%	*4%*	*1%*	*0%*	*1%*	*3%*	*2%*	*5%*	*3%*	*3%*
Total HHs	**930**	**3,214**	**990**	**7,288**	**3,025**	**11,178**	**2,023**	**18,811**	**26,099**
% with housing problems									
(% Cost Burden >30%	**51%**	**45%**	**71%**	**47%**	**23%**	**28%**	**41%**	**30%**	**35%**
% Cost Burden >50%	**32%**	**17%**	**10%**	**17%**	**12%**	**6%**	**8%**	**9%**	**11%**

Sources: State of Cities Database System, HUD, 2000; EDAW, 2008.

**HUD defines "housing problems" as households that pay monthly owners costs or monthly gross rent greater than 30% of monthly household income.*

2.7 REGIONAL HOUSING NEED

State law requires all regional councils of governments to determine the existing and projected housing need for their region and to allocate a portion of the regional housing need to each jurisdiction. The Association of Bay Area Governments (ABAG) is the regional council of government responsible for determining the City of Livermore's Regional Housing Need Allocation (RHNA).

Table 2-39 Regional Housing Need Allocation by Income Group, January 2007 - 2014

Income Group	*Percent of Area Median Income*	*Income Threashold*[1]	*Livermore*	*Alameda County*
Very Low	0-50%	$43,050	1,038	10,017
Low	51-80%	$66,250	660	7,616
Moderate	81-120%	$103,320	683	9,078
Above Moderate	120%+		1,013	18,226
Total			**3,394**	**44,937**

[1]Based on state income limits for 4-person household in Alameda County.

Source: ABAG, 2008.

As shown in Table 2-39, based on ABAG's allocation, the City of Livermore should plan for 3,394 new housing units between January 2007 and 2014. Approximately 31 percent of these units should be for very low-income households, 19 percent for low-income households, 20 percent for moderate-income households, and 30 percent for upper income households.

2.8 AFFORDABLE HOUSING

Existing housing that receives governmental assistance or is generated through governmental policies is often a significant source of affordable housing in many communities. This section identifies the affordable housing in Livermore, evaluates the potential for conversion to market rate between 2007 and 2017, and analyzes the cost to preserve the units. Resources for preservation/replacement are described in Chapter 4. Housing programs to address preservation of these units are described in Chapter 5.

INVENTORY OF AFFORDABLE HOUSING

Livermore has produced a large supply of senior and affordable housing through the use of federal, state and local policies and assistance programs. The City has created a range of affordable ownership and rental housing to meet the needs of Livermore residents through the use of in-lieu fees, the Inclusionary Housing Ordinance which requires a 15 percent set aside of units, city rental agreements, and planning efforts such as the Housing Implementation Program. Table 2-40 through Table 2-42 provide an inventory of affordable housing in Livermore.

Table 2-40 Affordable Housing Inventory: Rental Housing

Development[1]	*Total Units*	*Affordable Units*			*Total Affordable Units*	*Senior and/or Disabled*
		Very Low	*Low*	*Moderate*		
Arroyo Del Valle Commons	12	12			12	12
Carmen Ave.	30	30			30	10
Autumn Springs	176		36		36	3
Colgate	6	6			6	6
Corte Cava	2	2			2	2
Diablo Vista	135		34		34	2
Leahy Square	125	125			125	5
Las Posadas	9	9			9	
Lily House	6	6			6	6
Marilisa Meadows	50		31		31	10
Owl's Landing	72	38	34		72	2
Oak Street	8	2			2	
Outrigger Apts	42		28		28	
Portola Meadows	176	36			36	9
Stoney Creek Apts	70		70		70	5
The Arbors	162		41		41	2
Total:	**1,081**	**266**	**274**	**0**	**540**	**74**

[1] At-risk projects identified in color.

Source: City of Livermore, 2008.

Table 2-41 Affordable Housing Inventory: Senior Housing

Development[1]	Total Units	Affordable Units			Total Affordable Units	Senior and/or Disabled
		Very Low	Low	Moderate		
Arbor Vista	80	80			80	80
Heritage Estates	250	25	77		102	250
Vandenburg Villa	40	40			40	40
Heritage Park	167		33		33	167
Hillcrest Gardens	54		54		54	54
Valley Care: Phase 2	130	22	33		55	130
Vineyard Village	73		73		73	73
Total:	**794**	**167**	**270**	**0**	**437**	**794**

Source: City of Livermore, 2008.

Table 2-42 Affordable Housing Inventory: For-Sale Housing

Development[1]	Total Units	Affordable Units			Total Affordable Units	Senior and/or Disabled
		Very Low	Low	Moderate		
K&B	125		25		25	
Birchwood Park	66		7		7	
Rosegate	40	1	3		4	
Vineyard Terrace	96		10		10	
Pontrelli	1	1			1	
Creekside Villas	112	1	11		12	
Palasage 1	68		7		7	
Habitat for Humanity	22	4	11	7	22	
Seven Hills	21		2		2	
Palasage 2	22		2		2	
Shepherd's Meadow	22	1	1	1	3	
Savannah Terrace	8	2			2	2
Montage	566		42	42	84	
Arroyo Crossing	155		15		15	
The Grove	49	2	6		8	
Station Square	110		11		11	
Total	1,483	12	151	50	215	2

Source: City of Livermore, 2008.

AT-RISK RENTAL HOUSING

Affordable housing options for most lower-income households are limited primarily to rental housing. Therefore, preserving the existing affordable rental housing stock is an important goal for Livermore. Most affordable rental housing units in the City were achieved through subsidy contracts and deed-restrictions/affordability covenants in exchange for construction and mortgage assistance. From time to time, restricted units lose the affordability controls and revert to non low-income uses. For instance, development projects are typically considered at-risk due to: (1) the prepayment provisions of HUD-insured mortgage loans; (2) expiration of Section 8 and Section 236 contracts; and (3) expiration of restrictions on mortgage revenue bonds. The following describes in detail these conditions.

- Prepayment of HUD loans: In the mid-1960s, the federal government provided low-interest financing or mortgage insurance to housing developers in return for guaranteeing that rents remain affordable to lower-income households. After 20 years, the owners could prepay the mortgages and lift their rent restrictions, or maintain the affordability controls until their mortgages were paid.
- Section 8 Program: In the mid-1970s, the federal government provided two approaches to encouraging the production of affordable rental housing. Under the Section 8 program, HUD provided a 15- or 20-year agreement to provide rental subsidies to property owners in return for making the units affordable to very low-income households. The income is typically the difference between 30 percent of the household's income and a negotiated fair market rent for the area. Due to expiring Section 8 contracts and uncertainty of future Section 8 funds, the future of an affordable complex receiving Section 8 funding is uncertain.
- Section 236 Program provides rent subsidies, in the form of interest reduction, through which multifamily housing could be produced. Two rent schedules were utilized: market rent, based on a market rate mortgage; and basic rent, based on a one percent mortgage. Tenants were required to pay the basic rent of 25 percent of their income, whichever was greater, with rent payments never to exceed the market rents. Units were restricted to households that met the low- and moderate-income limits established for the program. The subsidized housing moratorium imposed by President Nixon in January 1973 brought an end to additional Section 236 construction.

- Bond Financed Projects: State, County, and local governments have the authority to issue tax-exempt mortgage revenue bonds to provide below market rate financing for rental housing construction. State and federal law require that multi-family projects built with tax-exempt bond proceeds set-aside a portion of units as affordable to lower-income households for a specified period of time. The typical contractual period is 10 to 15 years. After the term expires, the property owners may rent the units at market rates.

  In many communities, bond-financed projects typically convert to market rates. Over time, rent levels increase in the community and the differential in market versus restricted rents increases to the point that unless additional financial benefits are offered, property owners have no incentive to maintain the units as affordable.

AFFORDABLE RENTAL UNITS AT-RISK BETWEEN JULY 1, 2007 AND JUNE 30, 2017

State law requires that the City assess the risk of losing affordable rental housing over a ten-year planning period. Table 2-43 identifies "at-risk" housing within the City of Livermore, multi-family rental housing that is at risk of losing its status as housing affordable for low- and moderate-income tenants due to the expiration of federal, state or local agreements. For this Housing Element, the at-risk analysis covers the ten-year period from July 1, 2007 through June 30, 2017.

Four projects are at risk of conversion to market rate over the ten-year period:

Portola Meadows – as a Section 8-financed project, 36 of the 176 units are deed-restricted as affordable to very low-income households. Both affordable and market rate units are mixed within 10 apartment complexes. The affordable units are split evenly between 1- and 2-bedroom apartments.

Diablo Vista – 34 of the 136 units are provided at below-market rate rents. Both affordable and market rate units are mixed within 17 apartment complexes. Approximately a third of the affordable units are 1-bedrooms and two thirds are 2-bedrooms. This development has an "underlying condominium map," meaning that it was originally subdivided as condominiums and does not need permission from the City to convert from rental to ownership housing. However, the City has an agreement in place to retain the units as affordable to homeowners, should conversion from affordable rental housing to homeownership occur prior to 2010.

The Arbors – contains a total of 162 one- and two-bedroom units, 41 of which are provided at below-market rates. Both affordable and market rate units are mixed within 14 apartment complexes. The affordable units are split evenly between 1- and 2-bedroom apartments. The earliest possible

conversion date for the Arbors is 2011. The City will negotiate with the owners to maintain the number of existing affordable units.

Table 2-43 Projects At-Risk 2007-2017

Project Name	*Address*	*Type of Units*	*Type of Subsidy*	*Current Owner*	*Earliest Conversion Date*	*Elderly Units*	*Units at Risk*
Portola Meadows	1160 Portola Meadows Rd	Mixed	Section 8, Bonds	Davidon	2008	0	36
Diablo Vista	1550 Springtown Blvd	Mixed	Bonds, Section 8	Diablo Vista Assoc	2010	0	34
The Arbors	3550 Pacific Ave	Mixed	Section 8, Bonds	Adams & Graves	2011	0	41
Total						**0**	**111**

Source: California Housing Partnership Corporation, 2008; City of Livermore, 2008.

Table 2-44 summarizes the affordable units still at-risk of conversion to market rate during the 2007 to 2017 planning period. Approximately 43 percent of all at-risk affordable units are 1-bedrooms and 63 percent are 2-bedrooms.

Table 2-44 Affordable Units At-Risk of Converting 2007-2017

Project Name	*1 Bedroom*	*2 Bedroom*	*Total Affordable Units*
Portola Meadows	18	18	36
Diablo Vista	10	24	34
The Arbors	20	21	41
Total	**48**	**63**	**111**
Percent	**43%**	**57%**	**100%**

Source: Conversation with individual property representative, EDAW, 2008.

Preservation Options

The appropriate preservation option depends largely on the type of project at risk and the type of financing used to make the units affordable. The following describes the City's preservation options.

Bond-Financed Projects

Three bond-financed projects with a total of 111 rent-restricted units are at risk between 2007 and 2017. All restricted units are for low-income households. Communities that are able to preserve bond units typically do so through refinancing of the remaining loan at subsidized interest rates or to provide a lump-sum grant or loan for property improvements. If unsuccessful in preserving the units as affordable housing, communities may also provide rental assistance (city funds or Section 8) to ensure that tenants are not impacted by the conversion. The cost of refinancing or amount of funds needed for property improvements will depend largely on the market conditions at the time, the financial profile of the projects, and building conditions of the projects.

Section 8 and Section 236 Contracts

All of the at-risk projects receive Section 8 funding. Although maintaining these units as affordable has been the intent in the past, Diablo Vista is privately-owned, so it cannot be assumed that these units will remain affordable in the future. As already discussed, Hillcrest Gardens is owned by the non-profit Interfaith Housing, Inc. and has recently extended their contract, so this development is no longer deemed at-risk of conversion.

The potential loss of rent subsidies is another risk factor. Should Section 8 funding become unavailable in the future, the City may use other funding sources to provide ongoing rent subsidies. Approximately $38,800 in rent subsidies may be needed monthly, or $465,660 annually, to maintain affordability for these 111 units (Table 2-45).

Table 2-45 Section 8 Contract Rent Subsidy Calculations

Unit Size	*Annual Income*	*Affordable Monthly Cost*	*Fair Market Rent*	*Per Unit Monthly Subsidy*	*Units*	*Total Monthly Subsidy*
1 bed	$34,450	$810	$1,100	$290	48	$13,920
2 bed	$38,750	$905	$1,300	$395	63	$24,885
Total					**111**	**$38,805**

Notes:
Studio = 1-person household; 1-bedroom = 2-person household; 2-bedroom = 3-person household
Annual income estimated at 31 to 50% of the maximum income for very low-income households, adjusted by household size
Source: Conversation with individual property representative, EDAW, 2008.

REPLACEMENT COST ANALYSIS

The purpose of the cost analysis is to estimate the cost of replacement or preservation of assisted housing units at-risk of conversion to market rate. The cost analysis will enable decision-makers to use a "bottom line" approach to evaluate proposals targeted towards preserving units at risk of conversion.

The replacement cost analysis approximates the cost of rebuilding units, which are comparable in size to the units at risk of conversion, using current building prices and conditions. Table 2-46 lists the total replacement costs estimated for rebuilding the at-risk units previously identified in Table 2-44.

Table 2-46 Residential Development Costs Summary for At-Risk Units

	1 Bedroom	*2 Bedroom*	*Total*
Development Program Assumptions			
Number of Units	25	25	50
Unit Size (sq. ft.)	800	1,000	1,800
Lot Area	43,560	43,560	87,120
Building Area (sq. ft.)	20,000	25,000	45,000
Costs			
Improved Land Costs ($34 per sq. ft.)[3]	$1,481,000	$1,481,000	$2,962,000
Average Government Fees per Unit [4]	$20,000	$20,000	$40,000
Building Costs	$2,288,000	$2,733,000	$5,021,000
Soft Costs[5]	$686,000	$820,000	$1,506,000
Total Development Costs	$4,475,000	$5,054,000	$9,529,000
Price Per Unit	$179,000	$202,200	$192,200
Total At-Risk Units	**48**	**63**	**111**
Total Replacement Costs	**$8,592,000**	**$12,738,600**	**$21,330,600**

[1] Assumes two-story wood frame stucco construction of average quality and covered surface parking.

[2] Assumes three-story wood frame stucco construction and surface parking.

[3] Assumes $34 per square foot for vacant residential land with improvements.

[4] Government fees include planning, engineering, permitting, and plan check fees.

[5] Assumes soft costs are 30 percent of hard construction costs. Soft costs includes architecture and engineering costs, financing costs, developer overhead, legal and accounting, and contingencies. Assumes a RSMeans location factor of 1.08.

Sources: City of Livermore, 2008; RS Means Square Foot Costs, 24th Addition, 2003; Conversations with representatives at individual projects, EDAW, 2008.

Based upon this analysis, the estimated cost of replacing the 111 units at-risk of conversion during the analysis period (2007-2017) is approximately $21.3 million. Average per unit costs for rebuilding (based on assumptions regarding land cost, development fee, materials, and labor) averages $192,200 per affordable unit.

Entities Qualified to Preserve At-Risk Units

There are several organizations in the region that have the capacity to own and manage affordable rental projects. There organizations are listed in Table 2-47. In addition to these qualified companies, there are many other affordable housing developers in the Bay Area and throughout the state who participate in preservation projects.

Table 2-47 Affordable Housing Organizations Able to Acquire At-Risk Rental Housing in Livermore

Company	*City*
Livermore Housing Authority	Livermore
Affordable Housing Associates	Berkeley
Eden Housing	Hayward and Livermore
Allied Housing	Fremont

Source: City of Livermore, 2008.

3 HOUSING OPPORTUNITIES AND CONSTRAINTS

The provision of adequate and affordable housing is an important goal of the City. As a result, the City has proactively implemented a variety of programs, incentives, and development standards to encourage the development, maintenance, and improvement of affordable housing and address potential constraints to housing development. A variety of factors, including environmental conditions, market mechanisms, and government regulations, can influence or constrain the development of housing. This section identifies existing constraints that inhibit the production of affordable housing in the community as well as opportunities and programs that encourage or facilitate housing production in the City.

3.1 MARKET CONSTRAINTS

Land costs, construction costs, and market financing contribute to the cost of housing reinvestment and can potentially hinder the production of new affordable housing. Although many constraints are driven by market conditions, jurisdictions have some leverage in instituting policies and programs to address the constraints.

LAND COST

A key component of residential development costs is the price of raw land. The diminishing supply of residential land combined with fairly high demand generally keeps land cost relatively high in the Bay Area. However, given the recent downturn in the financial and housing markets, land sales and land development are currently on hold. A few years ago, at the market peak, land values were in the range of $35 per square foot in the Downtown and $33 per square foot elsewhere in the City (Inclusionary Housing Feasibility Study, 2005). As of January 2009, residential land in Livermore is listed through Coldwell Banker at prices around $20 per square foot towards the City's edge to $34 per square foot closer to the Downtown. Shea Homes estimates that the cost to grade land and provide major infrastructure is approximately $14 per square foot. However, this cost can vary considerably (from around $5 per square foot to $20 per square foot), depending on the location of the land, existing infrastructure, and other parcel-specific factors such as environmental conditions and topography. For the purposes of this Housing Element, $34 per square foot will be used as an estimate of improved land costs.

SITE DEVELOPMENT COSTS

The cost to develop new housing involves both land improvement costs, the expenses to prepare the site for housing construction, as well as the actual cost to construct the housing itself. A portion of the total cost to develop new housing is associated with government fees that mitigate the impact of new development on local infrastructure and services.

From 2001 to 2007, the price of housing in the Bay Area rose at a much higher rate than family income, thus reducing the opportunity for homeownership for a growing percentage of the residents. Since 2007, home prices in the Bay Area, including Livermore, have depreciated now making homeownership available to moderate and low-income households with some form of down payment assistance. Without assistance, the median home price in the City of Livermore, as of July 2008, remained unaffordable to even moderate-income households. Home prices, however, are continuing to decline. All Bay Area counties saw year-over-year price declines in November 2008. In the East Bay, Alameda County's median value was $356,500, 36.9 percent less than the median price in November 2007. The median home price in Livermore in November 2008 was $396,000.[7]

As may be expected, residential development costs vary greatly depending on land costs, construction type and amenities, and other variables. Costs associated with developer fees and other local government imposed costs are discussed in detail later in this chapter.

As shown in Table 3-1, based on the listed assumptions, a typical single-family unit on a 6,250 square foot lot would cost approximately $549,500 to build, including land. [8] A townhome on a smaller 3,250 square foot lot would cost approximately $294,500. A 25-unit, multi-family apartment complex would cost approximately $5.9 million to build, with each 900 square foot unit costing approximately $235,200. These estimates reflect the cost to build a basic home or unit in Livermore and may not reflect the actual cost to build new homes currently for sale, as home prices also depend on the home

[7] Source: MDA DataQuick/SF Chronicle. This information was collected after the completion of data analysis for Chapter 2, Housing Needs Assessment.

[8] This analysis assumes that a single developer would purchase raw land, provide the necessary infrastructure and improvements for home construction, and build the homes. In many cases, the development process is performed by two separate entities: the land developer who purchases, entitles, and makes site improvements, and the homebuilder who purchases the lots and builds the homes. In this scenario, overall costs may increase, as both the land developer and the homebuilder expect to achieve profits.

finishes, amenities, and location-specific costs (such as environmental mitigation), among other factors.

While developer profit is a cost to the home purchaser, development profit is not included in Table 3-1 because of its variability and volatility. Normally, developers attempt to determine the potential profit that could be generated from a project before moving forward. In general, developers target projects that yield a profit of at least 10 percent above total development costs.

Table 3-1 Residential Development Costs Summary for Typical Home

Assumptions/Costs	*Single Family Home*[1]	*Townhome*[2]	*Multi-Family (25 Units)*[3]
Development Program Assumptions			
Lot Area (sq. ft.)	6,250	$3,250	43,560
Unit Size (sq. ft.)	2,400	$1,400	900
Building Area (sq. ft.)			22,500
Costs			
Improved Land Costs ($34 per sq. ft.)[4]	$212,500	$110,500	$1,481,040
Average Government Fees per Unit[5]	$51,000	$44,000	$48,000
Building Costs	$220,000	$108,000	$2,460,000
Soft Costs[6]	$66,000	$32,000	$738,000
Total Development Costs	**$549,500**	**$294,500**	**$5,879,040**
Total Development Costs (Per Unit)	**$549,500**	**$294,500**	**$235,162**

[1] Assumes one-story wood frame stucco construction of average quality and a two car attached garage.

[2] Assumes two-story wood frame stucco construction of average quality and a one car attached garage.

[3] Assumes three-story wood frame stucco construction and surface parking

[4] Assumes $34 per square foot for vacant residential land with improvements (i.e. utilities, etc).

[5] Government fees include planning, engineering and building permitting, and plan check fees. See Table 3-14.

[6] Assumes soft costs are 30 percent of hard construction costs. Soft costs includes architecture and engineering costs, financing costs, developer overhead, legal and accounting, and contingencies. Assumes an RSMeans location factor of 1.08.

Source: RS Means Square Foot Costs, 28th Edition, 2007; EDAW, 2009.

MORTGAGE AND REHABILITATION FINANCING

The availability of financing affects a person's ability to purchase or improve a home. Mortgage interest rates are extremely volatile. In the early 2000s, mortgage interest rates reached new lows, and access to mortgage financing expanded significantly. Many new homebuyers were able to purchase homes with little money down, lower credit scores, and/or with low initial monthly payments. In 2005, the average 30-year fixed mortgage was approximately 5.8 percent compared to 7.2 percent in 2001. The average 30-year fixed loan climbed back up to 6.7 percent annual interest in September of 2008.[9] However, by December of 2008, mortgage interest rates for individuals with good credit ratings declined to 5.3 percent and are predicted to drop even further in 2009.

As a result of more lenient lending practices during the early to mid-2000s, changing economic conditions in the late 2000s, and falling home prices, many homeowners face difficulties in making their monthly mortgage payments and are unable to refinance their home loans or sell their homes to pay off their mortgages. In response, lenders have tightened their loan standards, returning to practices that prevailed prior to 2000. This has led to an increase in loan denials as lenders more closely scrutinize household income, credit history, and the overall risk of the loan. Thus, while low interest rates may be available, access to home financing has reduced the pool of buyers able to purchase a home. Furthermore, the lack of credit not only affects home buyers and homeowners but also developers and rental property owners who want to improve their properties.

Home Loans

Under the Home Mortgage Disclosure Act (HMDA), lending institutions must disclose information on the disposition of loan applications. Table 3-2 summarizes the disposition of loan applications submitted to financial institutions for home purchase and home improvement loans within the City.

In 2007, approximately 8,340 households applied for home purchase, refinance, or improvement loans in the City of Livermore. Of that total, approximately 99 percent of these loans were for low-density single and multi-family homes (1-4 family dwellings), while the remaining 1 percent was for higher

[9] HSH National Monthly Mortgage Statistics, accessed October 2008. HSH Fixed-Rate Mortgage Indicator includes jumbo loans and second mortgages. This provides a combined average mortgage interest rate which is often higher than conventional loans that under $300,000.

density multi-family homes (5+ family dwellings). The largest percent of home loan applications (61 percent) were for home refinancing. Approximately 32 percent of applicants applied for conventional home purchase loans, while only two applicants applied for government-assisted home purchase loans.

Table 3-2 Home Loan Application Status Disclosure, 2007

	Loans on 1-4 Family and Manufactured Dwellings								*Loans on Dwellings for 5+ Families*		*Total Applications*	
	Home Purchase Loans				*Refinancing*		*Home Improvement Loans*		*All Loan Types*		*All Loan Types*	
	FHA, FSA/RHS, VA		*Conventional*									
Loan Application Status	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*
Approved	1	50%	1,601	61%	2,523	49%	279	49%	6	100%	4,410	53%
Approved, Not Accepted	-	0%	338	13%	580	11%	73	13%	-	0%	991	12%
Denied	1	50%	442	17%	1,307	26%	160	28%	-	0%	1,910	23%
Withdrawn	-	0%	199	8%	509	10%	43	8%	-	0%	751	9%
Incomplete	-	0%	62	2%	198	4%	15	3%	-	0%	275	3%
Total Applications	**2**	**100%**	**2,642**	**100%**	**5,117**	**100%**	**570**	**100%**	**6**	**100%**	**8,337**	**100%**
Percent Total		**0.02%**		**31.69%**		**61.38%**		**6.84%**		**0.07%**		**100%**

Source: Aggregate Reports, Home Mortgage Disclosure Act, Federal Financial Institutions Examination Council (FFIEC), 2007; EDAW, 2008

Approval rates for home purchase loans vary by loan type. Conventional home purchase loans had the highest approval rate (61 percent). However, there were too few government-assisted home purchase loan applications to accurately assess the approval rate for this loan type. For all applicants, approximately 53 percent were approved and accepted, 23 percent were denied, and the remaining 24 percent were not accepted, withdrawn, or incomplete.

Government-assisted home purchase loans, such as Federal Housing Administration (FHA) loans, are increasing dramatically as an overall share of all loans in 2008, a trend that will likely continue in 2009. Nationwide, the FHA is now insuring nearly a third of home loans.[10] As Fannie Mae and Freddie Mac are tightening their lending practices and loaning primarily to people with excellent credit scores who can afford at least 10 percent for a down payment, FHA loans are the only remaining option for many homebuyers. FHA loans require the buyer to pay an upfront fee and a monthly premium and ensure that the borrower has sufficient income to cover the loan, but borrowers are able to pay a down payment as low as 3 percent and are not required to have a close-to-perfect credit score.

City Loan Programs

In order to facilitate additional access to financial resources for lower and moderate-income households to acquire homeownership, the City offers a down payment assistance program, which provides a 3 percent interest deferred loan of up to $30,000 for first-time homebuyers. With regard to home improvement assistance, the City assists low and moderate-income households with rehabilitation programs and services using CDBG funds.

3.2 GOVERNMENTAL OPPORTUNITIES AND CONSTRAINTS

Local policies and regulations can impact the price and availability of housing and, in particular, the provision of affordable housing. Land use controls, site improvement requirements, fees and exactions, permit processing procedures, and various other issues may present constraints to the maintenance, development, and improvement of housing. However, other governmental policies or actions can also facilitate or encourage opportunities for the development of housing that meets the diverse needs of the Community. This section discusses potential governmental constraints, as well as policies that encourage housing development in Livermore.

[10] National Public Radio. “FHA Loans May Hold Key For Would-Be Homeowners.” 17 December 2008.

LAND USE CONTROLS

General Plan

The Land Use Element of the Livermore Community General Plan sets forth the City's policies for guiding local development. These policies, together with existing zoning regulations, establish the amount and distribution of land for different uses within the City. As described in Table 3-3, the General Plan has six broad residential land use designations, permitting a range of rural and urban residential uses. The City's updated 2003-2025 General Plan added four new mixed-use land designations: Downtown Area, Neighborhood Mixed Low (12-15 du/acre), Neighborhood Mixed Medium (15-24 du/acre), and Neighborhood Mixed High (24-38 du/acre). Residential uses are also permitted in certain commercial districts subject to discretionary review. Additionally, various open space and agriculture land use designations permit rural residential development as well as agriculture related employee and caretaker housing.

Table 3-3 General Plan Land Use Categories

General Plan Land Use	*Density (du/ac)*	*Residential Type(s)*
Rural Residential (RR)	1.0-1.0/5 ac	Designed to accommodate large-lot residential of a rural character on urban fringe
Urban Low Residential (UL)	1.0-2.0	Intended to accommodate residential development in areas with special land amenities or constraints
UL-1	1.0-1.5	
UL-2	1.5-2.0	
Urban Low Medium Residential (ULM)	2.0-3.0	Intended as a transition between lower density at edges of town and higher density residential development as one approaches the center of the community
Urban Medium Residential (UM)	3.0-4.5	Urban medium areas are located closer to the center of the community and in areas surrounding commercial development
Urban Medium-High Residential (UMH)	4.5-6.0	Intended to encourage cluster and higher density residential development to preserve urban open spaces
Urban High (UH)	6.0-55.0	Intended to provide a variety of housing opportunities for all income groups to be located near major roads and other public services
UH-1	6.0-8.0	
UH-2	8.0-14.0	
UH-3	14.0-18.0	
UH-4	18.0-22.0	
UH-5	22.0-38.0	
UH-6	38.0- 55.0	
Neighborhood Mixed-Use (NM)	12.0 – 38.0	Intended to help improve the pedestrian orientation of Livermore's neighborhoods by providing neighborhood commercial services within walking distance of existing residents and integrating housing with commercial development on a single site
NM Low	2.0-3.0 or 12.0- 15.0 w/ TDC*	
NM Medium	3.0-4.5 or 15.0-24.0 w/ TDC	
NM High	6.0-8.0 or 24.0-38.0 w/ TDC	
Downtown Area (DA)	Min range 15 - 30 Max range 30.0 – 55.0	Intended to provide a unique, locally-oriented, pedestrian-friendly shopping environment in Downtown Livermore and to allow higher-intensity residential development to support and revitalize the commercial environment

Neighborhood Commercial (NC)		Intended primarily for neighborhood serving commercial uses such as grocery stores, drug stores, and personal service. Residential can be considered with a Conditional Use Permit
Office Commercial (OC)		Intended primarily for office uses with no impacts to and compatible with adjacent residential neighborhoods. Residential can be considered with a Conditional Use Permit
Open Space and Agriculture		
Open Space (OSP)		Permits single-family residential and farm worker housing
Agriculture/Viticulture (AGVT)	1.0/100 acres	Intended for rural residential densities and farm worker housing
Hillside Conservation (HLCN)	1.0/20 ac to 1.0/100 ac)	Intended for rural residential densities and farm worker housing
Resource Management (RMG)	1.0	Intended for a single-family home per parcel

*TDC refers to Transferable Development Credit Program
Source: City of Livermore Community General Plan 2003

Downtown Area (DA) Land Use Designation

As part of the 2003-2025 General Plan Update, the City adopted a Downtown Area land use designation. The intent of this designation is to provide a unique, locally-oriented, pedestrian-friendly shopping environment in Downtown Livermore. The designation also permits higher-density and more intense residential development to support the commercial environment and encourage the economic viability of this district.

Neighborhood Mixed-Use (NM)

The Neighborhood Mixed-Use designations are intended to help improve the pedestrian orientation of Livermore's neighborhoods by providing neighborhood commercial services within walking distance of existing residential neighborhoods and integrating housing with commercial development on a single site. There are three mixed-use designations, permitting a range of residential densities: low (2

to 3 du/acre as baseline; 12 to 15 du/acre with TDCs[11]), medium (3 to 4.5 du/acre as baseline; 15 to 24 du/acre with TDCs), and high (6 to 8 du/acre as baseline; 24 to 38 du/acre with TDCs).

Greenville BART Transit-Oriented Development (TOD) Area

The purpose of the Greenville TOD[12] is to provide land use appropriate to a future commuter transit station. At such time that the City receives a commitment from the Bay Area Rapid Transit District (BART) to extend rail service to Livermore, a specific plan for the area will be developed. The plan would include sufficient acreage for a station, maintenance yard, and parking to be determined in coordination with BART, with the remainder of the area to be designated as mixed-use and residential.

East Side Mixed-Use Transition Areas

The City has identified two sites in a predominantly industrial area on the east side of the City, where higher density residential development would be appropriate. General Plan policy stipulates City Council approval of a Neighborhood Plan for each of these sites before any mixed-use development is permitted.

In 2007, a Neighborhood Plan was approved for each of the two sites: the Brisa Neighborhood Plan (vacant land north and south of Brisa Street east of Vasco Road adjacent to the ACE train station and parking area), and the Arroyo Vista Neighborhood Plan (vacant land south of First Street along the north side of Las Positas Road and east of existing neighborhood commercial services). With Council approval of the two Neighborhood Plans, these sites can no longer be developed as industrial without approval of a major conditional use permit[13].

Brisa Neighborhood Plan

The Brisa Neighborhood Plan was adopted by the City Council on February 26, 2007. The Plan area encompasses 37.5 acres and includes an approved Neighborhood Concept Site Plan for 510 units designed to create a walkable urban neighborhood and to provide pedestrian access to Livermore's

[11] Transfer of Development Credit – Please see Page 3-49 for further explanation of this program.
[12] Transit-Oriented Development – Development in which land uses are designed and sited to maximize transit ridership and the use of alternative forms of transportation; TOD's are typically also mixed-use developments.
[13] See the section below on Development Permit Process.

multi-use trail system and to the ACE commuter rail station immediately adjacent to the site. The Plan requires at least four housing prototypes, including zero-lot line duplexes, row townhomes, cluster townhomes, and mixed flats and condos; a general circulation system layout consistent with the site plan; consistency with the design standards; two neighborhood parks; and a trail network along with connections to the ACE train station.

Arroyo Vista Neighborhood Plan

The Arroyo Vista Neighborhood Plan was adopted by the City Council on July 2, 2007. The Plan area is approximately 28 acres and includes two conceptual land use plans. The conceptual plans are intended to show how one might develop the entire site at the lower end of the density range (402 dwelling units) and at the high end (495 dwelling units). The plan includes the following mandatory provisions: three variations of housing types, one neighborhood park, open space, and trails.

Zoning

The City regulates the type, location, density, and scale of residential development primarily through the Zoning Code. Zoning regulations are designed to protect and promote the health, safety, and general welfare of residents, and to implement the City's General Plan policies. The Zoning Code also serves to preserve the character and integrity of existing neighborhoods. Table 3-4 outlines the existing zoning districts in the City that permit residential development and summarizes the most pertinent residential development standards for single-family and multi-family housing in each of these zones.

Seven major residential zoning districts, in addition to a Planned Development (PD) District, implement the various residential land use designations of the General Plan. To add flexibility, most of the residential zoning districts permit a range in density and some variation in development standards to address specific conditions. Table 3-4 also outlines the density range permitted in each residential zoning district. In all cases, the density range permitted in each zoning district is consistent with the underlying or applied General Plan designation. General Plan policy specifies that density can be calculated or expressed in units per *gross* acre, defined as all the land within the boundaries of the property. Development standards, such as lot coverage, setbacks, and minimum lot sizes, have been established to implement the appropriate categories.[14]

[14] Development standards are more thoroughly discussed on page 3-20.

Table 3-4 Residential Zoning Districts and Development Standards

District/Purpose	*GP Land Use*	*GP Density (du/acre)*	*Min/Max. Lot Area in sq. ft*	*Setbacks*			*Coverage*[1]	*FAR*	*Max. Bldg. Ht.*
				Front	*Sides*	*Rear*			
RR - Rural Single-Family	RR	1per acre to 1 per 5 acres							
RR-1	RR	1 per 5 acre	40,000 min.	30’	1 side: 20’ Total: 45’	50’	25%	N/A	35-ft.
RR-3	RR	1 per 5 acre	125,000 min.	″	″	″	″	″	″
RR-5	RR	1 per 5 acre	210,000 min.	″	″	″	″	″	″
RS - Low density Single-Family	RR, UL, ULM, UM, UMH	1 per 5 acres up to 6							
RS-.25	RR	1 per 5 acre	104,000 to 250,000	20’	1 side: 12’ Total: 30’	Min. 25’ Avg. 35’		35% (SF units only)	35-ft.
RS-.50	RR	1 per 5 acre	56,000 to 130,000	Total: 45’	″	″		″	″
RS-1	RR, UL	1 per 5 acres to 2	28,000 to 65,000	″	″	″		″	″
RS-1.5	UL	1.5	18,000 to 42,000	″	″	″		″	″
RS-2	UL, ULM	1.5 - 2	14,000 to 32,000	″	″	″		″	″
RS-2.5	ULM	2- 3	10,000 to 23,000	″	″	″		″	″
RS-3	ULM	2 - 3	8,000 to 18,000	″	1 side: 10’ Total: 24’	″		28% (SF units	″
RS-4	UM	3 – 4.5	6,500 to 15,000	″	″	Min. 25’ Avg. 30’		″	″
RS-4.5	UM, UMH	3 - 6	6,500 to 14,000	″	″	″		″	″
RS-5	UMH	4.5 - 6	6,000 to 12,000	″	″	″		″	
RS-6	UMH	4.5 - 6	6,000 to 12,000	″	″	″		″	″

Table 3-4 Residential Zoning Districts and Development Standards

District/Purpose	*GP Land Use*	*GP Density (du/acre)*	*Min/Max. Lot Area in sq. ft*	*Setbacks*			*Coverage*[1]	*FAR*	*Max. Bldg. Ht.*
				Front	*Sides*	*Rear*			
Attached Units					0' permitted for attached	15-30' for attached	30-40% (attached)		
RL - Low density Single-Family	ULM, UM, UMH	2 – 6							
RL-5-0	UMH	4.5 – 6	5,000	20'	1 side 10' other 5'	5'	40%	N/A	35'
RL-5	UMH	4.5 – 6	5,000	″	″	″	″	″	″
RL-6.0	UMH	4.5 – 6	5,000	15'	1 side 10' other 7'	″	50%	″	"
RL-6	UMH	4.5 – 6	6,000	20'	″	″	40%	″	″
RL-6.5	UMH	4.5 – 6	6,500	″	″	10'	″	″	″
RL-7	UM	3 – 4.5	7,000	″	″	″	″	″	″'
RL-7.5	UM	3 – 4.5	7,500	″	″	″	″	″	″
RL-8.5	UM	3 – 4.5	8,500	″	1 side: 10' 1 side: 10'	″	″	″	″
RL-10	ULM	2 – 3.0	10,000	″	″	″	″	″	″
R2 - Duplex	UH	8 - 18	5,000	15'	5' min plus 5' for every story above first.	15'	50%	N/A	35'
RM – Multi-Family; transitional from commercial to low density	UH	6 - 18	SF or 2 family: 5,000	15'	5' min plus 5' for every story above first.	5' min plus 5' for every story above first.	50%	N/A	2-story
			3 family: 7,500	″	″	″	″	″	2-story
			4 family: 10,000	″	″	″	″	″	2-story

Table 3-4 Residential Zoning Districts and Development Standards

District/Purpose	*GP Land Use*	*GP Density (du/acre)*	*Min/Max. Lot Area in sq. ft*	*Setbacks*			*Coverage*[1]	*FAR*	*Max. Bldg. Ht.*
				Front	*Sides*	*Rear*			
			5+: 10,000	″	″	″	″	″	3-story
RG – Multi-Family in higher density areas	UH	4.5 - 18							
RG-16	UH-3	14 - 18	6,000	20’	10’	10’	50%	N/A	(Max. ht. Depends on setback; 55’+ permitted)
RG-14	UH -2 UH-3	8 – 14 14-18	6,500	20’	20’	20’	40%	″	″
RG-12	UH-2	8 - 14	7,500	25’	20’	20’	35%	″	″
RG-10	UH-2	8 - 14	9,000		20’	20’	30%	″	″
NM – Neighborhood Mixed-Use	NM	12.0 – 38.0		Street Frontage	Non-Street Frontage				
NM - 1	NML	2.0-3.0 or 12.0 – 15.0 with TDC		Ground Floor/comm. -ercial and Residential above: no min./max. is 20’	Min. Non-Street Frontage: 10’.	Min. Non-Street Frontage: 10’.		Mixed-Use: min. 20% commercial commercial only: 20%	3-story/no greater than 40’
NM - 2	NMM	3.0-4.5 or 15.0 – 24.0 with TDC		″	″	″		″	″
NM - 3	NMH	6.0 – 8.0 or 24.0 – 38.0 with TDC		″	″	″		″	″
DSP – Downtown Specific Plan	DA	15.0 – 55.0							
Downtown Core		Min. 30 Max. 55		No min./Max. 20’	Min. 0 Max. 10’	None	N/A	N/A	Min. 2 floors/20’ Max. 3 floors/45’ 4 floors/55’ on designated sites

Table 3-4 Residential Zoning Districts and Development Standards

District/Purpose	*GP Land Use*	*GP Density (du/acre)*	*Min/Max. Lot Area in sq. ft*	*Setbacks*			*Coverage*[1]	*FAR*	*Max. Bldg. Ht.*
				Front	*Sides*	*Rear*			
Gateway Plan Areas (Transit & Boulevard)	DA	Min. 15 Max. 30 Along First St. up to 50 w/ CUP		Min. 15’	Min. 5’ Increased 5’ for every story above first.	Min. 15’ Attached: 5’ Increased 5’ for every story above first.	N/A	N/A	3-floors/45’
Neighborhood-North and South Side	DA	Min. 15 No min. for SF	SF: Max 10,000, Min. 5,000	20’	Min. 5’	Min. 15’			3-floors/45’
OSP – Open Space									
OS-R	OSP	1.0	1 acre	Subject to RS regulations.					
OS-A	OSP	1	20 acres						
OS-F	OSP	1	None						

[1] “Coverage” is the floor area of the largest story of a building divided by the total site area.

[2] Residential uses at an RM density are conditionally permitted.

Source: City of Livermore Planning and Zoning Code, 2000.

Many of the City’s existing residential zoning districts were designed for rural residential, low-density single-family development or medium density multi-family development. Opportunities for large, low density subdivisions are no longer available within urbanized areas of the City where infrastructure and improvements are already available. As a result, these zoning districts are no longer utilized to regulate new residential development of a more intense nature in the City. Additional flexibility in development standards is needed to address existing conditions and provide higher density housing opportunities on infill sites, which may be constrained by their shape, location, or topography. Therefore, the use of the Planned Development (PD) District has increased. In many instances, the City has effectively utilized a PD Zoning District to provide opportunities for and to encourage different types of housing, such as townhomes, clustered, and stacked housing. The City has also

developed a Specific Plan for its Downtown Area, which permits higher density housing as well as mixed-use development through the new Downtown Specific Plan (DSP) zoning district and its various Plan Areas.

Downtown Specific Plan (DSP) Zoning

The Downtown Specific Plan (DSP) was adopted by the City Council in February 2004. Objectives of the DSP are to revitalize the Downtown and re-establish it as the center of the City and as a viable, pedestrian oriented city neighborhood. The DSP outlines strategies for accomplishing these goals including:

- permitting a mix of retail, restaurant, office, entertainment, cultural, and residential uses in the Core Area of the Downtown to facilitate pedestrian activity and draw residents to the area;
- permitting high density housing in the Core Area as well as increased residential density in the surrounding Plan Areas; and
- providing greater opportunity for a variety of housing types in the outlying areas of the DSP surrounding the Core Area to support increased commercial and office activity in the Core.

The DSP details proposed land uses and their distribution, infrastructure improvements, development standards, and implementation measures required to achieve its goals. The DSP established four plan areas: Core; Boulevard Gateway; Transit Gateway; and the Neighborhood North and South Sides.

The Core Plan Area is divided into four subareas. Mixed-use buildings are required for parcels fronting First Street and encouraged throughout the Core. For residential uses, a minimum density of 30 dwelling units per acre is required, and up to 55 dwelling units per acre is permitted. To encourage the integration of housing above commercial, mixed-use developments with residential located above the first floor and non-residential on the ground floor do not have a minimum density. There is no minimum street front setback for residential uses, and the maximum street front setback is 20 feet. For all uses the minimum side setback is zero feet, and the maximum is 10 feet. There are no rear setback requirements.

RL-6-0 Residential Zoning District

The RL-6-0 Residential Zoning District is an amendment to the existing RL – Low Density Residential Zoning District. This amendment enables residences in specific areas of northeast Livermore to make reasonable additions to their residences by reducing the minimum front yard

setback requirement to 15 feet and increasing the maximum lot coverage requirement to 50 percent. The amendment is intended to mitigate constraints confronting residents in this area of the City and reduce the number of future variance applications in this particular subdivision.

Mixed-Use Development

The Neighborhood Mixed-Use Zoning District (NM) was created to implement the Neighborhood Mixed-Use land use designation established as part of the 2003-2025 General Plan Update. The Neighborhood Mixed-Use land use general plan designations are intended to facilitate housing on infill sites as well as help improve the pedestrian orientation of Livermore's neighborhoods by providing neighborhood commercial services within walking distance of residents.

The zoning district permits a mixture of neighborhood servicing businesses and residential uses. Up to 100 percent of the project may be developed with commercial uses. If a project is going to include residential (single family, duplex, and/or multiple-family), a minimum of 20 percent of the project site's floor area shall be developed with commercial uses. Vertical mixed-use is permitted and encouraged on-site. The NM district is divided into three zones:

- NM-1 (2-3 du/acre up to 12-15 du/acre with TDC credits)
- NM-2 (3-4.5 du/acre up to 15-24 du/acre with TDC credits)
- NM-3 (6-8 du/acre up to 24-38 du/acre with TDC credits)

During the last housing element cycle, the City re-designated and rezoned three sites to this new mixed-use category. Despite the recent residential construction downturn, the City is currently processing a site plan approval and tentative tract map for a residential mixed-use project on one of these sites. The City has also developed a conceptual site plan for another site, which also includes residential with a commercial component. Site plans for two of the three sites are included in the Appendix.

The City also permits mixed-use development in the following districts, either by right or conditionally:

- **Central Business (CB)** - Residential uses at an RM density are conditionally permitted. These uses, however, cannot be located on ground floor levels.

- **Commercial Office (CO)** - Residential uses subject to RM requirements are conditionally permitted.

The CB and CO districts are older, more traditional office and business districts that permit residential projects as a conditional use. The Neighborhood Mixed-Use land use general plan designations are intended to facilitate housing on infill sites, as well as help improve the pedestrian orientation of Livermore's neighborhoods by providing commercial services within walking distance of residents' homes. The Neighborhood Mixed-Use designations permit residential uses integrated with commercial uses on a single site. As previously mentioned, the City has already rezoned three sites to implement this General Plan designation. Programs 1.1.5 and 2.2.2 in Chapter 5 both have objectives to identify additional sites that might be suitable for mixed-use development.

Planned Development

Residential Planned Development Districts (PD's) are utilized to allow flexibility in site design and development standards including the location of structures, clustering of units, variation in housing types and setbacks, the reservation of open space, and provision of neighborhood amenities. They also permit developers to address geologic, topographical or environmental constraints. They are utilized for infill and/or oddly shaped sites, or environmentally impacted sites that might otherwise be limited in their residential development potential.

The purpose of a residential PD is to allow applicable conventional zoning district standards to be modified to achieve higher quality design and site layout, preserve open space, provide additional units by allowing clustering, and also allow a variety of housing types to address market demand. Residential PD's can accommodate a variety of lot sizes, tenure, and types of housing (zero lot line, couplets, common wall and detached housing, owner and rental) all within the same development. The variation in development regulations permitted via a PD encourages open space preservation, neighborhood amenities, and higher quality design to benefit the Community. The flexibility also benefits developers as it allows them potentially to achieve more units and housing types to address market needs and desires. To offset any impacts that might result from varied development regulations, developers are required to offset the variation in development regulations by providing an additional design feature for each modification. These design features may include reservation of open space, parks, trails, bike paths, playgrounds, clustering of homes, affordable units, and diversification of building sizes/types.

Approval Process

To establish a new PD district, a site must be rezoned, typically from a conventional zoning district. The process for amending or establishing a PD district in Livermore is the same process used to amend or establish a conventional zoning district and, therefore, is consistent and predictable to the public. Both require Planning Commission review and City Council approval. The application fees are also the same as those applied to a conventional Rezoning. The base density and development standards applied in PD districts must be consistent with the General Plan designation. Unless otherwise specified in the PD district, PD's are subject to all other applicable conventional zoning standards, such as parking requirements and sign regulations. The Ordinance in the Zoning Code outlines for potential applicants the appropriate zoning district consistent with the density desired. The City also provides handouts on rezoning procedures and required application materials. All of the requirements for a PD district including procedures for rezoning or amendment are clearly laid out in the Livermore Planning and Zoning Code as a separate chapter.

Establishing a PD does not typically impact or increase the amount of time required to obtain approval. Although it may appear to be an additional step in the entitlement process, PD's are reviewed and approved concurrently with other related applications for residential development, such as a tentative map and/or site plan approval/design review. At the entitlement stage, developers proposing larger residential projects have already competed in the Housing Implementation Program (HIP) and received residential allocations. This reduces the amount of time needed to design a project and also increases the approval certainty for developers, since the project has already been designed and cannot be significantly modified once allocations are awarded.

As part of the PD approval process, the City requires developers to provide design features to offset proposed variations in development regulations. Potentially, these additional features could increase the cost of a project, however, the potential additional cost is also offset by the additional flexibility developers have to achieve more units and address market demand through varied housing types. PD's are not mandated on particular sites. Developers also have the option to utilize the existing residential zoning for the site or comparable conventional zoning district standards for sites that are rezoned to a residential use.

The PD district has been an effective tool thus far in providing flexibility on constrained infill sites, small-lot development, and clustering of units and also to provide flexibility to utilize different housing types on a single site.

Recent residential development projects have utilized the PD district zoning to incorporate a wider variety of housing types and different and higher density, including:

- **Montage by Shea Homes** – The project provides a mix of three residential unit types, including 248 condominiums, 162 detached, small-lot, single-family units, and 156 townhomes. The small-lot single-family units provide a density of 13 dwelling units per acre, while the condominium units achieve a density of 24 dwelling units per acre. The average density for the project is 18 dwelling units per acre. Project amenities include a private 1.4 acre recreation center with a swimming pool, recreation building and play field, a passive park area next to Portola Avenue, and a tot lot near Campus Hill Drive.
- **Neighborhood Plan Sites** – Both the Brisa and Arroyo Vista Neighborhood Plan sites require rezoning to a Planned Development District to allow flexibility and to ensure a mix in the housing types as required by each Plan. Each of these sites will provide at least 450 units including townhomes, stacked flats, and small-lot development, as well as both passive and active recreation areas. Both plans include proposed site plans that meet the development standards of each plan and also achieve densities within the permitted range.

Form-based Zoning Code

An additional program the City is embarking upon during this Housing Element timeframe, which is included as a new program in Chapter 5, is the development of a form-based zoning code. Form-based codes are considered an effective development regulation for shaping pedestrian-scaled, mixed-use, and fine-grained urbanism. Unlike conventional zoning, form-based codes attempt to address the integrated built form (the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks) rather than the segregation of land uses and uncoordinated parameters (setbacks, FAR, dwellings per acre, etc.). Finally, as it focuses on the visual aspect of development, frequently using photos and graphics to explain the details of the zoning requirement, form-based code is considered more readily understandable by residents and developers and can reduce the length of the project review process.

Concurrent with the development or addition of form-based zoning and development regulations, the City will also comprehensively revise and update the code to ensure consistency with the General Plan, existing policies and procedures, and applicable state regulations. The City will also examine and revise outdated development regulations and older zoning districts. The comprehensive zoning

code update that incorporates form-based elements will help reduce any constraints to development currently caused by the City's current zoning law.

Development Standards

Density

The maximum number of dwelling units permitted in each residential project is calculated by multiplying the gross acreage times the maximum allowable density under the General Plan residential land use designation. General Plan policy defines gross acreage to include all the land within the boundaries of the property. Gross acre may include all or a portion of adjacent street frontage, which is the area between the street right-of-way boundary and the midline of the adjacent fronting streets (except freeways and highways). Properties with more than one street frontage may only use the longest street frontage for the purpose of calculating residential density. The number of units is calculated by rounding down to the nearest whole number.

The density permitted in existing residential zoning districts, particularly older ones, reflects the land use pattern desired at the time the zoning district was implemented. As part of the 2003 General Plan update, the City adopted new General Plan designations to encourage infill and higher density residential development close to existing services and infrastructure. These new designations include the Downtown Area and the Neighborhood Mixed-Use designations previously discussed. These new designations will provide a wider range of density that will allow in turn more varied types of housing to meet various income levels.

Height Limits and Setbacks

Maximum height and lot coverage regulations are designed to preserve the quality and ensure the safety of residential development in neighborhoods. The typical height limit in lower density residential zones is 35 feet. This allows for a two-story home with additional room to incorporate a variety of roof designs. Medium and higher density residential districts permit varied heights and number of stories depending on the number of units constructed and/or the amount of setback. In the RM zone, residential developments with one to four units are permitted to go up to two stories. The maximum height limit for residential developments with five or more units is three stories inclusive of the story devoted to off-street parking.

In the RG zone, the height requirement is dependent upon the size of the setback. For example, a development is permitted to go up to 40 feet in height so long as the 20-foot required setback is

increased four feet for each three feet of wall height in excess of 10 feet. Similarly, a development is allowed to go up to 60 feet in height, so long as the 60-foot setback is increased three feet for each four feet of wall height in excess of 40 feet. The RG zoning district is typically found along busier major or collector streets in the City; therefore, a more generous setback is utilized relative to height to address potential traffic noise for new residents, as well as impacts to adjacent development and surrounding established neighborhoods. Despite the large setback requirement, RG standards have not constrained development and have provided a much needed housing type, multi-family rental, in the City. Unfortunately, market constraints have prevented developers from building this housing product type in Livermore in recent years, as for sale housing has been more profitable.

The Core Plan Area of the Downtown Specific Plan, which allows the most intense residential development (up to 55 dwelling units per acre), permits up to three stories or 45 feet. Proposals for taller buildings will be considered by the City Council. The City Council has considered two requests to exceed the maximum height permitted in the Downtown Core. Both requests came from developers of two key mixed-use catalyst sites—the former Groth Brothers site and former Lucky's shopping center site. Both requests to increase the maximum height limit from three floors and 45 feet up to four floors and 55 feet were approved.

Minimum Site Area

The minimum site area requirement varies depending upon the purpose or intent of the zoning district and the number and type of units permitted. The typical minimum lot area required for single-family, detached units, duplexes and up to four units is 5,000 square feet. In some districts this minimum is increased for projects of five or more units. In the RG district, the minimum site area is 6,000 square feet, and in the RM district, the minimum site area required is 7,500 square feet for three dwellings and 10,000 square feet for four dwellings. There is no minimum site area requirement for multi-family residential development in the Downtown Specific Plan Area.

Two residential zoning districts outside of the Downtown – RM and RG – do require a minimum site area *per dwelling unit,* which is based on the number of bedrooms and floors of the proposed building. The Downtown Specific Plan does not specify minimum site areas per dwelling unit. Most of the existing single-family and medium density residential zones have a site coverage requirement ranging from 30 to 50 percent. This is typical for low-density residential districts.

Parking Requirements

The City's parking requirements for residential districts vary by housing type, the number of units, and parking needs. In general, the parking requirements are designed to provide adequate parking, without causing significant parking conflicts. Single-family units are required to have two stalls per dwelling, which may be located anywhere on the site. Similar to other single-family units, the requirement for mobile home parks is two spaces per unit. For townhouses and condominiums, two stalls are required, one of which must be covered. An additional space must be provided for every four units for guest parking. The number of parking spaces for multi-family units is one covered space and one open space; however, as the number of units increases, the parking requirements decrease to 1.75 spaces. Reduced parking requirements are provided for seniors at 1.25 spaces per unit and for studio and one bedroom units at 1.0 space per unit in the Downtown Specific Plan area.

The zoning code does not permit tandem parking to meet the parking requirements of single-family, townhomes and condominiums; however, it has been utilized in Planned Developments as a variation, particularly on constrained infill sites. It has also been utilized in multi-family developments to add flexibility, since the zoning code does not disallow tandem parking for multi-family dwellings. Tandem parking is permitted in the Downtown Specific Plan Area also to facilitate higher density housing on infill sites. As part of the Zoning Code update to include form based regulations, the City will also review and update its parking regulations to clarify the use and appropriateness of tandem parking and to investigate reducing parking for smaller units (studios and one-bedrooms), as well as review and revise parking standards as appropriate for seniors and persons with disabilities.

Downtown Specific Plan Parking Requirements

Residential parking requirements are lower in the Downtown Specific Plan area than elsewhere in the City. The following describes the parking requirements in this area:

- **For Single-Family Detached and Attached Residential Uses (townhome/condominium)**, parking for units with two or more bedrooms shall be required at two spaces per dwelling unit. Parking for studio units or units with one-bedroom shall be required at one space per dwelling unit.
- **For Multi-Family Residential Uses (apartments, flats, lofts)**, parking for units with two or more bedrooms shall be required at 1.75 spaces per dwelling unit. Parking for units with one bedroom shall be required at 1.5 spaces per dwelling unit. Parking for studio units shall be

required at one space per dwelling unit. Guest parking shall be required for all multi-family complexes of ten dwelling units or more at a rate of one parking space per every ten dwelling units or portion thereof. Guest parking shall be provided on-site, off-site in a dedicated parking lot in the Downtown Specific Plan area that is within 600 feet of the project, or through the payment of in-lieu fees if an identified public parking structure in the Downtown Specific Plan area is located within 600 feet of the project site.

- **For Senior Citizen Housing Uses**, parking shall be required at 1.25 spaces per dwelling unit. Parking shall be provided on-site or off-site through the payment of an in-lieu fee.

Table 3-5 Parking Requirements

Residential Type	*Required Spaces*
Single-Family/Couplets	2 stalls/unit
Single-Family (Rural Residential)	6 gravel spaces/unit
Townhouse/Condominium	2 spaces/unit (1 covered, 1 open) plus 0.25 space per unit for guest parking
Multi-Family Units	
Two-Family	2 stalls/unit (1 covered, 1 open)
Three-Family	2 stalls/unit (1 covered, 1 open)
Four or more Family (RG, RH, & RM)	1.75 stalls/ unit (1.5 when 80% of units are less than 800 sq. ft; 80% covered)
Senior Housing	1.25 stalls
Mobile Home Parks	2 spaces
Second Units	1 space per 1 bedroom; 2 spaces for two or more bedrooms
Downtown Specific Plan	
Single-Family, detached/attached	1 space per dwelling unit for studios and one bedroom; 2 spaces for two plus bedrooms
Multi-Family	1 space for studios; 1.5 spaces for one bedrooms; 1.75 for two plus bedrooms
Senior Housing	1.25 spaces per unit. In-lieu fee payment also possible for off-site parking.

Source: Livermore Planning and Zoning Code, 2000.

Development Constraints Analysis

Development standards are necessary to offset impacts to surrounding residents and neighborhoods, ensure the provision of adequate infrastructure, and provide safe, quality housing for residents. The City recognizes that development standards can influence and potentially constrain other regulations, such as density. However, the City's development standards are set in proportion to the types and densities of residential developments permitted in each district and have not constrained the development of housing at the densities permitted. Furthermore, as previously mentioned, one of the programs the City is embarking on is a comprehensive zoning code update which will lead to a form-based zoning code. By providing a context for development standards consistent and compatible with surrounding development in existing neighborhoods, form-based zoning standards will increase development flexibility and reduce any potential constraints caused by the City's current requirements.

The City's new zoning districts and development regulations have been instrumental in providing opportunities for higher density and infill development. Since adoption of the new zoning and development regulations in the Downtown Area, several new residential projects consistent with the various Plan Area development standards, including height limits and minimum density, have been built in Livermore.

- **Station Square,** located at L Street and Railroad Avenue, provides 110 new residential units, including 11 below market rate units. This three-story project achieves a density of 21 net dwelling units per acre.

- **Savannah Terrace** (formerly a Shell gas station site) is located at Livermore Avenue and Third Street. The project was completed in 2007 and consists of six attached single-family townhomes and two stacked condominiums affordable to individuals with developmental disabilities. The project density is 24 net dwelling units per acre. The overall height of the project is 34 feet.

- **Tofino Row,** located at the southwest corner of Chestnut Street and North L Street, is an eight-unit townhome development in Livermore also near Downtown. All eight units are available at moderate income prices. The project density on this site is 24 dwelling units per acre.

- **Positano Villas** is located at the southeast corner of Chestnut Street and North L Street. This project includes 10 new townhouse units with one unit offered for low-income households.

Density Bonuses and Other Incentives

The City provides several other mechanisms to facilitate the provision of a diversity of housing types to address needs in the community. These mechanisms include density bonuses, senior housing incentives, and very-low income housing incentives.

Density Bonus

In accordance with State law, the City provides density bonuses to qualified new housing projects. Specifically, the developer must have: (1) at least 20 percent of the total units affordable to low income households; or (2) at least 10 percent of the total units affordable to very-low income households; or (3) at least 50 percent of the total units as senior housing; or 4) at least 20 percent of the total dwelling units in a condominium project, as defined by State law, for persons and families of moderate-income levels (also as defined by State law). Affordability must be maintained for at least 30 years. If these conditions are met, the developer is entitled to a density bonus of 25 percent of the maximum density permitted in the underlying zone plus one other incentive (e.g., modified standards, regulatory incentives, or concessions) of equal financial value based upon land costs per dwelling unit. The State's density bonus law (Government Code section 65915 – 65918) was significantly modified in 2004 by SB1818 (effective January 1, 2005). The changes reduced the proportion of affordable units needed to obtain a density bonus, increased the maximum bonus from 25 to 35 percent, required local governments to grant additional concessions, and added a bonus for land donation. The City complies with the most recent provisions of State density bonus law. However, the updated regulations have not been revised in the Livermore Planning and Zoning Code. This Housing Element Update includes a program for the City to update the Livermore Planning and Zoning Code to reflect State law governing density bonuses.

To further facilitate the development of affordable housing for seniors and very low-income households, the City also offers density incentives, which are outlined in the General Plan and below.

Senior Citizen Housing Incentive Program

This program provides up to a 45 percent density increase for senior citizen rental housing meeting the following criteria:

- The project will serve low and/or very low income senior citizen rental housing needs;
- The dwelling units will not exceed 700 square feet each, plus common facilities;
- The project will be located in an area with adequate public facilities and uses, or the project will otherwise supply these needs.

Very-Low Income Housing Incentive Program

This program provides a density bonus of up to 50 percent for a project that includes at least 25 percent of its units as affordable to very-low income households. Consistent with State density bonus law, as periodically amended, the density bonus units shall not be included when calculating the required number of very-low income units.

A development which meets the criteria for both the Senior Citizen Incentive and the Very-Low Income Incentive may use both for a potential density bonus of up to 95 percent. Two projects have utilized these density bonus provisions since 2000: the 30-unit affordable housing development, Carmen Avenue apartments on South Livermore Avenue, and the 40-unit senior housing development, Vandenburg Villas on Gardella Plaza. Two other projects, Orchid Ranch and Vishva Homes, are proposing to utilize these density bonus provisions. Through this program, both of these proposed developments will add an additional four units (Table 3-6).

Table 3-6 Housing Developments Utilizing Density Bonus Provisions

Project	*GP Designation*	*Permitted Density/ Total Units*	*Proposed Units*	*Units Gained*
Orchid Ranch	ULM	2 – 3 du/acre (15 units)	19	+4
Vishva Homes	UH-3	14 – 18 du/acre (23 units)	27	+4
Carmen Avenue Apts	UH-4	18 – 22 du/acre (22 units)	30	+8
Vandenburg Villas	UH-1	6 – 8 du/acre (20 units)	40	+20
Total			**116**	**36**

Source: City of Livermore, 2009.

Inclusionary Housing Ordinance

The City's Inclusionary Housing Ordinance, adopted originally in 1978 and periodically updated, also facilitates opportunities for developing affordable housing in the Community. The Inclusionary Ordinance, updated most recently in 2005, requires that 15 percent of all units in a residential development within General Plan areas be set aside as affordable (7.5 percent affordable to moderate- and 7.5 percent to low-income households in for-sale projects, and, in rental projects, 7.5 percent affordable to low-income and 7.5 percent to very low-income households). In Redevelopment Plan areas, at least 10 percent of units in new developments must be affordable to low-income households. Residential projects of 10 units or less are not required to construct affordable housing units, but must pay the affordable housing fee. Housing units produced as part of the State density bonus requirements are not subject to the City's inclusionary housing requirement.

Must-Build Requirement

The Ordinance has a strong "must build" requirement that affordable units be constructed. The must-build requirement is implemented for several reasons; primarily it:

- Helps offset past market trends towards constructing more expensive, low-density homes on available land;
- Augments the City's affordable housing stock. Almost all residential properties in the City are under private ownership. Even with the inclusionary housing fees, the City and nonprofit agencies have difficulty competing in the private market for land on which to develop affordable housing;
- Provides opportunity for lower-income households to enter the homeownership market; and
- Promotes mixed-income housing dispersed throughout the City to achieve a balanced community. Consistent with affordable housing goals, the must-build requirement helps distribute affordable housing throughout the Community rather than in concentrated developments.

Alternative Means of Compliance with Must Build Requirement

The Ordinance does provide options for complying with all or a portion of the must build requirement, Developers may comply through one of five alternative ways:

- In-lieu Fee – a developer may satisfy the affordable housing requirement by paying an in-lieu fee for each market-priced unit. In 2008, the in-lieu fee per market rate unit was $36,665.
- Secondary Units – in a project of more than 50 units, up to 20 percent of the requirement for reserved units may be satisfied by including secondary units along with the market-priced units. Each secondary unit provides a credit of 20 percent of a required affordable unit since secondary units are generally not comparable in size or other attributes to the market rate units. Secondary units are an important source of affordable housing regardless of size or other minimum standards.
- Off-site Construction – the reserved housing may be constructed on a site other than the primary project site. Off-site affordable units must meet the same requirements as those located on the project site (in terms of comparability to market-rate). In addition, an alternative site must already be identified.
- Dedication of Land – a developer may dedicate a parcel of land suitable for development of housing units equal to or exceeding the number of affordable units required to be provided. The General Plan designation and zoning on this parcel must be consistent with the intended use, and there must be direct access to improved streets and utilities.
- State housing law also mandates alternate means for complying with local inclusionary provisions. Section 65589.8 permits developers to satisfy inclusionary housing requirements by constructing rental housing at affordable monthly rents, as determined by the local government. While the ordinance does not specify this alternative, consistent with state legislation, the City does permit this option as requested. An objective has been added to program 3.1.1 to further clarify implementation of this option in the language of the Ordinance.

Approval Process for Alternative Compliance Requests

Alternative compliance requests are processed and approved as part of the City's residential entitlement process, either through the Housing Implementation Program (HIP) or—for projects not

competing in HIP—through City Council review of the project. The approval process does not increase processing time beyond that conducted for a typical new residential project.

As part of their Housing Implementation Program (HIP) submittal package, developers provide an alternative compliance request along with their proposed alternative, information describing how the alternative will further affordable housing opportunities in the City, and independent data supporting why it is not feasible for the applicant to construct affordable units within the proposed project.

Alternative compliance requests can add a measure of uncertainty to the housing allocation and project approval process, since they are reviewed by City Council as part of the project entitlement process. To minimize this uncertainty, City staff are available to review proposals during the design phase and assist with exploring options and alternatives to meet both City and developer objectives. The Community Development staff encourages applicants who wish to explore alternative means of complying to meet with staff early in the design process to explore options and minimize the amount of time spent in determining a feasible alternative. This pre-application process is intended to facilitate development of a mutually beneficial alternative that will receive City Council approval. The approval process still offers flexibility and predictability, since the goal of the alternative compliance process is to allow variation in providing affordable housing. Although requests have been modified and negotiated to achieve greater feasibility, the City Council has not yet denied any formal proposal for alternative means of providing the inclusionary units.

Most recently, the City Council approved a request for alternative compliance from O'Brien Homes, the developer constructing Arroyo Crossings, a 155-unit residential project on Arroyo Road. Instead of constructing eight low- or moderate-income for sale units on-site, the developer provided a two-acre alternative site in the Downtown Redevelopment Project Area. With the acquisition of additional parcels adjacent to the two-acre site, the City has been able to acquire a larger project area where up to 20-units of affordable low or very-low income units will be constructed through a mixed-income project. This is an example where the proposed alternative was negotiated and modified to result in a mutually agreed upon alternative.

Acknowledging that current economic conditions are creating undue hardship on new residential development, the City is proposing to temporarily allow developers to choose one of the alternative means of compliance without discretionary review by the City Council. The City would permit this for a period of one-year after adoption of this element, while an updated feasibility study is conducted. The last Inclusionary Ordinance Feasibility Study was conducted in 2005. The proposed update

(outlined further in Program 3.1.1) will evaluate general impacts of the inclusionary ordinance using more recent economic conditions.

Comparability of Units

To ensure that affordable units are blended within residential projects and meet minimum requirements for adequate, quality housing for all income segments in the Community, affordable units must be dispersed throughout the project site, rather than concentrated in one portion of the development. Affordable units must be constructed concurrently with market-rate units, and must be "comparable" units, in type, bedroom mix, and exterior appearance, to the market-rate units. Specific requirements to further this end include:

- The affordable units cannot be distinguishable from other units in the project from the street.
- The average number of bedrooms must equal the average number of bedrooms for all other units in the project, up to a limit of three bedrooms per unit.
- Minimum unit sizes are required as shown in Table 3-7 below.
- The number of bathrooms in affordable units must equal the proportion of bathrooms in the market-priced units.
- Units must have air-conditioning, enclosed garages, and laundry facilities to the extent market-priced units have those amenities.

Table 3-7 Minimum Gross Floor Area for Affordable Units

Number of Bedrooms	*Units Reserved for Sale*	*Units Reserved for Rent*
Studio unit	600 square feet	600 square feet
One bedroom unit	750 square feet	750 square feet
Two bedroom unit	1,000 square feet	900 square feet
Three bedroom unit	1,250 square feet	1,000 square feet
Four bedroom unit	1,500 square feet	1,250 square feet

Source: City of Livermore Municipal Code, 2005.

The comparability requirements for the required inclusionary units are consistent with design requirements applied to market-rate units. Developers are not required to provide additional external or internal design features or upgrades or amenities in the inclusionary units that exceed the City's standard design requirements for adequate housing.

- The minimum gross floor area required in affordable 2- and 3-bedroom units is less than the typical average being built in market-rate units with the same bedroom count in Livermore.
- The "average number of bedrooms requirement" (up to a limit of 3-bedrooms) provides affordable housing to meet the demographic needs of the City (72 percent of Livermore's population are family households, with nearly a third 3- to 4-person households, and 12 percent are five- or more person households), while limiting developer cost to provide excessively large comparable units;
- Features such as air-conditioning are standard provisions, particularly in hot climates such as the Livermore Valley, where extreme temperatures during summer months can pose a health hazard, particularly to senior households.

The main focus or purpose of the comparability component of the inclusionary ordinance is location and distribution. Consistent with a variety of State Initiatives regarding smart growth and climate change, the comparability requirements are intended to ensure that affordable housing units are not segregated within residential neighborhoods, or congregated in areas isolated from existing community services. With the comparability requirement, residents within affordable housing units have access to the same amenities and public services, such as community parks, transit and schools, that are available in or near market-rate subdivisions. The City does allow variation in housing types, provided the intent of the Ordinance—to blend, not segregate affordable units and provide affordable housing comparable in quality to market-rate housing—is not compromised.

A potential construction impact of the comparability requirement is cost, when compared to the reduced cost of providing smaller affordable units with less attributes than market-rate units. In an effort to determine more concretely, potential impacts of inclusionary requirements—in particular during the current economic downturn—the City is proposing to update its feasibility study on the Ordinance (Program 3.1.1).

Affordability Terms/Restrictions

The Inclusionary Ordinance contains affordability restrictions to ensure that the affordable units provided remain as such. These restrictions are implemented through a Low-Income Housing Agreement, which identifies the specific units that will be affordable, the affordable sales price of the units, and also reiterates the provisions and stipulations of the Ordinance. Developers cannot proceed until an agreement is reached on this documentation. Specific affordability restrictions in the Inclusionary Ordinance and implemented by the Low-Income Housing Agreement include:

- 55-year Restriction – The Ordinance assures the affordability of the reserved units by requiring a 55-year deed restriction for either rental or for-sale housing. The 55-year restriction, however, is a *minimum* requirement of the Ordinance and, in an effort to preserve affordability to the greatest extent possible, the City strives to apply deed restrictions for more than the minimum up to 99 years for rental projects.
- For Sale Units – For sale units are encumbered with a silent second mortgage for the difference in value between the affordable price and the initial market rate sales price for comparable units. If a buyer re-sells the reserved unit within the restricted time period for a price in excess of the current affordable purchase price, then the second mortgage must be repaid to the City for use in affordable housing programs. Additionally, the owner must live in the affordable unit.
- Rental Units – The affordability of rental units in a complex also is preserved through a deed restriction as outlined above, as well as a regulatory agreement that outlines the terms and conditions placed on the reserved units, such as depth of affordability. Additionally, the complex must be managed by a management company experienced in affordable housing.
- Enforcement – The Ordinance also contains provisions for the enforcement of its requirements. A person who violates the affordable housing restrictions, such as selling or renting an affordable unit at a price or rent exceeding the maximum allowed or to a household not qualified, is subject to a monthly fine from the date of original non-compliance with the Ordinance.

Inclusionary Viability and Potential Economic Impacts

The must-build component of the Inclusionary Housing Ordinance was adopted in 2000. Since 2000, approximately 2,800 new housing units have been constructed in the City, of which over 250 units were made affordable to lower-income households through the inclusionary requirement.

Prior to this change to the Ordinance, developers had begun including the 10 percent must-build component in their 1999 HIP applications in anticipation of the new requirement. In 2005, the Ordinance was revised to increase the must-build percentage to 15%. Table 3-8 shows that requests for housing allocations have steadily exceeded the number available, despite the must build requirement in 2000 and the percentage increase in 2005. The steady request for allocations that exceed availability indicates that both the must build requirement and also growth management practices have not inhibited housing development in the past.

Table 3-8 HIP Allocations and Requests, 1996 - 2007

HIP Year	*1996*	*1997*	*1998*	*1999*	*2000*[1]	*2001*	*2002*	*2003*	*2004*	*2005*[1]	*2006*	*2007*
HIP Allocations (Units)	576	347	218	219	191	192	196	161	124	150	150	150
HIP Requests (Units)	586	631	278	404	452	374	237	218	150	238	238	238
Units Requested that exceed available allocation	+10	+284	+60	+185	+261	+182	+41	+57	+26	+88	+88	+88

[1] The Ordinance was revised in 2000 and 2005. The 2000 revision included the 10% must build requirement. The 2005 revision increased the inclusionary percentage from 10 to 15 percent.

Source: City of Livermore, 2009.

Prior to increasing the inclusionary requirement to 15 percent, the City did conduct a feasibility analysis to identify and understand potential impacts that might result from the increased percentage. The 2005 Inclusionary Housing Ordinance Update Feasibility Analysis showed that the inclusionary housing requirement of 15 percent does add to the cost of developing residential units. The analysis also showed that the resulting developer returns are still above a 10 percent rate of return on costs for a wide variety of for-sale housing product types including standard lot single-family residences, small

lot single-family residences, townhomes, and multi-family condominiums. The study used average prices of recently sold homes in Livermore and the surrounding area at the time of the study. Study results indicated that with the percentage increase market prices well exceeded the affordable home price for moderate income households and project returns were well above the 10% financial feasibility threshold. If the inclusionary housing standard was not a requirement, the cost of housing would likely still remain above the affordable home price for a moderate-income household, allowing a higher rate of return. The study demonstrated that the overall impact of increasing the requirement did not unreasonably burden developers and would enable the creation of housing for moderate- and low-income households.

Nonetheless, the 2005 study was conducted at a time when land and housing values were high, financing readily available, and housing production was steady. Since 2005, land and housing values have significantly decreased. Additionally, financial institutions have significantly restricted their lending practices. Residential projects currently underway are being hit hard by stringent loan requirements including inflated equity and collateral requirements. The downturn in the economy has created a variety of residual effects that are impacting and increasing the cost to develop housing and stalling housing production.

As mentioned previously, the City acknowledges that current economic conditions are creating additional hardship on new residential development, therefore, the City is proposing to conduct an updated feasibility study using more recent market information. Program 3.1.1 outlines the feasibility study objective and proposed completion date.

Cumulative Impacts

The 2005 Feasibility Study did indicate that the inclusionary requirements add to the cost of developing residential units, however at that time, project returns were still above the 10% financial feasibility threshold. The cumulative impacts of inclusionary requirements, given fluctuating economic and market conditions over time, are not known but will be studied in the proposed update. As shown in Table 3-8 above, during the past decade, the City's inclusionary requirements have not diminished the number of proposals for allocations below the City's established unit allocation. It is unclear as to whether increased housing production would also increase affordable housing for a variety of income levels, which is a major goal of Livermore's Housing Program. For this reason, the City's growth management policies include flexibility to adjust future allocations to address the demographic needs of the Community and Livermore's RHNA. Program 2.1.1, Housing

Implementation Program (HIP), includes an objective to address the need to provide very low- and low-income housing units to meet ABAG's Housing Needs Assessment in the future; and to establish allocations sufficient to accommodate any remaining RHNA through 2014. The City will also update its feasibility study to determine potential impacts of inclusionary requirements on the City's RHNA.

Available Resources to Offset Potential Constraints

The City recognizes that existing market conditions have changed significantly over the last three years and that these changing conditions, when added to existing City requirements and fees, are constraining housing production. Staff is examining possible ways the City can help, through regulatory concessions or other means, to offset impacts to development resulting from current economic conditions.

The City is implementing an economic stimulus fee deferral program, which will help to incentivize development at this time. Such a program will defer not only the Affordable Housing fee, but also City Sewer, Storm Drain, Water Connection, and Traffic Impact fees. As part of this program, the City will also work with other local and regional agencies—for which the City collects fees—to encourage similar deferral programs for their development impact fees. An objective to create the program and adopt an ordinance has been added to program 3.2.4, Fee Subsidies.

Existing Incentives and Subsidies

Existing regulatory concessions that the City utilizes to offset development costs include:

- Waiving the Transferable Development Credit Fee for affordable housing units identified in residential development.
- Amortizing payment of development fees over time.
- Providing fee credits for existing conditions to residential developers who are building on existing sites.

To further offset potential constraints, developers may use affordable units achieved via the Inclusionary Ordinance provisions towards meeting State density bonus provisions and City incentives.

The City also uses existing funding sources to help offset potential development costs. Redevelopment set-aside funding is available to assist projects that provide affordable and/or special needs housing.

The City also provides secondary financing to assist and promote housing development. Through its Affordable Housing fund, and as part of the City's Workforce Housing Program (Program 3.3.3.), the City has also facilitated the sale of housing by acquiring several for-sale townhome units. During the recent economic downturn, the City purchased five units in Station Square that will provide rental and future home ownership opportunities to up to moderate-income households.

PROVISIONS FOR A VARIETY OF HOUSING

Housing Element law specifies that jurisdictions must identify adequate sites to be made available through appropriate zoning and development standards to encourage the development of various types of housing for all economic segments of the population. This includes single-family housing, multi-family housing, factory-built housing, mobile homes, housing for the disabled, emergency shelters, and transitional housing, among others. Table 3-9 summarizes housing types permitted within the residential zones.

Livermore offers a diversity of housing types that are available for all economic segments of the community, as well as the more vulnerable members of the community, including those earning lower income, seniors, disabled, students, and the homeless, among others.

Table 3-9 Housing Types Permitted by Zone

Housing Types Permitted	*RR*	*RS*	*RL*	*RM*	*RH*	*RG*	*R2*	*NM-1*	*NM-2*	*NM-3*	*OS-R*	*CO*[2]	*CB*[2]	*CN*	*CP*	*E*
Residential Uses																
Single family detached	P	P	P	P	P	P	P	P	P	P	P	C	C			
Single-family attached		C		P	P	P	P	P	P	P		C	C			
Multi-family (3 or more)				P	P	P	P	P	P	P		C	C			
Mobile/Mfg. homes	P	P	P	P	P	P	P					C	C			
Mobile home parks				P		P						C	C			
Second units	P	P	P	P	P	P	P					C	C			
Special Needs Housing																
Residential care (≤6 beds)	P	P	P	P	P	P	P	P	P	P						
Residential care (>6 beds)		C	C	P		C		C	C	C		C	C			
Boarding houses		P	P	P	P	P	P	P	P	P						
Community Care Facilities including Emergency Shelters and Transitional Housing of six or fewer residents	P	P	P	P	P	P	P	P	P	P						
Community Care Facilities including Emergency Shelters and Transitional Housing of seven or more residents		C	C	P		C		C	C	C		C	C	C	C	P
Farm worker (Employee) Housing											P					

[1] Rooming and/or boarding of not more than two persons.

[2] Subject to RM density and regulations. Residential not permitted on ground floor or CB zoning district.

P = Permitted C = subject to a Conditional Use Permit. *Source: Livermore Planning and Zoning Code, 2008.*

Multi-Family Units

The Zoning Code permits multi-family housing in the medium (RM), medium-high (RH), and high-density (RG) zones by right. In these districts, densities range from six units per acre up to 18 units per acre. The Downtown Specific Plan added five zoning districts or "Plan Areas," all of which permit multi-family at density ranges starting at 15 units per acre up to 55 units per acre. Approximately 18 percent of the Livermore housing stock consists of multi-family residences.[15] Due to the residential infill policies adopted as part of the 2003 General Plan, as well as the focus to revitalize the Downtown Area and provide higher density residential there to support revitalization, the development trend over the last few years has been away from high-cost, single-family development. Livermore has seen more applications and approvals for multi-family attached housing on infill sites and in the Downtown Area. Table 4-5 in the next chapter provides a listing of recent infill projects and the densities they have achieved. Most of these infill projects have resulted from the policy changes and increased residential densities permitted with adoption of the 2003 General Plan and Downtown Specific Plan (completed programs 1.1.2 and 1.1.3 in the 2001-2006 Housing Element).

Licensed Care Facilities

The Lanterman Developmental Disabilities Services Act (Sections 5115 and 5116) of the California Welfare and Institutions Code declares that mentally and physically disabled persons are entitled to live in normal residential surroundings. The use of property for the care of six or fewer disabled persons is a residential use for the purpose of zoning. A State-authorized, certified, or licensed family care home, foster home, or group home serving six or fewer disabled persons or dependent and neglected children on a 24-hour-a-day basis is considered a residential use that is permitted in all residential zones. No local agency can impose stricter zoning or building and safety standards on these homes than otherwise required for homes in the same district.

Per State Law, the Livermore Zoning Code permits licensed residential or community care facilities with six or fewer beds in all residential zones. Community care facilities for seven or more residents are permitted in the RM and Education and Institutions (E) Districts, and permitted with a conditional

[15] State Department of Finance 2008. This figure includes duplexes, condominiums and town homes as well as rental apartments.

use approval in the OS-A, RS, RL, RG, NM, CN, CB, CO, and CP Districts. A total of 66 residential care facilities with 845 beds are located in Livermore.

Secondary Units

Secondary units are designed to provide an opportunity for the development of small rental units as a means of providing affordable housing for low- and moderate-income individuals and families, seniors, and the disabled. Prior to 2004, secondary units were permitted in all residential zoning districts subject to a Conditional Use Permit. In order to facilitate the provision of affordable secondary units and to comply with State law, the City's Zoning Ordinance was revised in 2004 to permit secondary units in conjunction with a single-family dwelling in all residential districts. This streamlined ordinance has encouraged the development of secondary dwelling units. Prior to revising the ordinance, the City processed an average of one to two secondary dwelling unit applications per year. As a result of the new streamlined ordinance, the number of secondary dwelling unit applications has increased to an average of eight per year.

Mobile/Manufactured Homes

Mobile homes and manufactured homes offer an affordable housing option to many low- and moderate-income households. Mobile homes and manufactured housing are defined in the Zoning Code as a single-family dwelling and are permitted in all residential zoning districts in Livermore. In addition, the Zoning Code permits mobile home parks in the RM and RG, as well as in PD districts.

Manufactured homes are reviewed for building permit issuance in the same manner as single-family homes; no additional design standards or requirements are imposed. According to the California Department of Finance, 431 manufactured or mobile homes were located in the city in 2008.

Farmworker Housing.

The City is home to agricultural uses especially vineyards that may use seasonal labor. The U.S. Census states there were 45 Livermore residents employed in the Farming, Fishing, and Forestry occupational sector in 2000. ABAG estimates there were 390 agriculture jobs in Livermore in 2005. Although the Census accounts for only 45 year-round residents employed in agriculture, there is a potential need for seasonal farm worker housing as Livermore is surrounded by agricultural land. By nature of the profession, it is difficult to determine the number of seasonal farm laborers that may be working in the agricultural areas surrounding the City.

In anticipation of this potential need, the City of Livermore's Planning and Zoning Code makes provisions to allow farm labor housing in districts that permit agricultural uses, such as the Open Space Districts (OS-A & OS-R), and in the South Livermore Specific Plan areas. The Planned Development - Agricultural District (PD-AG), the Planned Development – South Livermore Valley Specific Plan Area (PD-SLVSP), and the South Livermore Valley – Agricultural Zone (SLV-AG) all permit the provision of caretaker's residences, which are defined as temporary modular dwellings for persons employed in the agricultural use of the property and the families of those persons, and/or living quarters for farm workers when necessary for onsite farming operations.

Emergency Shelters, SRO's, and Transitional and Supportive Housing

Three emergency shelters, one transitional housing facility, and one supportive housing facility are located in Livermore.

The Livermore Planning and Zoning Code permits community care facilities, including emergency shelters and transitional housing facilities, for six or fewer persons in any Residential district, in the Open Space-Agricultural (OS-A) district and in the Professional Office (CP) district.

Community care facilities, including emergency shelters and transitional housing facilities, for seven or more persons are permitted in the Residential Medium Density (RM) district and the Education and Institutions (E) district. Emergency shelters are also permitted with a Conditional Use Permit (CUP) in the following zoning districts: Open Space-Agricultural (OS-A), Suburban Residential (RS), Residential Low Density (RL), Suburban Multiple Residential (RG), Neighborhood Commercial (NC), Central Business District (CB), Commercial Office (CO), and Professional Office (CP).

The City's zoning regulations pertaining to emergency shelters and transitional housing comply with SB 2 by permitting these uses, small facilities—six and fewer residents—in all residential districts, and large facilities—seven or more residents—in two zoning districts by right, the RM District and E districts.

Chapter 2, Housing Needs Assessment (page 2-25) indicates an estimate of 141 homeless persons in the City of Livermore in 2009. Existing shelters provide approximately 126 beds for homeless, however, existing shelters are geared towards families and women and children. While the survey indicated a greater percentage of women as homeless (62 percent), nonetheless, 37 percent of homeless persons are estimated to be adult males.

The residential land use inventory, Appendix D, Table D-1 lists seven vacant sites in the RM district that are available for community care or emergency shelter facilities without discretionary review. As part of Programs 1.2.1 Comprehensive Update of Zoning Code, and Program 1.3.4 Emergency Shelters, in Chapter 5, the City will consider additional zoning districts where emergency shelters will be permitted without discretionary review, including those districts where shelters are currently permitted with a Conditional Use Permit (i.e. RG, NC, CB, CO, and CP).

The City's zoning regulations currently do not define Single Room Occupancy Units (SRO's) and Transitional and Supportive Housing, nor do they identify areas or zones where these uses are explicitly permitted. In order to fully comply with SB 2, Programs 1.2.1 and Program 1.3.4 contain specific objectives to a) more clearly define all of these uses—emergency shelters, SRO's, and Transitional and Supportive Housing—consistent with State descriptions; b) identify zones or additional areas where these uses can be explicitly permitted and, in the case of transitional and supportive housing, areas where these uses would be permitted subject to the same development standards as residentially permitted uses in the same zone; and c) ensure development standards and procedures do not preclude these uses from being developed.

GROWTH MANAGEMENT POLICIES AND PROGRAM

The purpose of growth management in Livermore is to ensure that public services and infrastructure are able to keep pace with residential development, while reducing the impacts of traffic congestion, air pollution, and urban sprawl that have adversely affected so many communities throughout California.[16] The City first adopted growth management policies in the 1970s. At that time, these policies were required by the Federal Government as a condition of accepting funds to expand the City's wastewater treatment plant in order to mitigate worsening air quality in the region. The City initially adopted a residential growth rate of two percent to monitor the level of residential development activities in the City. Beginning in 1988, this rate was modified to a range between 1.5 percent and 3.5 percent. With adoption of the 2003 General Plan, this rate was further amended to a

[16] City of Livermore, General Plan Amendment #00-21, Part III, Goals and Policies, Section B – Population-Economic Goals and Policies, Number 2 – Population Growth Policies.

yearly growth determination. This yearly growth determination must be within the range of 140 to 700 units.

Although the City's growth management program restrains open-ended residential development without an analysis of the availability of adequate infrastructure, individual policies of the program still ensure sufficient housing can be provided to meet the regional need. The City's growth management policies have always included specific factors that must be considered when establishing the growth determination such as:

1. The need to provide very low- and low-income housing consistent with ABAG's Regional Housing Needs Allocation (*P5(f), page 3-36)*;
2. ABAG population growth estimates and the community's fair share of all types of housing;
3. City implemented housing programs to support the development and preservation of very low- and low-income housing consistent with the goals of the Housing Element *(P12(c) and (f), page 3-40);*
4. Proposed development must be in the best interest of the community, which includes providing more very-low and low-income housing *(P13, page 3-41).*

Growth management includes a number of exemptions as well as a variety of methods for allocating units to further mitigate potential negative impacts to housing development:

- Small projects of four or less units are exempt from growth management;
- Projects that reserve a minimum of 35% of the units for very-low income residents shall not be required to compete for allocations;
- Congregate care facilities, including mixed-use senior projects providing up to 30% of the units for independent living (residential), are exempt from growth management;
- Projects that incorporate affordable or other types of special housing and/or that utilize state, county, city incentive density bonus programs, may have the TDC requirement waived and/or the baseline density increased;
- The City may guarantee yearly housing allocations through approved specific plans to encourage and support residential development within designated specific plan areas, such as the Downtown;
- The City may also exempt specific plan or program areas from competing for allocations;

- Unused allocations may be reallocated within the growth determination cycle;
- Allocations can exceed, through borrowing from future years, the growth determination.

The City's Growth Management system utilizes a variety of tools and programs that work together to accomplish the City's housing goals, specifically: providing a diversity of housing types for different income levels facilitating affordable units for low- and very-low income households, providing housing for special needs groups through projects such as Valley Care, the Carmen Avenue Apartments, and Savannah Terrace, and encouraging smaller, affordable units to balance the City's housing stock.

- The Housing Implementation Program (HIP) provides incentives for the production of low- and moderate-income housing, which would not normally be provided by developers through traditional market mechanisms.
- The Urban Growth Boundary (UGB) is used as a tool to channel housing production to areas where existing infrastructure and services are already adequate and available.
- The Transferable Development Credits (TDC) Program was developed as a way to preserve agricultural land outside the City's UGB, curtail sprawl, and provide opportunities for higher density infill residential development near existing infrastructure and transportation services within the UGB.

The City has a history of utilizing its growth management tools to accomplish its housing goals and address its Regional Housing Needs Determination. As demonstrated through Livermore's previous Housing Element accomplishments discussed in Chapter 5, these tools have not significantly constrained housing production in the City.

Housing Implementation Program

The primary tool that implements the City's growth management policies is the annual competitive Housing Implementation Program (HIP). The HIP establishes guidelines for the allocation of housing units over a three-year period. The General Plan specifies that the Housing Element must be used as a guide to develop the three-year Plan. As defined in the General Plan, a yearly growth determination is established for a three-period. This annual growth determination must be within the range of 140 to 700 units. The allocation of units each year is a competitive process, and all residential developments of five or more units are subject to the HIP. Smaller projects with four units or less are exempt from

both the HIP and the adopted growth rate. If the number of housing allocations exceeds those requested by applicants, no competitive HIP is undertaken.

As a competitive program, the HIP establishes specific housing needs or criteria including but not limited to:

- The provision of very-low or low-income housing, and smaller units in projects
- Addressing environmental constraints
- Providing adequate infrastructure
- Architectural quality
- Preservation of open space
- Use of universal design features, energy efficiency and green building

Competing residential projects are evaluated and ranked for their ability to meet and/or exceed these criteria. Projects that do not meet the Community's housing needs or fail to effectively address environmental constraints and/or lack of public services typically will not rank as high as other projects. Projects with the highest ranking are awarded residential allocations to construct their projects.

The HIP can further influence the production of affordable housing through its ability to "target" or "emphasize" both geographic areas as well as specific types of units that will be given preference for permit allocation. For example, infill projects, projects providing affordable housing that meets the City's General Plan density incentives, as well as projects providing 80 percent of the project with smaller units (under 1,300 square feet) have been included in the emphasized category of the HIP and, therefore, were given higher priority than those that did not meet these criteria.

By targeting or emphasizing types of units and areas, the HIP provides incentives for the production of low and moderate-income housing, which would not normally be provided through traditional market mechanisms. The targeted or emphasized criteria can also provide incentives to produce affordable housing, even when there is no HIP competition. For example, the 2004 HIP awarded all of the residential allocations to projects providing very-low and low-income units. This enabled the Carmen Avenue Apartments to receive allocations to develop 30 units for special needs groups.

HIP Exemptions

In order to facilitate affordable housing and diverse housing choice for all income levels, General Plan policy also exempts specific types of units or geographic areas, such as Specific Plan areas, from competing in the HIP for allocations.

- TDC Allocations - General Plan policy sets aside 2000 housing allocations over a 13 year period (2004 through 2016) to projects that comply with the City's Transferable Development Credits (TDC) program. Although a certain number of allocations are distributed annually, projects can draw from the total number of allocations at any time during this 13-year period. TDC allocations are available to development on TDC receiver sites, and also for development on non-receiver sites through the purchase or provision of TDC credits by the developer.
- Downtown Specific Plan Allocations - To promote development and redevelopment in the Downtown, 2000 housing allocations (200 per year), from 2004 through 2013, were set aside for residential projects in the Downtown Specific Plan Area as well. As with the TDC allocations, projects can draw from the total number of allocations at any time during this 10-year timeframe.
- Very-Low Income Allocations - To further encourage development of very low-income housing, projects that include at least 35 percent of the total units for very low-income residents are exempt from the HIP.

The HIP affords the City a great deal of flexibility to accommodate residential growth. The program permits units to be borrowed from or transferred to future years depending on the opportunities or constraints in any year of the typical three-year program. In fact, all units for the three-year program may be allocated in just one year of the cycle. Alternately, fewer units may be allocated in one year and more in another to allow time for the City to address infrastructure and environmental constraints. Finally, all unallocated units or expired allocations return to the program for allocation in future years, in addition to the annual allocations. General Plan policy also provides flexibility to reallocate units to different programs areas to meet our regional need.

The 3-year HIP currently underway is for 2008 through 2010. The growth determination for the 2008-2010 HIP is 1,350 (450 per year). Of these 1,350 allocations, 200 per year are "reserved" for the Downtown Specific Plan area, 400 for the Transferable Developments Program (100 per year for the

first two years and 200 for the last). Of the remaining 350 allocations, 264 units have been committed to projects approved during the 2005-2007 HIP cycle.

The growth determination has not yet been established for the two upcoming 3-year HIP programs (2011 through 2013, and 2014 through 2016). Table 3-10, however, provides an estimate of potential available allocations to meet the City's 2007-2014 RHNA, using the minimum growth determination permitted and total established allocations for the TDC program and Downtown Area.

Table 3-10 Residential Allocations

Program	*2004*	*2005*	*2006*	*2007*	*2008*	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*Total*
DSP Used	200 (-110)	200 (-8)	200 (-18)											
Remaining	90	192	182	200	200	200	200	200	200	200	0	0	0	**1864**
TDC	100	100	100	100	100	100	200	200	200	200	200	200	200	**2000**
HIP –					150	150	50							
Min.					(net 29)*	(net 29)*	(net 28)*	140	140	140	140			Min. **646**
Max.								700	700	700	700			Max. **2886**
Total Units (Annually)	190	292	282	300	450 (net 329)*	450 (net 329)*	450 (net 428)*	540-1100	540-1100	540-1100	340-1100	200	200	Min. **4510** Min. **6750**

* Net number accounts for the units committed in the 2004-2007 HIP (2008-2010 Housing Implementation Program).

The table shows that between 4,510 and 6,750 total allocations can be available to accommodate the City's RHNA of 3,394 units. However, to ensure available allocations, consistent with General Plan policy, an objective has been added to Program 2.1.1, Housing Implementation Program, that future HIP programs shall address the need to provide very low- and low-income housing units, and shall establish allocations sufficient to accommodate the Regional Housing Needs Assessment through 2014.

A comparison between the HIP allocation summary above and sites contained in the City's land inventory is provided in Chapter 4. Table 4-14 indicates that additional TDC allocations may be needed to accommodate development on inventory sites that would fit into the TDC allocation

category. The table shows a need for potentially 200± additional allocations in the TDC program area. As mentioned previously though, the HIP program allows flexibility to borrow from upcoming years, to reallocate unused allocations within the 3-year period, and to reprogram units from one program area to another as needed. To ensure that any program area shortfalls are addressed, the City has also added an objective to Program 2.1.1, stipulating that the City will reprogram allocations to different program areas as needed in order to meet the City's regional housing need.

Urban Growth Boundary

The intent of Livermore's UGB is to protect existing agricultural uses and natural resources outside the City from urban development while promoting infill development near available services. The UGB was completed in two phases. The *South Livermore Urban Growth Boundary Initiative* was passed by local voters in March 2000 and established the boundary along the southern edge of the City. The *North Livermore Urban Growth Boundary Initiative* was passed in December 2002 and completed the UGB around the northern edge of the City. The land use policies of both initiatives are referenced in the Land Use Element of the General Plan, and the exact language of each Initiative is contained in the Appendix of the General Plan.

While the UGB limits urban development to within City limits, the *North Livermore UGB Initiative* contains a "State Housing Requirement" provision that would permit the development of affordable housing outside the UGB to meet State housing requirements, so long as there is no land available within the City boundary to meet the requirement through new development, more intensive development, or redevelopment.

The City's Urban Growth Boundary is not considered a constraint to housing development as it does not affect the total number of units permitted in Livermore, only the location of units. The UGB is utilized as a way to ensure the protection of existing agricultural uses and natural resources outside the City from urban development.

Transferable Development Credits (TDC) Program Ordinance

The Transferable Development Credits (TDC) Program was developed as part of the North Livermore Urban Growth Boundary Initiative, adopted in December 2002, and is a way to preserve agricultural land outside the City's UGB, curtail sprawl, and provide opportunities for higher density infill residential development near existing infrastructure and transportation services within the UGB.

General Plan policy outlines the basic objectives and parameters of the program while the TDC Ordinance outlines the implementation details of the program. The program assigns development credits to properties within north Livermore that may be purchased by developers in order to achieve greater development potential on sites within the UGB that are appropriate for residential infill growth (receiver sites). Existing TDC receiver sites were established during the 2003 General Plan update. They were redesignated based on their suitability for higher density residential development and in most cases the developer and/or property owner requested the change.

Each receiver site is given a dual general plan designation. The baseline density is achievable without the need to comply with the City's TDC Ordinance. Applicants who wish to exceed the baseline density must comply with the City's TDC Ordinance by purchasing TDCs or paying an in-lieu fee. An example of a receiver site is the 29-acre Arroyo Vista Neighborhood Plan site, which has a base general plan land use designation of light industrial and an additional designation of Urban High – 3 Residential (which permits 14-18 du/acre). This site has an approved Neighborhood Plan and, as a TDC receiver site, can be developed with up to approximately 495 multi-family residential units. Under the TDC option, total development shall not exceed the maximum density allowed under the General Plan designation. Neighborhood plans are not typically required for the development of TDC receiver sites. These receiver sites are subject to the development standards of the corresponding, underlying zoning district, or they may utilize the Planned Development District for greater flexibility in achieving higher density. TDC units are allocated as part of the City's growth rate; however, they are not subject to the HIP (in other words they do not need to compete with other projects for housing allocations).

Participation in the program is voluntary and it does cost to purchase TDC's and achieve the higher density. However, the TDC In-Lieu Fee Ordinance does provide an alternative or provision to offset this cost. An important provision or exception to the program is the provision of affordable units or use of the State density bonus program or City density bonus incentives as outlined in Program 3.1.4. The Ordinance exempts from the TDC requirement housing units covered by an affordable housing agreement, provided through density bonus for affordable or senior housing consistent with the State law, and units provided consistent with the City's inclusionary housing requirements.

Thus, use of the TDC program is an alternative to achieving more intense residential development on sites, as well as a means of procuring residential allocations without competing in HIP, however, it does not preclude or constrain higher density residential development on receiver sites.

General Plan policy exempts 200 TDC units per year for a ten-year period (2004 to 2013). These TDC units are available at any time during the ten-year period, permitting the availability of up to 2,000 units during this RHND period (through 2014). Payment is due at final map filing for subdivisions and at building permit for site plan approvals. Since adoption of the Ordinance in 2004, one receiver site (Arroyo Crossings) has been developed and two more are in the process of developing. Arroyo Crossings on Arroyo Road has been developed with 155 residential units. Without participating in the TDC program, only seven units would have been permitted on this site.

Growth Management Impacts

The growth management program can increase the uncertainty associated with the development process, thus affecting the value of land and the developer's return on investment. It also can add time to the initial review process. The typical time for the competitive HIP process (from application to final allocation) has averaged approximately six months. In 2009, the Design Review Committee and Planning Commission were combined into one Commission to streamline the discretionary review process. This will reduce the HIP process to three to four months.

The initial time needed to conduct the HIP process, however, is also offset by the fact that overall processing time is reduced, since major substantive issues are resolved during the growth management process rather than at later stages when changes or alterations may substantially increase costs. Furthermore, the existing constraints are evaluated to ensure that adequate infrastructure, as well as public services and facilities are available. The criteria by which projects are evaluated is consistent with guidelines and standards that would be applied to projects during the regular development review process. Development issues can be addressed during the HIP process, but the process does not add or apply more stringent or different criteria that would increase design costs.

Studies of Livermore and other cities with growth management programs have revealed that growth management programs do little if anything to raise the cost of housing within a community or a region.[17] The median home price in Livermore between June and July of 2008 was $510,000, lower

[17] John Landis, "What are the Actual Effects of Local Growth Controls in California? – Case Study." Department of City and Regional Planning, University of California, Berkeley. Additional data presented at "Evaluating Local and State Growth Management Programs: What Can We Learn from Experience?" A conference of the Lincoln Institute and UCLA Extension presented in Oakland on April 19, 1991.

than many other cities in eastern Alameda County that do not have growth management policies. In fact, Table 2-29 and Table 2-30 show that for every unit size and type the median price, average price, and price per square foot are all consistently lower in Livermore than in the Tri-Valley as a whole. The City's Growth Management policies and programs have not constrained housing development nor significantly raised costs in comparison to other cities in the Tri-Valley. They have ensured that housing is developed for all income groups and is adequately served by public services and infrastructure.

The HIP process works in conjunction with other City policies and regulations, such as mixed-income inclusionary provisions, to address the City's Housing goals. For example, projects that provide 35 percent of the units as affordable to very-low income units, which would exempt them from the HIP process, would not be required to provide additional inclusionary units. The affordable housing proposals are reviewed as part of the HIP application process and program, not separately.

The HIP process has not affected the City's ability to meet its Regional Housing Need Assessment over the last three housing element cycles. To ensure that the City's ability to meet future RHNA's is not constrained, the City has included additional provisions in Program 2.1.1, Housing Implementation Program (HIP), including objectives to address the need to provide very low- and low-income housing units to meet ABAG's housing needs determination in the future; and to establish allocations sufficient to accommodate any remaining RHNA through 2014.

HIP Allocation and Residential Development Permit Procedures

Development permit procedures are designed to facilitate orderly residential development to ensure public health, safety, and general welfare. The City can encourage the ongoing construction, maintenance, and improvement of housing by reducing, to the extent possible, the time and uncertainty involved in gaining approvals for various development permits. This section outlines the target time frames for planning entitlement review and approval of new residential projects.

Livermore provides various ways to process residential development projects of all sizes and types. Permit processing times are dependent on the number of units proposed, whether the proposed project needs Housing Implementation Program (HIP) allocations, whether a subdivision of land is proposed, and the number of new lots created. In 2008, the City combined its Design Review Committee with the Planning Commission. This will streamline the entitlement process by reducing the review and approval times by at least a month, both in the HIP allocation process as well as in the development

review process. Previously, new projects would be taken to the Design Review Committee for their recommendation to Planning Commission; projects now go directly to the Planning Commission.

Residential Allocation Process

The HIP program is the first step in the City's residential entitlement process. The HIP occurs once a year and is a competitive program. Residential projects proposing five or more units must compete to receive allocations for development.

If the total number of units for all applications is lower than the HIP allocation, then no competitive process is required, and all applications receive allocations and proceed to the entitlement process. If the total number of units exceeds the HIP allocation, then the applications will be reviewed for their consistency with City guidelines, regulations, and development standards, and how well they integrate and achieve other City objectives related to affordable housing, a variety of housing types, infill development, and energy efficiency and conservation.

To reduce uncertainly as to how the program is run, staff prepares a yearly HIP submittal pamphlet, which explicitly outlines the submittal information required, the proposed HIP schedule, and also relevant City standards and regulations that need to be addressed as part of the application. Staff also conducts pre-application meetings to answer questions and to assist with design issues related to projects. It is a goal of staff to guide applicants towards submitting projects that will be successful in receiving allocations and therefore provide an overall benefit to the community. Applicants who avail themselves of the pre-application meetings reduce the uncertainty related to the evaluation and review process. The HIP pamphlet also provides clear guidance on specific criteria by which participating projects will be evaluated and ranked by staff, Planning Commission, and City Council. Although projects are ranked, the process is objective. As noted above, projects are evaluated for consistency with existing City regulations and design guidelines and standards. They are also evaluated for their success in incorporating and achieving other City objectives previously mentioned including housing affordability, varied housing types, mixed income mixed-income projects, energy efficiency, water conservation, green building, emission reduction, and open space preservation. Characteristics or criteria that achieve these objectives are clearly outlined in the pamphlet.

Timeframe, Cost, and Predictability

In the past, the HIP process has taken up to approximately 6 months. Now that the Design Review Committee and Planning Commission have been combined, the HIP process will take approximately

three to four months. Even though it is an additional step in the entitlement process, the HIP program does not necessarily add additional time to the overall entitlement process, particularly now that the Design Review process has been folded into Planning Commission review. Figure 3-1 shows the revised estimated timeframe to conduct the HIP process. Since residential projects that receive allocations have already addressed substantial design issues and city regulations, they can expect the normal entitlement process to proceed expeditiously. The additional time factored for the HIP process along with the entitlement process could well be comparable to the review and entitlement timeframe for noncompeting residential projects as it is likely that noncompeting projects will still require project alterations to meet City standards and guidelines. Once projects have received allocations, they cannot be substantially changed, which also increases the predictability of the subsequent entitlement process. For projects that have received allocations, remaining review and entitlement would be limited to consistency with their original proposal and also review of any proposed subdivision of land.

Because of the competitive nature of the HIP process, there is a level of uncertainty involved. As noted above, however, staff provides explicit information on the process and requirements and is available ahead of time to provide technical assistance to help alleviate some of the uncertainty for applicants. The HIP process is flexible and allocations can be borrowed from future years to facilitate the award of allocations for notable projects.

The HIP process could potentially add to the holding costs of a project, although normally this cost is absorbed by the new land property owners since developers only pay a very small (and sometimes refundable) option payment until after HIP allocations are received.

Phased or Large-Scale Projects

General Plan policy and the HIP program also provides flexibility in various ways to award allocations to phased or large-scale projects to facilitate the residential approval and development:

- The allocation amount can vary, plus or minus, up to 10 units to allow flexibility. In order to exceed the established allocation, a project must receive a “good” or better rating in the HIP.
- Allocations can be borrowed from future years to accommodate larger projects or phased development.
- Yearly allocations can be may be awarded through specific plans to encourage and support residential development and allow phased or larger projects to move forward. Examples of successful implementation of this provision are the Downtown Specific Plan and also the

South Livermore Valley Specific Plan areas. Both of these areas have had a specific, significant number of allocations set-aside over a designated time period that can be or have been used at any time during the specified period. This provision provides predictability to developers by guaranteeing that allocations will be available to phased and/or large projects in these areas.

- To encourage the development of very-low income unit, projects that reserve a minimum of 35 percent of the units for very-low income residents are not required to participate in the competitive HIP process. Additionally, congregate care, assisted living, and skilled nursing facilities are defined as health care facilities for growth management purposes and are not subject to growth management policies. These provisions allowed the Valley Care Senior Housing development to be constructed in two phases. Phase I is a 250-unit senior continuum care facility also known as Heritage Estates and Phase II consists of 130 senior apartments in a four-story building over sub-grade parking adjacent to Phase I.

The above measures allow flexibility and provide certainty to developers that larger scale or phased projects will have the allocations necessary to develop either immediately (with sufficient allocations) or over time without subsequent HIP approval.

Streamlined Development Review

In 2004, the City adopted an updated General Plan and new Downtown Specific Plan. To promote development and redevelopment in the Downtown, updated General Plan policy exempts 200 residential units per year in the Downtown Area from competing for HIP allocations. This exemption extends for a period ten years from 2004 to 2013. This exemption policy not only makes 2,000 residential allocations available for Downtown development, it also shortens the overall entitlement processing time for proposed projects in the Downtown by approximately three or four months. Additionally, the Design Review process established for the Downtown Area permits larger projects (up to and including 39 units) to be reviewed administratively by staff, provided they are not proposing a new parcel or tract map. This was also done to facilitate redevelopment in the Downtown. Table 3-11 and Table 3-12 summarize approximate timeframes for the various applicable approval processes—subdivision map, design and site plan review—that are required for project approval. Environmental analysis, including Environmental Impact Reports and Negative Declarations, are processed concurrently with other development applications.

Smaller projects (4 units are less) are processed the most expeditiously. They are exempt from HIP, reducing the planning entitlement timeframe by three to four months, and typically can be reviewed administratively by staff. If proposed in a developed area with existing infrastructure, they can also be processed with a parcel map waiver, further reducing the processing time. The estimated timeframe to process and approve residential projects of four units or less (including building permit plan check) is under six months. The estimated timeframe to process projects of five or more units and/or that require tentative map review (either parcel or tract) can range from six to 19 months (including final map review and also building permit plan check) depending on the complexity and size of the project.

Table 3-11 Development Review Timeframes / General Plan Areas (outside Downtown Specific Plan)

Approval Steps	***HIP***	***Application Review***	***Design Review/Site Plan Approval***			***Planning***	***Final Map Review***	***Building Permits***	***Total***
Level of Review	Planning Commission/ City Council Review	Staff	Staff	Planning Commission	City Council		Engineering	Building	
Approx. Timeframes[1]	3-4 months	Up to 30 days	1-2 mos.	2½-3 mos.	2-3 mo.				
1 Single-family unit/1 lot	Exempt							4 – 6 wks.	4 – 6 wks.
2-4 units, single- or multi-family	Exempt	X	X			2 – 3 mos.		4 – 6 wks.	3 – 4½ mos.
Parcel map waiver	Exempt	X	X			2 – 3 mos.		4 – 6 wks.	3 – 4½ mos.
Parcel map	Exempt	X		X		2½ - 3 mos.	3 – 5 mos.	4 – 6 wks.	6½–9½ mos.
5+ units, Single- or Multi-family	X	X	X			5 – 7 mos.		4 – 6 wks.	6 – 8½ mos.
Parcel map waiver	X	X	X			5 – 7 mos.		4 – 6 wks.	6 – 8½ mos.
Parcel map	X	X		X		6½ –8mos.	3 – 5 mos.	4 – 6 wks.	10½ –14½ mos.
Tract map	X	X		X	X	8½ – 11 mos.	4 – 6 mos.	6 – 8 wks.	14 – 19 mos.

[1] Estimated *planning entitlement time frames* are best case scenario based upon a deemed "complete" application/submittal package during the application review period as well as consistency with city development regulations. Incomplete, inconsistent and/or complex residential projects may warrant additional processing time.

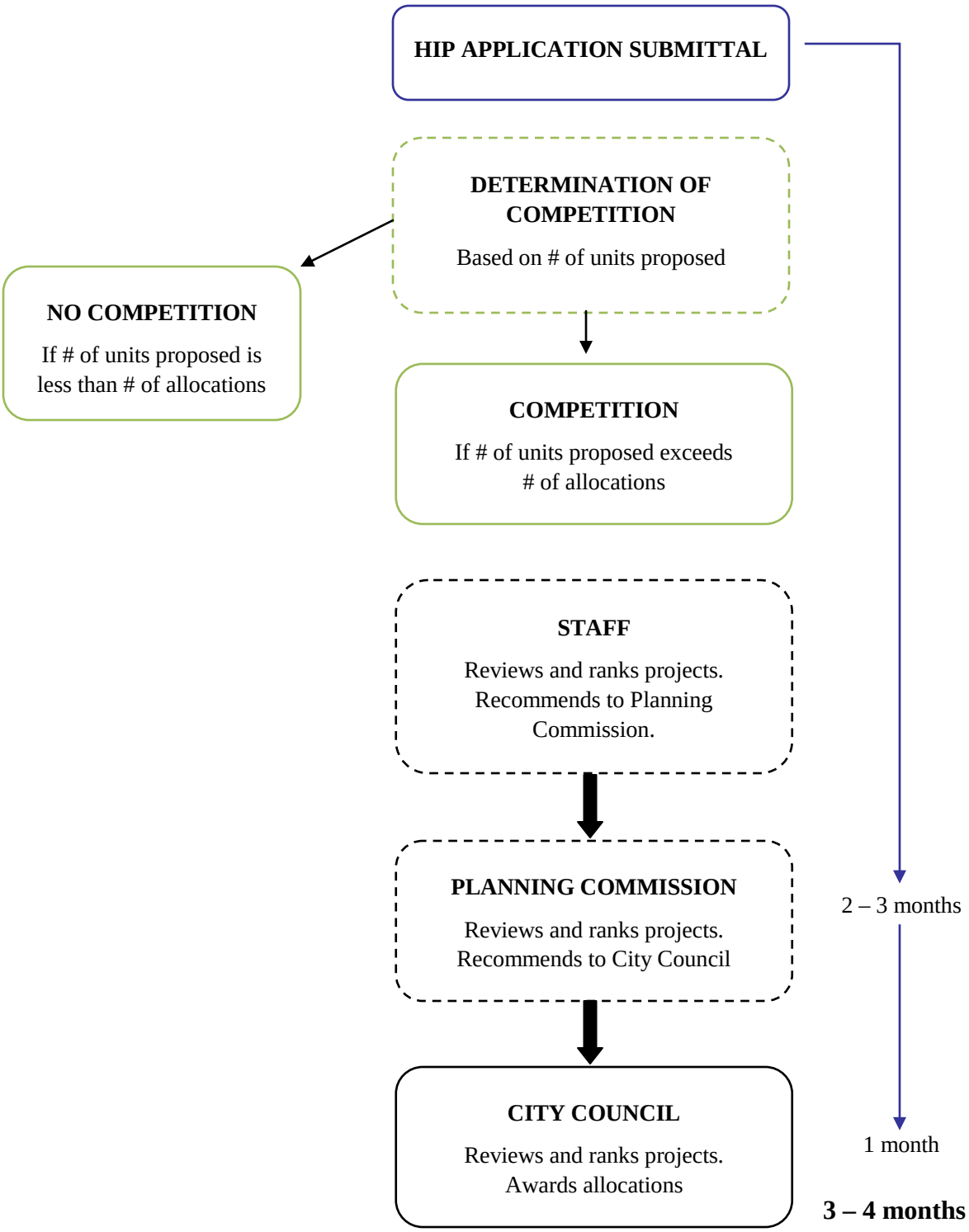
Source: City of Livermore, 2008.

Table 3-12 Development Review Timeframes / Downtown Specific Plan Areas

Approval Steps	*HIP*	*Application Review*	*Design Review/Site Plan Approval*			*Planning*	*Final Map Review*	*Building Permits*	*Total*
Level of Review	Planning Commission/ City Council Review	Staff	Staff	Planning Commission	City Council		Engineering	Building	
Approx. Timeframes	3-4 mo.	Up to 30 days	1 -2 mos.	2½-3 mos.	2-3 mos.				
1 Single-family unit/1 lot	Exempt					2 – 6 wks.		4 – 6 wks.	1½ - 3 mos.
39 or less units	Exempt	X	X			2 – 3½mos.		4 – 6 wks.	3 – 5 mos.
Parcel map waiver	Exempt	X	X			2 – 3½ mos.		4 – 6 wks.	3- 5 mos.
Parcel map	Exempt	X		X		2½– 4 mos.	3 – 5 mos.	4 – 6 wks.	6½ - 10½ mos.
Tract map	Exempt	X		X	X	5 – 7 mos.	4 – 6 mos.	4 – 6 wks.	10– 14½ mos.
40 or more units	Exempt	X		X		3½ – 4 mos.		6 – 8 wks.	5 – 6mos.
Parcel map waiver	Exempt	X		X		3½ – 4 mos.		6 – 8 wks.	5 – 6 mos.
Parcel map	Exempt	X		X		3½ – 4 mos.	3 – 5 mos.	6 – 8 wks.	8- 11 mos.
Tract map	Exempt	X		X	X	5½ - 7 mos.	4 – 6 mos.	6 – 8 wks.	11 – 15 mos.

Source: City of Livermore, 2008.

Figure 3-1: Steps in Competitive HIP Allocation Process



Design Review and Guidelines

The City's Design Guidelines are used to promote high quality architecture and encourage the compatibility of all types of residential developments with the surroundings. The Design Guidelines are flexible and encourage housing that uses a variety of materials, drought tolerant plants, and energy efficient designs, and emphasizes pedestrian-oriented environments.

In the past, the Design Review Committee has been responsible for reviewing development applications for consistent with the City's design guidelines. The Design Guidelines and Design Review Committee have worked to mitigate the visual impacts of higher density affordable projects and as a result, have led to greater community support for affordable housing than in many other cities. As mentioned previously, the Design Review Committee has been integrated with the Planning Commission, which will significantly streamline the design review process. Neither the Design Guidelines nor the Design Review process, however, require specific architecture, site design, or materials that would add substantial cost or hinder the production of affordable housing.

Fees and Exactions

The City collects fees and exactions from developments to cover the costs of processing permits and providing the necessary services and infrastructure related to new development. Planning fees are calculated based on the average cost of processing a particular type of case. Table 3-13 provides a listing that summarizes planning, development, and other fees charged for residential development. It is important to note that the City is currently in the process of updating its fees in order to reflect that the City no longer has a separate Design Review Committee; therefore, the design review fees will be reduced.

Potential Impacts on Cost and Supply of Housing

The potential impact, positive or negative, of a higher proportion of development fees on the cost and supply of housing, and in particular the production of affordable housing, rests on a variety of factors.

Higher impact and development fees can increase building costs for developers. A reduction in these fees could potentially reduce this cost to developers, but does not guarantee or ensure that this cost savings is passed on by the developer to the consumer. Other factors or variables that contribute to housing cost and production include the cost of land, labor and material, cost of financing and availability of financing. While impact fees add to the overall cost to produce housing, it has not been

shown that a reduction in impact fees decreases the cost to the home purchaser, nor increases the production of affordable housing within a community. The City of Livermore has not seen a significant decrease in housing production or residential allocation requests, despite incremental increases in fees. Fees have increased since the last Housing Element but still appear to be within the range of fees charged by neighboring jurisdictions.

The passage of proposition 13 in 1978, which capped property tax revenue, along with subsequent tax revenue shifts away from cities during the early 1990's have eroded the ability of local government entities to finance public improvements to accommodate new development with general funds. Impact fees related to public improvements and infrastructure such as storm drainage, sewer, water and traffic ensure that adequate capacity and infrastructure can be provided to accommodate new and more intense residential development to meet the City's RHNA. The City's affordable housing fees enable the City to ensure that affordable housing is produced and available long-term, despite fluctuating economic and market conditions.

The City uses various practices and procedures to offset potential negative effects of higher development impact fees may have on housing development and cost. These include:

- Residential development projects involving multiple planning applications can have these fees reduced by 10 percent. Planning fees are based upon staff processing and review time and, therefore, are charged at the time an application for development is received. Other development fees are collected as part of the building permit issuance process.
- The City also provides assistance directly to applicants to help build affordable or special needs housing.
- Subsidies are also provided by waiving the *Transferable Development Credit Fee* for affordable housing units identified in residential developments,
- Developers may amortize the payment of development fees over time to meet affordable housing goals.
- The City also provides fee credits to residential developers who are building on existing infill sites. The amount of credit given to a particular fee is based upon existing conditions and improvements on or to the site, such as utility connections and building square footage. The previous use of the site is also considered in determining whether traffic impact fee credits are warranted.

Given the recent downturn in the economy and the obvious effect it has had on housing production in general, the City is also investigating additional stronger and more immediate measures to reduce the cost impact of development fees in Livermore. The City will consider implementing an economic stimulus fee deferral program, to incentivise development at this time. Such a program would defer not only the Affordable Housing fee, but also City Sewer, Storm Drain, Water Connection, and Traffic Impact fees. As part of this program, the City will also work with other local and regional agencies for which the City collects fees to encourage similar deferral programs for their development impact fees. An objective to create the program and adopt an ordinance has been added to program 3.2.4, Fee Subsidies.

Table 3-13 Planning and Development Fees

Development Fees	*Fee Charged*					
Planning Entitlements[1]	**Admin Review (Staff Level)**			**Committee Review (Public Hearing)**		
Design Review	$0-$9,390			$1,600-$12,930		
Site Plan Review and Approval	$3,880			$6,520-$9,810		
Parcel Map Waiver	$4,280					
Parcel Map	$3,082-$8,730					
Tentative Tract Map[2]	$5,710 – $15,220					
Planned Development Fee	$12,910-$14,960					
Environmental Review Fees						
Negative Declaration	$4,270					
Environmental Impact Report	$7,150 +					
Building Permits	**Fees Vary According to Valuation**					
Public Services/Public Works	**Single Family**			**Multi-Family**		
Water Connection (City Fee)[3]	3790/unit			depends on required meter size		
Storm Drainage (City Fee)	$0.25/sq impervious surface			$0.25/sq impervious surface		
Tri-Valley Transportation Development Fee	$2,036/unit			$1,295/unit		
In-lieu Low Income Housing Fee	Up to max. of $39,534/unit			Up to max. of $39,534/unit		
Social and Human Service Facility Fee	$1,677/unit			$1,298/unit		
Art in Public Places[4]	0.33% total project valuation			0.33% total project valuation		
	Single Family	**Multi-Family**				
		Studio	**1 bedroom**	**2 bedrooms**	**3 bedrooms**	**4 bedrooms**
Park Facilities Fee	$12,636/unit	$6,698/unit	$7,534/unit	$9,690/unit	$10,995/unit	$12,636/unit

Sewer Connection	$4,329/unit	$2,294/unit	$2,569/unit	$3,319/unit	$3,766/unit	$4,329/unit
Traffic Impact Fee (Downtown only)	n/a	$2,046/unit	$2,291/unit	$2,960/unit	$3,461/unit	$3,461/unit
Traffic Impact Fee (Citywide except Downtown)	$7,151/unit	$3,333/unit	$3,731/unit	$4,821/unit	$5,638/unit	$5,638/unit
General Plan Cost Recovery	$0.39/sq ft					
DSP Cost Recovery (only if located in downtown)	$0.31/sq ft					

[1] Applications involving multiple entitlements can be reduced by 10%
[2] Base fee plus $75/unit.
[3] Areas within Cal Water Service Area, Greenville/Vasco Assessment District, or Triad Park do not pay a City water connection fee.
[4] Residential projects of 4 or more. *Source: Community Development Department Development Fees, City of Livermore, dated July 27, 2008*

Table 3-14 provides a hypothetical comparison between fees charged to develop a single-family detached dwelling, a 10-unit townhome development and a 30-unit rental apartment building. Fees charged for multi-family residential development are less than those charged for single family. Projects of 10-units or more would not be charged the In-Lieu Low Incoming Housing Fee, as they would be subject to the Inclusionary Housing Ordinance requirement to provide a percentage of on-site affordable units. As a result, the average fee cost per unit is significantly less for a 10-unit multi-family building than a single-family dwelling. The per-unit totals shown by housing type do not include fees charged by other government agencies such as the school district or county or state fees. Other agency fees can add an additional $15,000 to $30,000 dollars to the per-unit cost, depending on the type and size of the proposed units, and the amount of existing or added impervious surface area.

The per unit costs shown for each development scenario also do not reflect fee credits that may be applicable to the site or project based upon existing improvements such as existing utility connections and/or existing impervious surface area (i.e. existing paving and buildings).

Table 3-14 Fee Comparison/Single Family vs. Multi-Family Rental Units

Type of City Fees	*1 Single-Family Dwelling*	*10-Unit Townhome Building*	*30-Unit Apartment Building*
Building	$5,031.04	$4,871.60	$4,473.00
Tax on Residential Construction	$3,341.78	$2,973.20	$1,474.34
Fire	$640.00	$1,280.00	$3,840.00
City Storm	$1,312.50	$2,192.81	$8,467.31
Sanitary Sewer	$4,329.10	$3,766.32	$3,318.98
Park Fee	$12,636.00	$10,995.00	$9,690.00
City Water Connection	$9,474.00	$9,474.00	$9,474.00
Fire Sprinkler Plan Review	$210.00	$210.00	$210.00
Fire Sprinkler Credit	-$5,684.00	0	0
County Fire Sprinkler Credit	-$29,355.00	0	0
Fire Alarm System	0	$870.00	$870.00
Traffic Impact	$7,151.00	$5,638.00	$4,821.00
In-Lieu Low Income Housing	$39,534.00	0	0
Tri-Valley Transportation Fee	$2,036.00	$1,295.00	$1,295.00
Waste Management Plan Fee	0.00	$67.12	$67.12
Administrative Design Review	$510.00	$51.00	$17.00
Administrative Site Plan Approval	0.00	$652.00	$208.00
Planning Filing Fee	$50.00	$5.00	$5.00
Total Fee Per Unit	**$51,216.42**	**$44,341.05**	**$48,230.75**

Source: City of Livermore, 2008.

Building Codes and their Enforcement

Building standards are essential to ensure safe housing, though excessive standards can constrain the development of housing. Livermore has adopted the Uniform Building Code and the Uniform Housing Code, which establish basic standards and require inspections at various stages of construction of buildings and homes to ensure code compliance. The City has not adopted any additional local codes to the Uniform Building Code. The City's building code also requires new residential construction to comply with the federal American with Disabilities Act, which regulates accessibility for disabled persons. Although these standards and the time required for inspections increase housing rehabilitation or production costs, the intent of the codes is to provide structurally sound, safe, and energy-efficient housing and to address housing needs of all residents in the community.

The City's Neighborhood Preservation staff, also known as Code Enforcement, is responsible for enforcing both State and City regulations governing maintenance of all buildings and property. Code Enforcement staff primarily address property maintenance issues and implement the Neighborhood Nuisance Abatement Program. To facilitate the correction of code violations or deficiencies, Code Enforcement staff refers owners to rehabilitation loan and grant programs offered through the City's Housing Division.

The City also has a Housing Enforcement Team, which consists of city staff from various departments and divisions including Code Enforcement staff, Building, the Police and Fire Departments, Housing and Human Services, and the Livermore Housing Authority. This Team identifies areas with building problems, code enforcement, and other issues in order to focus neighborhood revitalization efforts.

The adopted building codes and code enforcement ensure the safety and welfare of residents and do not hinder residential development.

Housing for Persons with Disabilities

Review for Reasonable Accommodation Procedure

The City actively promotes the development of housing that meets the needs of persons with disabilities. The City provides reasonable accommodations to persons requesting modifications to the homes for accessibility improvements. Requests for flexibility/variance in development standards in order to accommodate accessibility improvements are reviewed and approved at the staff level. The City has included a program (Program 1.3.5) in this Housing Element Update to consider its procedures for making requests for reasonable accommodation in land use, zoning, and building regulations and will implement policies and procedures for reasonable accommodation, clarifying its existing processes to the public and providing consistency in processing requests. These policies will include information on the application requirements, review procedures, and any required findings.

Review Zoning and Land-Use Policies and Practices

The City has not identified any zoning or other land-use regulatory practices that could discriminate against persons with disabilities and impede the availability of such housing for these individuals.

Examples of the ways in which the City facilitates housing for persons with disabilities through its regulatory and permitting processes are:

- As discussed before under “Licensed Care Facilities”, the City Zoning Ordinance provides for the development of group care facilities for persons with disabilities. Residential care facilities serving 6 or fewer persons are permitted by right in all residential zones. Residential care facilities for more than 6 persons are permitted in the RM and E districts and in the OS-A, RS, RL, RG, NM, CN, CB, CO, and CP districts with a conditional use permit (see discussions under Licensed Care Facilities).
- The City has also revised its HIP to offer extra credits for housing projects that incorporate universal design features into new homes. Universal design improves the accessibility of homes to meet the varied and special needs of households over an extended period of time.
- The City does not restrict occupancy of unrelated individuals in group homes and does not have a restrictive or narrow definition of family in its zoning ordinance.
- The City permits housing for special needs groups, including for individuals with disabilities, without regard to distances between such uses or the number of uses in any part of the City.

Evaluation of the Permit and Processing Procedures

The City does not impose special permit procedures or requirements that could impede the retrofitting of homes for accessibility. The City's requirements for building permits and inspections are the same as for other residential projects and are straightforward. City officials are not aware of any instances in which an applicant experienced delays or rejection of a retrofitting proposal for accessibility to persons with disabilities. The Community Development Department regularly reviews and accommodates this type of request. Accessibility requirements for single family homes, i.e. residents that would need accommodations at their home or perhaps accommodations needed at a residential care facility would be processed through the Building Division with a residential building permit. These types of improvements – typically ramps, bathroom or kitchen remodels – are processed and granted administratively, either through an over-the-counter Code Compliance Review process or through the Building Permit plan check process. Accessibility ramps are reviewed as setback projections, consistent with zoning regulations. Both Planning and Building Department staff work with the applicant as early in the process as possible to accommodate requests.

Review of Building Codes

The City currently has adopted the 2007 California Building Code. Chapter 11 of the 2007 Building Code provides guidance for accessibility improvements. The City has not adopted any amendments which would impede a person with a disability from improving their home to make it more accessible.

The City has not adopted a universal design ordinance governing construction or modification of homes using design principles that allow individuals to remain in those homes as their physical needs and capabilities change. However, the City does facilitate the use of universal design features through the HIP. The 2008-2010 HIP includes seven Universal Design criteria for evaluating the quality of new residential projects.

SITE IMPROVEMENTS

Public improvements for new residential development are integral to the planning and development process. Developers are required to provide public improvements to ensure the health, welfare and safety of the community and future residents of new developments. Minimum improvement standards are applied to ensure that new public improvements are adequate to serve new development. While the cost of providing public improvements (as well as specific construction standards and details regarding how they are built) may influence the cost of housing, they are a necessary component of providing quality and sustainable residential development.

The City's Subdivision Ordinance requires specific improvements and design standards as part of every subdivision approval in accordance with established Engineering Standard Specifications and Construction Details. Required improvements include: storm drainage, sanitary sewer, water supply, utilities, undergrounding utilities, street, access and frontage improvements such as street lighting, fire hydrants, signs, street trees, and landscaping.

Livermore's Engineering Standard Specifications and Construction Details for each of these improvement areas are consistent with and no more onerous than public improvement specifications of other jurisdictions in Alameda County. The minimum requirements are established to implement the City's General Plan and to ensure the health, safety and general welfare of the community. In many instances, improvement standards and details are governed or established by State or Federal legislation or regulations, such as the Americans with Disabilities Act (ADA) for accessibility, the Clean Water Act for stormwater treatment measures, and Caltrans for highway design specifications.

As part of each subdivision approval, the City also requires improvement plans that demonstrate conformance with the Standard Engineering Specifications and Details, and a signed subdivision improvement agreement assuring the completion of improvements within a specified time and payment for them.

The City's established Engineering Standard Specifications and Details are updated and amended every two to three years to address changes in existing conditions, new legislation, and/or to reflect improvements in technology to increase health, safety, cost efficiency and/or to address environmental and conservation issues. For example, the City amended its street light requirements in 2008 to address and minimize light pollution. The amended requirements incorporate advancements in luminaire design that result in street lights that emit less than two percent of their light skyward. Yet,

the cost of the new street light design is approximately the same as the cost of the previous, less sustainable design.

Street Improvements

The City of Livermore requires basic street and access improvements for new residential development that includes curbs, gutters and sidewalks at a minimum width of 5-feet. Street right-of-way and travel lane widths vary depending on the proposed street classification. Table 3-15 depicts the required widths based on each street classification. Private residential streets and local streets vary in minimum width from 15 feet to 40 feet (travel way, not total right of way), depending on the presence and location of street parking. As would be expected due to their larger traffic volume, major and collector streets are considerably wider; collector streets are 40 feet wide and major streets vary between 34 and 46 feet, as their width is based on the number of travel lanes. Sidewalks and other pedestrian paths have a minimum paved width requirement of 5 feet.

New residential development is being encouraged on infill sites within City boundaries and near existing infrastructure improvements and transportation facilities. To allow flexibility in design to accommodate higher density residential development on infill sites, which may be constrained, a Planned Development zoning is most often utilized. A Planned Development (PD) district can allow flexibility with conventional zoning standards in order to address physical or environmental site constraints and to accommodate or cluster housing. A PD district may also incorporate private streets and street dimensions that are typically narrower than public streets, provided the developer submits a Home Owners Association Draft Covenant, Conditions, and Restrictions document to the City which guarantees the permanent maintenance of all improvements in common areas.

Storm Drainage

The City of Livermore requires residential developers to provide a hydrology/hydraulic study in accordance with the City's Facilities Planning Guidelines and also consistency of the proposed system with the City's storm drain master plan.

Sanitary Sewer

The City also requires residential developers to provide a sewer study based upon the City's Facilities Planning Guidelines and is consistent with the City's Sewer Master Plan.

Water Supply

The proposed water system of any new residential development must be consistent with the City's Water Master Plan. Additionally, comments from the City's Water Resources Division regarding the design and sizing of the system must be incorporated into the site design as well as Fire Marshall comments concerning the location of fire hydrants and minimum fire flow requirements to address fire suppression. New projects that are in Cal Water's service area must be approved by that agency.

Table 3-15 provides more detail on specific public improvement standards as well as the regulating ordinance or legislation.

Table 3-15 Public Improvement Standards

Required Improvement(s)	*Development Guidelines*		*Comments*	*Governing Legislation*
Streets	***Travel Way***	***Total ROW*** *(including curb & sidewalk)*	Approved Tentative Map determines actual street widths. The following street dimensions are intended as guidelines only.	City Engineering Standard Details
Major	34' to 46'	104' to 140'	Dimensions are provided for comparison; Final widths depend on no. of lanes. No new major streets are planned in conjunction with new residential.	City Engineering Standard Details
Collector	52'	72'	Total ROW includes 5' bike lane each way	City Engineering Standard Details
Local	40'	60'	Serving 50+ units each direction	City Engineering Standard Details
Local Street/Parking One Side	32'	52'	No homes fronting on one side of street	City Engineering Standard Details
Minor Local Street, Cul-De-Sac, and Loops	36'	52'	Serving 20 to 50 units each direction	City Engineering Standard Details
Short Cul-De-Sac	32'	52'	Serving less than 20 units	City Engineering Standard Details
Curb, Gutters, Sidewalks	Min. 5' wide paved sidewalk	10' each side of street	Sidewalks can be monolithic or separated.	City Engineering Standard Details
Curb Ramps/Return				Caltrans and Americans with Disabilities Act (ADA)
Bus Turnouts			Provided on collector or major street when required by the local transit authority	Livermore Valley Transit Authority (LAVTA)

Table 3-15 Public Improvement Standards

Required Improvement(s)	*Development Guidelines*	*Comments*	*Governing Legislation*
Private Residential Streets		Private street dimensions are commonly used in Residential Planned Developments to allow flexibility to address site constraints on residential infill properties/projects.	
Parking both sides	Min. width 36’		City Engineering Standard Details
Parking one side	Min. width 33’		City Engineering Standard Details; Livermore Planning and Zoning Code
No street parking	Min. width, one-way 15’		City Engineering Standard Details; Livermore Planning and Zoning Code
	Min. width, two-way 26’		City Engineering Standard Details; Livermore Planning and Zoning Code
Private sidewalks and pedestrian pathways	Minimum width 5’		City Engineering Standard Details; Livermore Planning and Zoning Code
Public Landscaping	One tree per single frontage lot	Min. street tree size 24” box; Min.shrub size 5 gal.	City Engineering Standard Details
	No written standard for multi-family development projects.	Typically, these are zoned as Planned Developments and the location and number of street trees would be determined based on the proposed site layout and final street width determinations.	
Signs/Striping	Street name signs at all intersections		CalTrans/City of Livermore
	Speed limit signs where appropriate		CalTrans/City of Livermore
	One-way signs shown in median and streets where appropriate		CalTrans/City of Livermore
	Stop signs provided where required by City Engineer		CalTrans/City of Livermore
	Centerline striping where appropriate		CalTrans/City of Livermore
Sanitary Sewer	Min./typical new line size: 8”	Each unit or lot within the subdivision shall be served by an approved sanitary sewer system, designed for ultimate development of the area	
	All lines must have min. 5’ of cover from grade		

	Sewer laterals/residential – 4" two-way cast iron cleanout behind curb		
	No curved sewers		
	All lines end at maintenance hole; holes spaced max. 400' apart		
	Sewer lines extended to all tract boundaries		
	System can be easily extended to serve future development		
Water Supply	Water service and meter provided to all lots, medians and other public or private landscaped areas; All new construction requires sprinklers		
Single family units	Min. 5/8" line for domestic service; Typical size implemented is 1" to include adequate water for fire suppression.		
Multi-family development		Size is determined in coordination with Water Resources Department and Fire Marshall to ensure adequate water supply for domestic and fire suppression uses.	
Stormwater Drainage	Minimum pipe size: 12"		
	Maximum distance between storm maintenance holes or inlets 500'		
	Storm lines extended to all tract boundaries		
	System can be easily extended to serve future development		
Stormwater Treatment Measures	Soil based (bio-swales, bio-retention areas or landscaped areas) or Mechanical	NPDES Permit requires permanent, post-construction stormwater quality control measures as part of development projects. Measures can be natural (soil or landscape based) or mechanical.	Federal Clean Water Act – Regional Water Quality Control Board requirements consistent with National Pollutant Discharge Elimination System (NPDES) State Permit requirements for Alameda County jurisdictions.
Utilities	Each unit or lot within a subdivision shall be served by gas, electric, telephone or cable		Livermore Municipal Code, Subdivision Ordinance
	All existing and proposed utilities within the subdivision shall be placed underground except those exempted by City Council adopted ordinance or resolution. Each subdivider is responsible for making the	Exemptions to undergrounding: Single-family subdivisions of 4-lots or less or single-family development projects of 4-units or less;	Livermore Planning and Zoning Code.

	necessary arrangements with each utility company for installation of the facilities	Multiple-family residential developments of 4-units or less; Partial reconstruction of existing buildings where the addition is less than 50% of the floor area of the existing building or the addition amounts to less than 10,000 sq. ft.	
Parkland Dedication	1.4 acres for each 100 dwelling units.	Applicable to residential subdivisions of more than 50 parcels. Does not apply to industrial and commercial.	Livermore Municipal Code, Subdivision Ordinance

Source: City of Livermore, 2008.

4 HOUSING RESOURCES

This chapter analyzes the physical, administrative and financial resources available for the development, rehabilitation, and preservation of housing in Livermore. Sections 4.1 and 4.2 evaluate the availability of residential land (vacant and underdeveloped) within the City, as well as the City's progress to date (with units built, in-progress, or approved) in meeting the City's share of the Regional Housing Need Allocation (RHNA) for new housing unit production in the Bay Area through mid-2014. Sections 4.3 and 4.4 discuss the financial and administrative resources available to support housing activities, programs, and construction and to assist in implementing the Housing Plan discussed in Chapter 5 of this Housing Element. Section 4.5 discusses methods in which the City incorporates energy conservation techniques into all housing construction.

4.1 AVAILABILITY OF SITES FOR HOUSING

The Association of Bay Area Governments (ABAG) is responsible for developing the Regional Housing Needs Allocation (RHNA). The RHNA assigns a share of the region's projected future housing unit production need to each community in the ABAG region. The current RHNA plans for a 7.5-year housing unit production need period, from January 1, 2007 through June 30, 2014. For the current planning period, ABAG has determined that Livermore's share of the RHNA is 3,394 new housing units (Table 4-1).

Table 4-1 Livermore's RHNA, 2007 – 2014

Income Group	*Housing Units*
Very Low	1,038
Low	660
Moderate	683
Above Moderate	1,013
Total	**3,394**

State law requires communities to demonstrate that an adequate amount of developable land is available to accommodate their share of the projected regional need for housing unit production. Housing units permitted, built, or that have received Certificates of Occupancy since January 1, 2007 can also count toward the City's RHNA. This section outlines the City's accomplishments to date toward meeting the RHNA, as well as potentially developable land available to accommodate the remaining RHNA.

Progress Toward Meeting Housing Needs

Table 4-2 summarizes the City's progress toward meeting its RHNA with housing units that have been built since January 2007.

Between January 1, 2007 and May 31, 2008, a total of 243 housing units were permitted or constructed within the City, based on City building permit data. This comprises approximately 7 percent of the total RHNA to be accommodated during the planning period (2007-2014).

Table 4-2 City of Livermore Housing Development, January 2007 - May 2008

	Income Levels				***Units constructed during this time period***
	Very Low	***Low***	***Moderate***	***Above Moderate***	
January 2007 to December 2007					
Secondary		18			18
Single Family			2		2
South Livermore Valley				25	25
Arroyo Crossing		8		44	52
Grove	1	1		8	10
Shea		7	35		42
Carmen Avenue Apts.	30				30
Station Square (DSP)		4	19		23
Tofino Row (DSP)			8		8
Total for this time period:	**31**	**38**	**64**	**77**	**210**
January 2008 to May 2008					
Secondary		2			2
Duplex			2		2
South Livermore Valley				5	5
Arroyo Crossing		2		7	9
Shea		3	12		15
Total for this time period:		**7**	**14**	**12**	**33**
Total Production	**31**	**45**	**78**	**89**	**243**
RHNA (2007 – 2014)	1,038	660	683	1013	3,394
Total Production	31	45	78	89	243
Remaining Need	**1007**	**615**	**605**	**924**	**3,151**

HOUSING UNITS BUILT SINCE JANUARY 2007

Arroyo Crossing

Arroyo Crossing is a single family home ownership community built by O'Brien Homes. The project includes a total of 155 units. As part of the Inclusionary Housing Ordinance requirement, the new homes built in this development included 8 below market rate units for low income families in 2007 and 2 in 2008. When fully constructed, the project will provide a total of 15 affordable units.

The Grove

The Grove is a new single family home ownership community built by Northbrook Homes. This community includes a total of 49 homes, 10 of which were built in 2007. Of those 10 units, 2 were reserved as below market rate, one for a very low income household and one for a low income household. Upon completion, the project will provide 8 affordable units.

Shea Homes

Shea Homes is currently constructing The Montage within Livermore, which consists of a total of 566 units within 3 developments: The Ivy, The Arborelle, and The Portico. The Ivy is a single family home development; all homes have 3 bedrooms. Arborelle offers carriage homes, flats, and condominiums with either 2 or 3 bedrooms. The Portico is a 2 or 3 bedroom condominium development. Between January 2007 and May 2008, 57 units were constructed in Montage. Of these units, 10 were available for low income households, and 47 for moderate income households. The Montage also includes a centrally-located swim and recreation center. Upon completion, the project will provide 42 affordable units.

Carmen Avenue Apartments

Constructed in 2007, the Carmen Avenue Apartments serve low-income individuals and families, people with special needs (such as survivors of domestic violence), people with physical disabilities, and emancipated foster youth. The 30 units consist of 2 studios, 5 one-bedroom, 16 two-bedroom, and 7 three-bedroom apartments. The development also includes a community room, a tot lot/play area, and barbecue pit/gathering area. An on-site Services Coordinator will help residents access needed off-site services. Affordable Housing Associates is managing the leasing of these units, with referrals from its service partners Tri-Valley Haven and Community Resources for Independent Living.

Station Square

Station Square, built by Signature Properties, is a new townhome-style condominium development in downtown Livermore. The project includes 110 units of which 23 were constructed in 2007. Four of the units constructed in 2007 were provided to low income households. Upon completion, the project will provide 11 affordable units.

Tofino Row

Tofino Row is an 8-unit townhome development in Livermore also near downtown. All 8 units are available at moderate income prices.

Remaining Units Constructed throughout City

From January 2007 to May of 2008, an additional 2 building permits were issued for single-family residential units, 20 secondary units, and 2 duplex units. All of the secondary units are affordable to households at the low income level. The single family and duplex units are affordable at the moderate income level.

South Livermore Valley Specific Plan (SLVSP)

Located in the southern part of the City, the SLVSP consists of 1,891 acres, 481 acres of which allow for residential development up to 1,221 dwelling units. Since its approval in 1997, the SLVSP has been exempt from the HIP. Beginning in 1998, 200 units per year have been allocated to the SLVSP. Final allocations were awarded in 2004. Between 2007 and May of 2008, 30 units were built or were under construction in the SLVSP area. Because the location of the SLVSP commands extremely high real estate values, all of the units are affordable to above moderate-income households.

The SLVSP pre-dates the affordable inclusionary housing requirement obligatory for all non-SLVSP housing developments. Developers in the SLVSP area were allowed to pay the in-lieu affordable housing fee, thereby contributing to affordable housing development throughout the City.

4.2 LAND INVENTORY

This section provides an inventory of available land within the City suitable for residential development during the 2007 – 2014 Housing Element timeframe. Consistent with the provisions of State Housing Law (Section 65583.2) the inventory identifies and lists:

- Vacant sites that are zoned for residential use;
- Vacant sites zoned for nonresidential use that allow residential development;
- Residentially zoned sites that are capable of being developed at a higher density;
- Sites zoned for nonresidential use that can be redeveloped or, as necessary, rezoned for residential use.

LAND INVENTORY ANALYSIS

The City of Livermore Housing Element land inventory is divided into 2 categories that are based upon the geographical location and zoning of parcels within the City. These 2 categories include an assessment of vacant and underdeveloped parcels located in the *Downtown Specific Plan Area (DSP)* of Livermore and all other vacant and underdeveloped parcels located outside the DSP, denoted as remaining *General Plan Areas*. The DSP is analyzed separately, as the zoning districts in the DSP only apply to the downtown area of the City. The downtown was re-designated and rezoned during the last Housing Element cycle (2004) to allow concentrated, higher density, infill residential development, as well as mixed-use to support downtown revitalization and to meet the City's RHNA.

General Plan Areas

The analysis of additional residential unit capacity in General Plan areas of the City includes:

- **Vacant Sites** (Table D-1 in Appendix D) – This category includes sites or parcels that are vacant and have a General Plan designation and zoning which permits residential development. Only parcels that meet the minimum standards for development in the applicable zoning district, and which have no significant environmental or governmental constraints that would preclude residential development, were calculated as having additional unit capacity. This category also includes Table D-1-1, which lists vacant sites that are part of the BART Transit Oriented Development (TOD) site. The potential on these sites was not

included in the land inventory calculation, as development is predicated on BART building a station at this location. Chapter 5 includes a program (Program 1.1.6) to review and revise the designations to allow for transit oriented, high density, mixed-use development when a BART station is identified in Livermore.

- **Vacant Sites with Approved Neighborhood Plans** (Table D-2 in Appendix D) **–** There are 2 large vacant sites (28 to 30 acre sites) within the City that were re-designated in the 2003 General Plan to allow either residential or industrial development. Since being re-designated, each of these sites now has a City Council approved Neighborhood Plan that outlines specific residential development guidelines and standards for the sites and provides approved conceptual site plans for each site. The adoption of these 2 neighborhood plans facilitates residential development of these 2 properties.
- **Vacant Sites with Entitled Projects or Under Construction** (Table D-3 in Appendix D) **–** This category includes sites or parcels that are vacant, designated, and zoned for residential use, and where residential development is either already underway or development entitlements are in place that will allow them to proceed with building permits and construction.
- **Underdeveloped Parcels with Additional Development Capacity** (Table D-4 in Appendix D) **–** This category includes sites that have existing uses (either residential or non-residential) but are designated and zoned to allow more intense residential development. Only sites that can realistically accommodate additional development were calculated as having additional unit capacity.
- **Underdeveloped Parcels with Mixed-Use Development Capacity** (Table D-5 in Appendix D) **–** This category includes sites that were re-designated with adoption of the 2003 General Plan and subsequently rezoned in 2005 to a mixed-use designation permitting residential in conjunction with commercial uses. There are 3 such sites within the City.

The sites listed above are all located in urbanized areas within the City, have utilities adjacent or nearby, and have no environmental constraints that would preclude development within the Housing Element timeframe.

Downtown Specific Plan (DSP) Area

All of the Plan Areas within the Downtown Specific Plan permit residential development at differing minimum densities, with the Core Area of the Downtown permitting the most intense residential development at a minimum of 30 dwelling units per acre and a maximum of 55. The analysis of additional unit capacity in the Downtown Area of the City includes:

- **Vacant Sites by DSP Plan Area** (Table E-1 in Appendix E) – Similar to Table D-1 above, this category includes sites or parcels that are vacant and zoned to allow residential development.
- **Underdeveloped Mixed-Use Sites** (Table E-2 in Appendix E) – Underdeveloped mixed-use sites in the downtown are located along and fronting First Street in the Downtown Core Area. This area is described in the Downtown Specific Plan as the highest priority area for downtown revitalization. In order to facilitate that revitalization, the Core Area permits the most intense residential development in the downtown (requiring a minimum density of 30 dwelling units per acre and allowing up to 55 as well as 4-stories. Core Area requirements also stipulate that new buildings fronting First Street must be mixed-use.
- **Underdeveloped Catalyst Sites** (Table E-3 in Appendix E) – The DSP identifies several key sites intended for immediate investment to facilitate revitalization of the City's Downtown. Two of these sites have plans for major housing projects (Livermore Village and Groth Brothers sites) intended to demonstrate the viability of downtown housing. These sites are located in the Downtown Core Area of the Specific Plan where higher density residential development is desired to support and enhance downtown revitalization.
- **Underdeveloped Vulnerable Residential Redevelopment Sites** (Table E-4 in Appendix E) – This category describes those areas surrounding the Downtown Core that have been targeted for significant residential redevelopment to support revitalization of the Core. The majority of parcels identified in this category are intended for and were rezoned with adoption of the Downtown Specific Plan to provide sites for large-scale residential redevelopment. Sites in this category are currently underutilized and offer potential to be obtained and assembled for residential development. Smaller individual sites that have proposed residential redevelopment are also included in this category.

PARCEL DATA

State Housing Element law requires that cities provide detailed information regarding their inventory of land suitable for residential redevelopment. This includes:

- A listing of identified properties by parcel number;
- The size, general plan designation and zoning of each property;
- For non-vacant sites, a description of the existing use of each property; and
- A general description of existing or planned infrastructure improvements and also any environmental constraints.

The detailed parcel data information required above is provided in the Appendix of this document. Appendix D includes parcel data on General Plan Areas and Appendix E on the Downtown Specific Plan Area. Included in these 2 Appendices are examples and site plans for proposed projects on some of the identified parcels.

Density and Affordability Assumptions for Vacant or Underdeveloped Parcels

The density, presumed capacity, and affordability of anticipated units has been determined using the underlying General Plan designation, unless a specific site had an applicable site proposal or development application underway. In these cases, density, capacity and the affordability of units was determined by the number of units proposed on the site. Affordability was determined using recent sales or rental data and also including affordable units secured through inclusionary provisions for projects underway.

For purposes of determining the additional residential development potential on vacant and underdeveloped parcels based on existing General Plan land use designations, the following assumptions concerning appropriate density ranges and correlating affordability categories were utilized.

Table 4-3 categorizes Livermore General Plan designations, density ranges and the corresponding affordability category based upon density. For purposes of estimating affordability of potential units, low density sites (approximately 1 to 8 dwelling units per acre) permitting single-family detached and small-lot units are estimated as above moderate in income level. Medium density sites (approximately

8 to 37 dwelling units per acre) permitting townhomes, duplexes, and condominiums are considered primarily moderate-income level, although there may be some in the affordable category in designations with a wide density range. Higher density designations providing stacked flats and/or rental units are considered affordable.

Consistent with State Housing provisions, areas with zoning that require a minimum density of 30 dwelling units per acre are considered adequate for meeting the low- and very low-, and extremely low-income level need. Table 4-4 shows the density levels achieved in existing affordable projects within the City of Livermore. The table demonstrates that, over time, the City of Livermore has been able to produce units or projects affordable to very-low and extremely low-income households at a density of at least 30 dwelling units per acre and, in some cases, at densities even lower than this. The table includes projects built prior to 2000 in order to demonstrate that, historically, the City has been committed and able to produce affordable housing for very-low and extremely low-income households at densities ranging from 15 to 30 dwelling units per acre.

Table 4-3 Density and Affordability

	Density Range	*Above Moderate*	*Moderate*	*Low*	*Very Low*	*Extremely Low*
Low Density *(Single-family detached, & single-family detached, small lot)*	1 – 8 du/acre					
Rural Residential (RR)	1 unit per 5 acres Min. lot size 1 acre	X				
Urban Low Residential (UL)	1 – 2 du/acre	X				
Urban Low Medium (ULM)	2 -3 du/acre	X				
Urban Medium (UM)	3 – 4 du/acre	X				
Urban Medium High (UMH)	4.5 – 6 du/acre	X				
Urban High – 1 (UH-1)	6 – 8 du/acre	X				
Medium Density *(Townhomes, duplexes, condominiums)*						
Urban High – 2 (UH-2)	8 – 14 du/acre	X	X			
Urban High -3 (UH-3)	14 – 18 du/acre		X			
Neighborhood Mixed Low	12 – 15 du/acre		X			
Neighborhood Mixed Medium	15 – 24 du/acre					
DSP/Neighborhood Plan Areas	15 – 24 du/acre		X			
DSP/Gateway Plan Areas	15 – 30 du/acre		X	X		
High Density Designations *(Apartments, stacked flats)*						
DSP Transit Node (25% density bonus in Gateway Transit Plan Area)	18 – 37 du/acre		X	X		
Urban High – 4 (UH-4)	18 – 22 du/acre		X	X		
Urban High – 5	22 – 38 du/acre			X	X	X
Neighborhood Mixed High	24 – 38 du/acre			X	X	X
DSP/Neighborhood Plan Area (along Railroad Avenue)	24 – 50 du/acre (w/ CUP)				X	X
DSP/Gateway Plan Areas (along First Street)	30 – 50 du/acre (w/ CUP)				X	X
DSP/Core Plan Area	30 – 55 du/acre				X	X
Urban High – 6	38 – 55 du/acre				X	X

Table 4-4 Affordability and Density Levels Achieved (Existing Projects)

Project	*Approval Date*	*Acres*	*Zone*	*General Plan*	*Density Permitted*	*Units*	*Affordability*	*Density Achieved*
Extremely-Low								
Carmen Avenue	2004	1.04	PUD	UH-4	18-22	30	EL (100%)	29 du/acre
Vandenburg Villas	2003	2.58	PDR-00-183	UH-1	6-8	40	EL (100%)	16 du/acre
Very-Low								
Las Posadas	2000	.34	RM	UH-3	14-18	9	VL (100%)	26 du/acre
Owl's Landing	1997	5.00	PUD 107	UH-2	8-14	72	VL (100%)	15 du/acre
Arbor Vista	1996	6.3	PUD 153-86	UH-2	8-14	80	VL (100%)	13 du/acre
Very-Low and Low								
Valleycare Phase II	2003	2.18	DSP/ NNS	DA	15-24 50 w/ CUP	130	55 VL/L (42%)	60 du/acre
Very-Low/Low and Moderate								
Valleycare Phase I	2001	8.20	DSP/NNS	DA	15-24 50 w/ CUP	250	25 VL (10%) 75 L (30%) 150 M (60%)	30 du/acre

Project Descriptions of Existing Affordable Projects Listed in Table 4-4

Carmen Avenue Apartments (2004), 2891 Carmen Avenue

The Carmen Avenue project is a 30-unit apartment complex serving the special needs population including individuals with physical disabilities, survivors of domestic violence and young adults that have aged out of foster care. All of the units were designed and constructed with universal design features for accessibility. The building architecture incorporates green building design practices including passive solar cooling, natural ventilation and recycled building materials, with wheelchair access throughout. All of the units are affordable to very-low income households.

Vandenburg Villas, Senior Apartments (2003), 3338 Gardella Plaza

Vandenburg Villas provides 40 single-story apartment units. All of the apartment units are affordable to very-low income households.

Las Posadas, 353 North I Street

Las Posadas is a 9-unit apartment building completely remodeled in 2000 to provide upgraded units to very-low income households.

Valleycare Phase II, Senior Apartments (2003), 800 E. Stanley Boulevard

The second phase of the Valleycare project consists of 130 senior apartments in a four-story building over sub-grade parking adjacent to Phase I. Fifty-five (42 percent) of the units are affordable to very-low and low-income households.

Valleycare Phase I, Senior Apartments (2001), 900 E. Stanley Boulevard

Valleycare Phase 1 is a 250-unit senior continuum care facility also known as Heritage Estates. Heritage Estates includes 100 units available to low- and very-low income households in addition to market-rate units. The facility includes both independent and assisted living apartments. Amenities include transportation, an on-site beauty salon, special events and programs, and in-house dining services.

Density Calculation

To estimate reasonable additional residential potential on individual parcels in the land inventory, the following guidelines were used in both the General Plan Areas and also in the Downtown Area (DA):

- **Low Density Designations/Zones** – In low density designations (generally between 1 and 7 dwelling units per acre), the minimum required in the density range was applied, as many of the sites are infill lots that could only provide an additional single unit.
- **Medium and High Density Designations/Zones** – In medium and higher density designations/zones (generally above 8 dwelling units per acre), a mid-range density was applied to derive the number of potential residential units, unless a particular site already has a pending or proposed development application which uses a higher density that is still within the parameters of the designation. The mid-range density is consistent with typical densities that have been utilized in existing residential developments throughout the City over the last 10 years, as shown in Table 4-5.
- **Mixed-Use Designations/Zones and TDC Sites** – Sites with mixed-use designations and zoning (both in General Plan areas and Downtown) have been calculated at the low range of the permitted residential density unless a more detailed development application and site plan demonstrates the feasibility of a higher density on a particular site. TDC receiver sites in General Plan areas have been calculated at the base density, unless there is a development proposal or application underway, in which case it has been calculated based on the proposed number of units.

Density Levels Achieved – Table 4-5 shows that medium and higher density projects constructed over the last few years, both in the redeveloping central Downtown Area of Livermore as well as in outlying General Plan areas, are generally constructed at average or mid-range densities of their corresponding General Plan designation.

Table 4-5 Existing Infill Projects and Densities Achieved

Project	*Approval Date*	*Acres*	*Zone*	*General Plan*	*Density Permitted (du/acre)*	*Units*	*Density Achieved*
Shepherd's Meadow	2006	1.7	PD-R05-006	UH-2	8 – 14	21	12 du/acre
Positano Villas	2006	.57	DSP/ Neighborhood North	DA	15 – 24	10	18 du/acre
Tofino Row	2006	.34	DSP/ Neighborhood North	DA	15 – 24	8	24 du/acre
Savannah Terrace	2005	.34	DSP/ Neighborhood South	DA	15 – 24	8	24 du/acre
Station Square	2004	5.2	DSP/ Neighborhood North	DA	15 -24	110	21 du/acre
Carmen Avenue	2004	1.04	PUD	UH-4	18-22	30	29 du/acre
Valleycare Phase II	2003	2.18	DSP/ NNS	DA	15-24 50 w/ CUP	130	60 du/acre
Vandenburg Villas	2003	2.58	PDR-00-183	UH-1	6-8	40	16 du/acre
Valleycare Phase I	2001	8.20	DSP/NNS	DA	15-24 50 w/ CUP	250	30 du/acre

Residential Capacity and Affordability in General Plan Areas

As described previously, the five General Plan area categories analyzed as part of the land inventory include: vacant sites, vacant sites with approved Neighborhood Plans, vacant sites with approved projects, underdeveloped sites, and underdeveloped mixed-use sites.

The land inventory analysis demonstrates the following residential capacity in General Plan areas:

Table 4-6 Summary of Residential Capacity in General Plan Areas

Land Inventory	*Viable Units*	*Very Low*	*Low*	*Moderate*	*Above Moderate*
Vacant Sites (Appendix Table D-1)	409	0	5	70	334
Vacant Neighborhood Plan Sites (Appendix Table D-2)	1,005	0	0	737	268
Vacant Sites with Entitled/Under Construction Projects (Appendix Table D-3)	1,282	0	110	869	303
Underdeveloped Sites (Appendix Table D-4)	261	0	0	102	159
Underdeveloped Mixed-Use Sites (Appendix Table D-5)	161	0	5	68	88
Subtotal:	**3,118**	**0**	**120**	**1,846**	**1,152**

Table 4-6 shows the number of viable or realistic units that can be achieved based upon the General Plan designation, and taking into consideration land use controls, site improvements, and performance measures that could impact density.

Although Table 4-5 demonstrates that recent projects are being developed at the mid- and even higher density ranges, a low- to mid-range was utilized consistently to determine estimated potential units on vacant and underdeveloped sites in General Plan areas. Only approved or proposed projects under construction or that are being built with a specific number of units may have a different density level than mid-range.

Small Sites in General Plan Areas (less than one acre)

Tables D-1, Vacant General Plan sites, and D-4, Underdeveloped General Plan sites, contain the majority of small sites found outside of the Downtown Area. Most of these small sites in General Plan areas are infill, remainder lots that are zoned for single-family residential development. Although less than one acre, many of these "small" sites are still consistent with minimum lot size development regulations and could accommodate just a few additional unit(s) at the moderate or above moderate income level. Where feasible, the City does encourage lot consolidation, however, the greatest opportunities for lot consolidation are located in the Downtown Area and on Neighborhood mixed-use sites.

General Plan Area Opportunity Sites

Vacant Neighborhood Plan Sites

The Arroyo Vista and Brisa Neighborhood Plan sites are two industrially zoned areas that were re-designated in the 2003 General Plan to a dual designation permitting either industrial uses (base designation) or residential uses subject to development of a Neighborhood Plan for each site. General Plan policy stipulates that the Neighborhood Plans must show circulation and land use in the interest of safety, convenience, and maximum benefit for residents. The plans should establish a basic framework for circulation, land use, building, signage, and landscaping that will permit orderly growth as the mixed-use neighborhood expands. The plans should also address compatibility with surrounding uses. Neighborhood Plans for both sites were adopted by the City Council in 2007.

Site Improvements/Infrastructure

As part of the adoption of the plans, both sites were analyzed to identify potential deficiencies in infrastructure and site improvements and potential environmental impacts. Both sites are located in urbanized areas with available infrastructure and improvements, and the Neighborhood Plans contain recommendations for addressing any infrastructure deficiencies. As noted in the general infrastructure analysis discussion on page 4-33, both sites have adequate water and sewer availability. The City has identified the area in the vicinity of the Brisa Neighborhood Plan site as a high priority area for storm drain improvements. Needed improvements in this area have been programmed into the City's Capital

Improvement Program (CIP). No significant environmental constraints were identified as part of the environmental analysis conducted for the two Neighborhood Plan projects.

Land Use Controls

The Neighborhood Plans facilitate residential development on each of these two sites by providing site layout plans that can be utilized by developers to achieve consistency with and meet the development standards of each of the plans, including providing a mix of housing types. The concept site plans for each of the sites demonstrate that a mid- to upper density range can be achieved on each of the sites while still providing a minimum of three different housing types, as well as other required circulation and open space development standards. The design guidelines and standards in each of the Plans are straightforward and feasible for the site, and encourage residential development. Potential developers can utilize these site plans to reduce design time and also minimize uncertainty during the development review and approval process as the site layout plans have already been determined as consistent with provisions of the Neighborhood Plans. The Appendix D contains the conceptual site plans provided in each of the Neighborhood Plans. Although these two sites are TDC receiver sites, adoption of the residential Neighborhood Plans preclude these sites from going back to their base designation without discretionary review by City Council.

Realistic Capacity

The density used to determine unit capacity on the two Neighborhood Plan sites is based on the site plan/unit proposals contained in the Neighborhood Plans. Both sites utilize a density at the mid- to upper-range (17.3 du/acre on the Arroyo Vista site, and 15 du/acre on the Brisa site), which is consistent with the methodology and calculations used on other vacant sites. The site layout plans that are provided in the both Plans demonstrate that the density is achievable. There are no infrastructure, site improvement, or land use controls that would constraint development on these sites at the density outlined in the sites inventory. Prior to the downturn in the economy, the City had received several inquiries for residential development on both sites.

Underdeveloped Neighborhood Mixed-Use Sites

The City's 2006 Housing Element contained a program to re-designate potentially feasible non-residential sites to residential to meet the regional housing allocation for that timeframe. To address that need, the City adopted three new mixed-use land designations: Neighborhood Mixed Low (12-15 du/acre), Medium (15-24 du/acre) and High (24-38 du/acre), as well as three corresponding zoning districts to implement these new land designations.

Suitability for Redevelopment

Three non-residential sites, primarily neighborhood commercial sites, were identified as feasible and appropriate for redevelopment with residential uses and were re-designated and rezoned to this new category. The City is processing a development application for one of the sites at this time. The two other sites were viewed as ripe for redevelopment to mixed-use as they are both economically underperforming commercial centers with a consistent rate of vacancy and existing uses that no longer provide neighborhood serving commercial uses. Both the Nob Hill and Rincon sites currently house single-story, strip commercial centers originally intended to provide neighborhood serving commercial uses such as grocery stores, restaurants, and dry cleaning or similar services to surrounding residential. Original uses in the site have transitioned over time from these traditional service uses to less intensive, community wide uses such as a church, bingo parlor, and assorted smaller miscellaneous retail stores. The discussion following Table D-5 in Appendix D provides more detail on suitability of these sites for redevelopment.

Land Use Controls/Performance Measures

A development standard in the Neighborhood Mixed-Use zoning district does permit these sites to continue and/or redevelop as entirely commercial. To offset the impacts of this standard and ensure that residential capacity identified on these sites remains, the City has proposed an objective in Program 1.1.1 Residential Sites Inventory, which stipulates that in the event a mixed-use site, which has been included in the City's land inventory to meet the RHNA at a specific capacity, is developed commercially, the City will identify an additional mixed-use site with the same or more capacity as the transitioning site. This will ensure that residential capacity in the sites inventory is maintained.

To make sure the Mixed-Use zones are feasible for residential development, the City has included an objective in Program 2.2.2 to analyze current zoning and development regulations and development standards to identify constraints that may limit mixed-use development. This program also has an

objective to conduct a survey of sites that currently do not permit any residential or mixed-uses in order to identify additional sites that have the potential for mixed-use.

The Neighborhood Mixed-Use sites are also designated as TDC receiver sites, meaning they have dual general plan designations, as indicated in Table D-5 in Appendix D. Since the TDC program has been implemented, one residential project has been constructed on a TDC site (Arroyo Crossings), one mixed-use/residential project is underway (Vasco Road/East Avenue), and the City has received two applications, and several proposals to convert to mixed-use/residential on other TDC receiver sites. None of these projects, applications, or proposals have opted, or even proposed, to utilize the baseline densities on these sites. This suggests that the higher density Neighborhood Mixed-use option is the most economically feasible--more so than new commercial or the lower density residential option.

TDC Exemption - General Plan policy provides an exemption to participating in the TDC program for projects that provide affordable housing. Projects that provide affordable or other types of special housing may have the TDC requirement waived and/or the baseline density increased. The City has included an objective in Program 3.2.3 to market this exemption with affordable housing developers.

Realistic Capacity

Since the Neighborhood Mixed-use designations and development standards are fairly recent there has not been much opportunity for the City to develop a track record of implementation, particularly since the residential market has slowed dramatically. The City is processing an entitlement application, which continues to move forward, for one of the sites that will allow development of 73 residential units in conjunction with a commercial component. The project will provide 25,000 square feet of neighborhood commercial uses adjacent to 73 attached townhomes. Density achieved on the site is 16 dwelling units per acre. The site is designed with pedestrian access to the commercial component. The project as proposed demonstrates the achievability of this type of mixed-use project within the residential density range prescribed and subject to the development standards in the corresponding zoning district.

The City has outlined an objective as part of Program 1.2.1 Comprehensive Update of Zoning Code, to ensure that any new zoning or form-based zoning regulations do not constrain the capacity of sites listed in the City’s inventory to meet the regional housing need nor inhibit the development of mixed-use sites. The objective is to ensure that updated zoning districts will allow and reflect the site capacity and permitted densities specified on sites identified in Program 1.1.1 Residential Sites Inventory, and that new form based regulations and development standards do not hinder achieving

these densities. As part of Program 1.1.1 in Chapter 5, the City is proposing to increase the density of the two remaining mixed-use sites to a range of 24 to 38 dwelling units per acre (Neighborhood Mixed-Use High) to accommodate additional low-income affordable units to meet the RHND within the City. The City is not relying on these two sites, however, to meet their remaining low-income need. They are seen as opportunity sites to provide additional affordable housing in the Community and for that reason are still being proposed for potential redesignation to a higher density.

Residential Capacity and Affordability in the Downtown Specific Plan Area

In 2001, the City conducted a major "Visioning Project" that included numerous public workshops to understand the long-term desires of the community. Citizens indicated a strong desire for a revitalized downtown, which would include mixed-uses, more intense residential, and a pedestrian-oriented downtown core. Development and adoption of the Downtown Specific Plan (DSP) is one of several major steps the City has taken to implement a revitalized Downtown with increased housing opportunities.

In 2004, the Downtown Area of the City was re-designated as part of the General Plan Update and concurrently rezoned with adoption of the Downtown Specific Plan (DSP). The re-designation and production of the plan were intended to facilitate redevelopment in the downtown by permitting higher density infill residential development and a mix of housing types. Economic research conducted as background for development of the Specific Plan indicated that intensified residential development would be a key component in achieving and sustaining a revitalized downtown.

The DSP increased densities in 5 zoning or planning subareas to facilitate the development of housing. The DSP permits mixed-use development and requires it on upper floors fronting First Street in the Downtown Core Plan Area. Specific DSP revitalization strategies to increase housing include:

1. Revising land use policies to allow housing at a range of types and densities everywhere except on the ground level in the Downtown Core.
2. Encouraging construction of housing above storefronts in the Downtown Core by requiring new buildings to be mixed-use.
3. Identifying opportunity sites that provide immediate development prospects for new housing and that offer the potential to deliver a significant number of new units. Examples include the

former Lucky's site in the heart of downtown and several vacant, formerly commercial parcels located to the east of Downtown.

4. Attract potential Downtown residents with transit opportunities that enable them to travel easily and conveniently to job centers in the region.

The 5 "Plan Areas" that comprise the Downtown Specific Plan include:

The Downtown Core Plan Area

The intent of the Downtown Core is to revitalize the City's historic core area as the center of the City. In order to ensure that Downtown is the most densely developed part of the city, mixed-use buildings are required for all parcels fronting First Street and are encouraged throughout the Core. A minimum density of 30 and up to 55 dwelling units per acre is required in the Core. With a required minimum density of 30 dwelling units per acre, sites in the Core would be considered appropriate for lower-income households.

The Gateway Plan Areas / Boulevard and Transit

The primary intent of the Gateway Plan Areas is the provision of land for high-quality housing adjacent to the Downtown Core. The Downtown Transit Gateway District, centered along east First Street, is intended to provide an area for transit-oriented development, due to the close proximity of the ACE/LAVTA stations, as well as its potential location for a light rail station in the future. In this Plan Area, residential development located within 2,000 feet of the LAVTA/ACE station (or other planned transit station) is awarded a 25 percent density bonus.

The Neighborhood Plan Areas / North and South Sides

The Neighborhood Plan Areas are intended to enhance and maintain the residential character surrounding the Downtown Core. Their purpose is to regulate new residential uses and promote a consistent residential neighborhood environment. Development in these areas is limited to residential and residential-supportive uses. The development standards of these districts have been established to encourage the development of residential housing compatible with the single-family fabric further north and south of the Downtown.

Appendix E shows the boundary of the Downtown Specific Plan Area as well as the boundaries of the various Plan Areas within the DSP. Table 4-7 shows minimum and maximum residential densities

required in each DSP Plan Area, projected affordability based upon density, and residential uses permitted.

Table 4-7 Downtown Specific Plan

DSP Zoning Plan Areas	*Density (du/acre)*	*Affordability*	*Residential Uses*
Neighborhood Plan Areas	15 – 24 du/acre	Moderate	Single-family and multi-family
Development fronting Railroad Avenue	24 – 50 du/acre (w/ CUP)	Low	
Gateway Plan Areas	15 – 30 du/acre	Moderate	Multi-family and attached single-family residential
Along First Street	30 – 50 du/acre (w/ CUP)	Low	
Gateway Transit Plan Area 25% density bonus within 2000 feet of ACE station	18 – 37 du/acre	Low and Moderate	
Core Plan Area	30 – 55 du/acre	Low	Mixed-Use on First Street/Upper floors residential; Multi-family and attached single-family

Incentives to Facilitate Redevelopment

The development standards of the Downtown Specific Plan were crafted to promote redevelopment in the Downtown including increased, more intense housing opportunities. The Plan encourages this through: alternative open space requirements, relaxed parking standards, minimal setbacks, flexibility for National historic structures or historic resources, and streamlined processing for smaller projects. The discussion on small sites later in this section discusses specific standards in more detail.

Since adoption of the Downtown Specific Plan, the City has moved forward with implementation steps outlined in the Specific Plan to further increase the viability of Downtown redevelopment.

Infrastructure Upgrades

A major step the City has taken to support redevelopment and accommodate intensified development in the Downtown is improving and upgrading Downtown infrastructure, particularly in the Core Plan Area where the catalyst sites are located. Following adoption of the DSP, the City began to implement numerous upgrades and improvements that included:

- Moving State Route 84 from First Street to Isabel Avenue to remove truck traffic from First Street and create a more pedestrian friendly environment for Downtown residents and the shopping community. This step was particularly crucial to foster a pedestrian friendly environment in the Downtown Core Plan Area along First Street between Maple and L Streets, where mixed-use is required in new buildings.

- Reconfiguring First Street from 4 lanes to 2 and adding diagonal parking, street trees, landscaping and hardscape to create a more lively, walkable environment for commercial and mixed-use buildings.

- Widening Railroad Avenue to accommodate increased traffic diverted from the First Street in the Downtown Core.

- Water and sewer upgrades along Railroad Avenue to accommodate estimated Downtown Specific Plan buildout.

- New water mains and sewer laterals to all parcels along First Street in the Downtown Core from Maple to L Streets to accommodate intensified mixed-uses.

Streamlined Project Review Process

The Downtown Specific Plan provides detailed development standards and regulations as well as purposeful goals and objectives to achieve revitalization. Due to the specificity and detail in the plan, potential developers and property owners have a clear understanding regarding the use of their property as well as development details that must be addressed in new or redeveloped buildings. The DSP also streamlined the review process for Downtown projects by a) establishing sufficient detail on regulations and b) allowing a majority of the projects to be reviewed at an administrative level, thereby reducing the overall processing time for new projects. Most projects that are consistent with the DSP can be processed at the staff level. Only larger residential and commercial projects require discretionary review by the Planning Commission and City Council.

Housing Implementation Program (HIP) Exemption

General Plan policy established in 2003 also specifically exempts new residential units in the downtown from participating in the competitive HIP or the City's TDC Program. This policy exempts

200 units per year in the downtown beginning in 2004 and ending on December 31, 2013. This means that up to 2,000 allocations for residential development are available immediately in the downtown.

The DSP outlines and anticipates a maximum residential development capacity of 3,600 units. This anticipated maximum development capacity illustrates the most intense development possible under the policies contained within the Specific Plan, including the permitted uses and intensities allowed in each Plan Area as well as existing residential units. The DSP anticipates accommodating approximately 3,200 new residential units under the policies and densities outlined in the plan. The DSP does establish that the initial residential development potential in the downtown will be 2,000 new units as of February 2004. After approval of 1,400 new units, the City Council shall review the progress of the DSP.

2003 General Plan policy reinforces the City's commitment to infill residential development in the downtown and, in particular, initiating identified catalyst projects by exempting residential projects in the downtown from competing in the City's HIP for a ten-year period. General Plan land use policy exempts 200 residential units per year in the Downtown over a 10 period from 2004 to 2013. This allows the availability of up to 2,000 units total in the Downtown Area. Any portion of these 2,000 units maybe brought forward for allocation earlier within this 10-year period if necessary. These allocations are not parcel-specific.

Catalyst Sites/Redevelopment Zone

The Implementation Chapter of the Downtown Specific Plan provides strategic steps for near term revitalization and outlines priority areas or projects where efforts should be focused immediately. Catalyst sites in the Downtown Core have been designated as locations for immediate investment. These sites were targeted to meet community objectives, stimulate Downtown-targeted redevelopment, and demonstrate to investors the possibilities of a revitalized Downtown. These sites have also been targeted as priorities in the Redevelopment Implementation Plan and redevelopment setaside funds have been used to facilitate lot consolidation on these sites and increase the liklihood of redevelopment. Redevelopment Agency and Community Development assistance has also been provided to relocate existing uses on the sites to more appropriate locations elsewhere in the City.

One of these sites (known as the Lucky's site and also designated Livermore Village) has already been entitled for development with an approved Tentative Tract Map and Design Review. The uses and configuration of the site have been modified however, rendering the approval infeasible. Currently

there is no active development application for the residential component of the revised site plan. It is anticipated however, that the residential component will still develop with approximately the same number of units (250). The City is involved in making the site ready for development by demolishing one of the buildings and is also working with the few remaining commercial tenants to relocate them to another more viable location.

Redevelopment efforts on another catalyst site, located on the west side of L Street from Railroad Avenue to First Street (commonly referred to as the Groth Brothers Site) are also underway. The current use, an automobile dealership, is relocating to a commercially designated area north of the Downtown along I-580. The City is also processing a development application for the Groth Brothers catalyst site which will provide 250 new residential units, as well as new commercial space along First and L Streets.

Large-Scale Redevelopment Zone

The DSP also identifies a Large-Scale Redevelopment Zone. Parcels identified in this zone are intended for large-scale residential redevelopment to support downtown revitalization. They are considered the most vulnerable and likely sites in the Downtown where redevelopment to residential will occur. Areas identified in this zone are underutilized and/or vacant and offer potential to be obtained and assembled in the near term for residential redevelopment. Two large sites indentified within this zone, Station Square on Railroad Avenue and Palasage on First Street, have already redeveloped with new higher density residential units, and another site which currently houses a bowling alley, is underway.

The Appendix includes a parcel map of the Downtown that identifies these sites consistent with information outlined in the DSP. Examples of likely residential redevelopment sites identified in the DSP which are in the process of transitioning or have already been redeveloped include:

- **Station Square** – This project was approved in 2005 and is already partially complete. The 5.2-acre site was identified in the DSP as a vulnerable and likely residential redevelopment site. Located just outside the Downtown Core in the Neighborhood North Side Plan Area, it provides 110 new attached townhomes within walking distance of commercial uses along First Street.

- **Valleycare, Phases 1 and 2** – Adoption of the DSP enabled higher residential density on these two sites to accommodate affordable and market-rate residential units to seniors. Phase

1, Heritage Estates, is a senior facility providing 250 residential units. Forty percent of the units are available to very-low and low-income households and 60 percent to moderate income level households. Valleycare Phase 2 is a 130-unit senior apartment project with 42 percent of the units affordable to very-low and low-income households.

- **Palasage** – A 90-unit townhome development located in the Transit Gateway Plan Area of Downtown along First Street. It is located within walking distance of the transit station including ACE as well as the Downtown Core Area two blocks east of the project.
- **Corsica Commons** – This is an existing 2.9-acre site also identified as a likely residential redevelopment site in the DSP. The site is located on the northeast corner of Railroad Avenue and P Street in the Downtown Neighborhood North Side Plan Area. Recent infrastructure upgrades to support new Downtown development, including a new sewer trunk line along Railroad Avenue and P Street, will also facilitate new residential development on this site. The site has been purchased by a residential developer and the City is processing a Tentative Tract Map to allow construction of 52 townhomes. The City is also working to find a more suitable location for the existing bowling alley on site.

These residential redevelopment areas, along with vacant sites in the downtown and the underdeveloped sites in the Downtown Core, are analyzed in the land inventory to provide more parcel-specific detail regarding residential capacity in the downtown. Table 4-8 summarizes residential development capacity and potential during this Housing Element cycle and beyond.

Table 4-8 Summary of Residential Capacity in the Downtown Specific Plan Area

Land Inventory	*Viable Units*	*Extremely Low/ Very Low*	*Low*	*Moderate*	*Above Moderate*
Vacant Parcels (Table E-1)	122	3	38	81	0
Underdeveloped Mixed-Use Area (Table E-2)	47	0	47	0	0
Catalyst Sites (Table E-3)	485	0	345	140	0
Residential Redevelopment Sites (Table E-4)	689	10	63	616	0
Subtotal	**1,343**	**13**	**493**	**837**	**0**

Small Sites (less than one acre)

The Downtown Specific Plan Area has a number of small vacant and underdeveloped sites, particularly in the Downtown Core and Downtown Gateway Plan Areas. Although more intensified residential development on small sites may be considered constrained in some locations, adopted policies and regulations outlined in the Downtown Specific Plan have increased the feasibility of creating new housing on smaller lots.

Potential constraints to creating new residential units on small lots in the Downtown, and in particular in the Downtown Core area, include the existing character and historic nature of buildings, which may make renovation or new construction more difficult. In the Core area along First Street, buildings are constructed along property lines, which limits new construction to additional stories to add square footage. The Downtown also includes a number of Brownfield sites, that could be ripe for redevelopment with site remediation. To offset the above constraints the City utilizes a variety of measures and tools including regulatory incentives, and financial subsidies and negotiation/mediation and business relocation assistance through the Redevelopment Agency.

Regulatory Incentives

To accomplish the goal of creating new housing in the Downtown through small-lot redevelopment as well as lot consolidation where possible, the Specific Plan increased density in all of the Downtown Plan Areas, with the most intense density requirement in the Core (minimum 30 dwelling units per acre). Additionally, Specific Plan

regulations permit greater building heights in the Downtown, specifically in the Downtown Core and Transit and Boulevard Plan Areas, which permit up to three floors/45-feet. The Plan also specifically allows greater height (up to four floors/55-feet) on the Livermore Village and Groth Brothers Catalyst sites in the Core as incentive for redevelopment to occur there. Development regulations intended to encourage revitalization and increase opportunities to create housing include:

- *Alternative Open Space Requirements* – the Plan offers flexibility to smaller sites to meet their Open Space requirements in the Downtown. Residential or mixed-use sites under 1 acre in size may meet their requirement on-site, off-site, by in-lieu payment, or through a combination of any of these options.
- *Relaxed Parking Standards* – Parking standards in the Downtown have been developed to address the more urban nature of the Downtown. They are intended to encourage redevelopment and also shared parking opportunities via existing or new parking structures (in the Core Area).
    - Parking requirements for renovation, enlargement, or use changes apply only to net new floor area and/or the incremental increase in parking demand that accompanies a higher intensity use.
    - Smaller residential units and multi-family (apartments, flats, lofts) require less parking: 1-bedroom units require only 1 space, and apartments and flats require only 1.75 spaces.

  Throughout the Downtown, no additional parking spaces are required for the conversion of existing commercial/office/retail space to mixed-use where residential units are provided above (second floor and up).
- *Minimal Setbacks* – In the Core Plan Area there are no minimum building setbacks requirements.
- *Flexibility for National Historic Structures or Historic Resources* – To allow use conversions of historic structures that will promote rehabilitation (including relocation), the Specific Plan allows modifications to development standards, subject to review by the Historic Preservation Commission.
- *Streamlined Processing for Smaller Projects* – Residential projects providing less than 40 dwelling units can be reviewed administratively at a staff level.
- *HIP Exemption* – All new residential development in the Downtown has received allocations and therefore is exempt from the competitive HIP process, further streamlining the review time.
- *Density Incentives* – A 25% density bonus is permitted in the Transit Gateway Plan Area for projects located within 2,000 feet of the LAVTA/ACE station (or other planned transit station). Also, along First Street near the transit center, up to 50 du/acre are permitted with a Conditional Use Permit.

There are several key *Likely Large-Scale Redevelopment Sites*, (Sites A and B in Table E-4) that are included in the site inventory and which could be consolidated to achieve greater density benefit from this incentive.

Recent Development Trends

Applications and recently constructed projects are a good measure as to whether incentives and other means of assistance are generating redevelopment of smaller lots and, where possible in the Downtown, lot consolidation. The City has received and processed a number of applications that include new residential units on smaller lots. The Redevelopment Agency has also acquired several smaller lots, one such lot, along First Street, will be redeveloped to create a 3-story, mixed-use building with two floors above the first for residential units affordable to extremely low-income households. Along Chestnut Avenue, the Agency is also acquiring smaller lots for consolidation to create a larger affordable housing development. Following are recent examples of potential or pending redevelopment of smaller lots in the Downtown to create housing. These also include examples of projects where lot consolidation is occurring to facilitate affordable housing:

- *Greiner Building Site* – This is a 5,000 square-foot, vacant site nestled between two existing buildings along First Street in the Core Plan Area. The Redevelopment Agency has acquired the site and intends to develop a new 3-story building with commercial on the ground floor and two floors of residential above that will be affordable to extremely low-income households.
- *Hudson Building Site* – This project proposes to construct a 5,500 square foot, 2-story, mixed-use building also along First Street in the Downtown Core Plan Area. The lot size is 3,250 square-feet.
- *Hernandez Building Site* – This is a 15,000 square foot lot located along First Street in the Boulevard Gateway Plan Area. The proposal is to construct a 13,000 square foot, 2-story, mixed-use project with nine 1-bedroom apartments on the 2nd story. One-bedroom apartments in Livermore are currently renting for between $800 and $1,100 per month. In the Downtown, one-bedroom apartments have recently rented at the following prices: $845, $895, $975, $1000, and $1050 for an average of $950 per month. According to affordability information in the Needs Assessment chapter, this range of rents and average rent price is affordable to very low-income households.
- *Chestnut Street Property* – The Redevelopment Agency is in the process of acquiring several small sites in the vicinity of Chestnut Street between P and N Streets to consolidate and construct affordable housing. This area is listed as Site "D" in the sites inventory, Table E-4, Likely Residential Redevelopment Sites.

Other Policies or Incentives Facilitating Small-lot Development and Lot Consolidation

The Downtown Specific Plan contains implementation policies that emphasize:

- Making efforts to obtain developer interest in large-scale projects, particularly housing redevelopment.
- Acquiring and assembling parcels where possible, and to further facilitate redevelopment through other assistance if city resources allow.

Following adoption of the plan and almost simultaneous with the infrastructure upgrades that occurred, residential redevelopment sites—both smaller single-lot sites as well as the larger multi-parcel vulnerable sites identified in the Redevelopment Zone of the Plan—are being converted to residential. Table 4-9 presents examples of redeveloped and redeveloping sites in the DSP Area, along with their status and lot size.

Lot consolidation to enhance the feasibility of creating affordable housing in the Downtown is being encouraged through the more liberal or generous development standards developed for the Downtown as part of the Specific Plan development process, including zero or minimal setbacks, greater heights, relaxed parking requirements and off-site or in-lieu alternatives for meeting parking and open space requirements, streamlined processing and the HIP exemption.

The Redevelopment Agency assists with lot consolidation through financial subsidies. The Agency will also provide assistance to developers and property owners, or facilitate negotiation with small-lot property owners to encourage relocation, and with finding alternative locations for existing uses or businesses that no longer conform with existing zoning regulations. The Agency has also provided assistance, both financial and administrative, to remediate smaller Brownfield sites for redevelopment to residential. The Savannah Terrace, a former gas station site in the Downtown, is a prime example of the City's track record in completing remediation on a site, which then enabled a local developer to move forward with a new residential project, including units affordable to low-income, on a smaller lot in the Downtown.

Table 4-9 Examples of Redeveloped/Redeveloping Sites

	Application Status	*Lot Size*	*Zoning*	*Lot Size (No. of Lots)*	*Units*
Mixed-use and Small-Lot					
First Street		Proposal		.34 acres (1)	3
First Street		Application	Boulevard Gateway	.34 acres (1)	10
Old First Street		Application	Transit Gateway	.5 acres (1)	28
Tofino Row	SUB06-002	Constructed	Neighborhood North	.34 acres	8
Positano Villas	SUB06-023	Constructed	Neighborhood North	.57 acres	10
Savannah Terrace	SUB05-010	Constructed	Neighborhood South	.34 acres	8
Catalyst Sites					
Groth Brothers		Application	Downtown Core	4 acres (2)	250
Livermore Village			Downtown Core		281
Large-Scale "Likely" Residential Redevelopment					
Corsica Commons	SUB07-006	Application	Neighborhood North	2.8 acres (1)	52
Station Square	SUB04-005	Constructed	Neighborhood North	5.2 acres (2)	110
Palasage	SUB02-005	Constructed	Transit Gateway	4.8 acres (3)	90

Base Densities

As indicated in Table 4-3, Density and Affordability, the General Plan designations and zoning districts that will encourage housing for lower-income households include primarily the:

- Downtown Specific Plan Areas;

- Neighborhood Mixed-Use designations; and
- Urban High 4 to 6 Residential Designations

The Urban High – 6 General Plan designation and Downtown Core Plan Area both specify density at or above a minimum of 30 dwelling units per acre. Therefore, they have already been deemed appropriate to accommodate low-income households (Government Code §65583.2(c)(3)(B)).

Both the Neighborhood Mixed-Use designations and Downtown Specific Plan Areas are recent additions to the City's land use options, resulting from 2003 General Plan policy to increase higher density residential infill opportunities within City boundaries. Since the designations and development standards are newer, there has not been much opportunity for the City to develop a track record of implementation, particularly since the residential market has slowed dramatically. Nonetheless, these are areas, along with the Urban High-4 designation, which have seen the most recent development and/or entitlement activity in Livermore.

The capacity and affordability analysis that is included for each of the Tables in Appendix D and E, indicates that projects in Urban High-4 designations and in the Downtown Area are providing housing that is affordable to low- and moderate-income households. Table 4-4 provides examples of affordability and density achieved on projects in the Downtown Area, such as Valleycare Phases I and II, and also the Carmen Avenue Apartments, which is designated Urban High – 4.

Neighborhood Mixed-Use Designations

The City has three sites currently designated as Neighborhood Mixed-Use. Given the recent downturn in the economic and slowdown in development, none of these sites have been developed yet. Current market conditions including decreased land values and more stringent lending practices, have stalled developed across the board, making it difficult to provide a realistic assessment of market conditions, financial feasibility and developments trends for this type of housing opportunity. Despite the existing residential development slowdown, however, one Neighborhood Mixed-Use site (Vasco Road/East Avenue) is moving forward with their mixed-use/residential development application and has been able to meet the higher density provisions of the Neighborhood Mixed-use Medium designation.

Additionally, through the Zoning Code update process most recently, the City continues to work with the property owners of the remaining two Neighborhood Mixed-Use sites, both of whom continue to indicate strong interest in redeveloping the sites as mixed-use residential at the higher density general plan option.

Transferable Development Credit (TDC) Sites

Since the TDC program is optional, TDC receiver sites, which are located in General Plan areas outside of the Downtown, have dual General Plan designations, with the alternate designation allowing new residential and/or higher density residential development on the site. The baseline designation/density is typically what existed on the site prior to it being designated as a receiver site. A developer may choose to develop at the baseline density or they may opt to participate in the TDC program and, as a result, will be able to build more residential units on the site. If they participate in the TDC program they will also be exempt from the HIP process.

As noted in the analysis following Table D-5, the optional aspect of the TDC program has not inhibited developer interest in pursuing the higher density or non baseline designation on TDC sites. Since the TDC program has been implemented, one residential project has been constructed on a TDC site (Arroyo Crossings), one mixed-use/residential project is underway (Vasco Road/East Avenue), and the City has received two applications, and several proposals to convert to mixed-use/residential on other TDC receiver sites. None of these projects, applications, or proposals have opted, or even proposed, to utilize the baseline densities on these sites. This suggests that the higher density Neighborhood Mixed-use option is economically feasible, more so than new commercial or the lower density residential option. Since adoption of the 2003 General Plan and Downtown Specific Plan, the City has received proposals and applications for four TDC sites. As noted previously none of these sites have opted to or indicated an interest in utilizing the baseline density of the site. The residential market has slowed and two of these proposals have come to a standstill. However, the Vasco Road/East Avenue project is moving forward with a mixed/residential project that includes 73 residential units. Despite indications that the TDC sites will redevelop to their alternate, higher density residential designation, the City has calculated the capacity and affordability of these sites using the density of the base General Plan designation.

Secondary Dwelling Units

Since revising the Secondary Dwelling Unit Ordinance in early 2003 to permit these unit types in all residential zones, the City has seen a marked increase in the number of secondary dwelling unit applications processed and approved by the City. Secondary dwelling units are an important affordable housing opportunity for low-income and special needs population groups such as the elderly. They offer smaller, affordable housing opportunities to elderly, disabled, or rental units for special needs populations.

The City's revised Ordinance includes parameters to ensure that secondary units truly function as separate, yet supplemental living areas to the main dwelling unit on a lot by limiting the square footage of detached units to 50% of the main house, and requiring that they be located to the rear of main units. Although the City imposes no restrictions on secondary units to ensure their availability to low- and very low-income households, city building records on secondary dwelling unit approvals, as well as current market information regarding rental pricing, unit size, and price per square footage, for in-law or secondary dwelling units, supports that these units are indeed available to lower income households.

City approval records from the last six years indicate that the average size of secondary dwelling units that have been approved is 636 square feet. Most range in size from 400 to 650 square feet. Many of the units are garage conversions, limiting them in size. Many are also conversions to legalize existing substandard units. Local rental pricing information for secondary units, studios, and 1-bedroom units, show a range in price from $650 to $850. The following shows price per square foot for those ads indicating size:

1bdrm/1bath, detached cottage,	320 square feet	$800	$2.50 per square foot
1 bdrm/1 bath, second story unit in single family home	470 square feet	$725	$1.50 per square foot

Information from the Housing Needs Assessment chapter, page 2-47 indicates that very low-income households can afford to pay $718 to $1,066 in rent per month, depending on household size. Low-income households can afford to pay $1,123 to $1,692 in rent per month, depending on household size.

The City has approved an average of 8 secondary dwelling units per year (Table 4-10). Although there has been a slowdown in applications during the last 2 years comparative to 2005 and 2006, the City still anticipates producing an average of 8 or more affordable secondary dwelling units per year based upon its past record and the need for this type of housing within the Community. As was shown in Table 4-2, the average number of secondary dwelling units constructed from January 2007 to May 2008 was actually 9 per year.

Table 4-10 Approved Secondary Dwelling Units

Approval Date	*Number Approved*
2008	6
2007	7
2006	17
2005	15
2004	8
2003	7
2002	2
Average Per Year	**8**

Table 4-11 summarizes the land inventory and residential capacity in the General Plan and DSP Areas. As this table demonstrates, the City has enough land identified to accommodate 4,461 units.

Table 4-11 Summary of Land Inventory and Residential Capacity

Land Inventory	*Viable Units*	*Extremely Low/ Very Low*	*Low*	*Moderate*	*Above Moderate*
General Plan Areas					
Vacant Sites (Appendix Table D-1)	409	0	5	70	334
Vacant Neighborhood Plan Sites (Appendix Table D-2)	1,005	0	0	737	268
Vacant Sites with Entitled/Under Construction Projects (Appendix Table D-3)	1,282	0	110	869	303
Underdeveloped Sites (Appendix Table D-4)	261	0	0	102	159
Underdeveloped Mixed-Use Sites (Appendix Table D-5)	161	0	5	68	88
General Plan Area Subtotal	*3,118*	*0*	*120*	*1,846*	*1,152*
Downtown Specific Plan Area					
Vacant Parcels (Appendix Table E-1)	122	3	38	81	
Underdeveloped Mixed-Use Area (Appendix Table E-2)	47	0	47	0	
Catalyst Sites (Appendix Table E-3)	485	0	335	150	
Residential Redevelopment Sites (Appendix Table E-4)	689	10	63	616	
DSP Area Subtotal	*1,343*	*13*	*483*	***847***	
Total	***4,461***	***13***	***603***	***2,693***	***1,152***

REMAINING REGIONAL NEED

Overall, the City has enough development capacity through vacant infill and underdeveloped sites to meet its Regional Housing Need Determination (RHND) during the planning period. However, the City will not meet its need in the very low-income category and just barely in the low-income category (Table 4-12).

Table 4-12 Remaining Regional Need

Land Inventory	*Viable Units*	*Extremely Low/Very Low*	*Low*	*Moderate*	*Above Moderate*
Land Inventory Total	4,461	13	603	2,693	1,152
Units Constructed	243	31	45	78	89
Secondary Dwelling Units	40	40[1]	0	0	0
Total	4,744	84	648	2,771	1,241
RHNA	3,394	1,038	660	683	1,013
Remaining Need	**+1,350**	**-954**	**-12**	**+2,088**	**+228**

[1] Represents the sum of a yearly average of 8 secondary dwelling units over a 5 year period.

Program to Address Remaining Need

In order to address the shortfall in the affordable income categories, the City is proposing a program (Program 1.1.1 in Chapter 5) to identify several sites that may be suitable for re-designation to allow higher density residential to meet the City's low-income RHNA need. Sites were identified in the land inventory (Appendix F) in the following categories:

- **Neighborhood Mixed-Use Designations** – Two sites were identified that are currently designated either Neighborhood Mixed-Low or Neighborhood Mixed-Medium. The City will include an objective in Program 1.1.1 to re-designate these sites to Neighborhood Mixed-Use-High, which permits a density range of 24 to 38 dwelling units with an average of 30 dwelling units per acre.

- **East Side Industrial Transition Area** – The City has identified several sites in this location that may be suitable for redevelopment to higher density residential. These sites are adjacent or in close proximity to the Neighborhood Plan sites which have already transitioned to residential development. Program 1.1.1 in Chapter 5 includes an objective to re-designate a minimum of 15 acres of land to Urban High-6 in order to provide approximately 690 low-income dwelling units. The City has identified several sites that together exceed this objective. The City will continue to identify additional sites and recommend re-designating the most feasible sites to meet the Program objective of at least 15 acres.

- **Downtown Neighborhood North Side Plan Area** – The land inventory for the Downtown Specific Plan Area identifies sites along Railroad Avenue that are designated as suitable for increased residential density with a Conditional Use Permit. The City has identified a site in this area that could accommodate residential density at a minimum of 30 and up to 50 dwelling units per acre without requiring discretionary review.

Table 4-13 outlines the proposed designations within each of the program areas, as well as the number of residential units that can be achieved on sites identified thus far in the land inventory.

Remaining Need in Relation to Available Allocations

Table 4-14 compares the sites inventory, including those sites proposed for redesignation, with available growth management unit allocations over the period of the Housing Element timeframe. The table demonstrates that there are sufficient total allocations available in the HIP and in the Downtown Specific Plan Program Areas to meet the anticipated capacity of sites identified in the inventory. The TDC program could have a shortfall of approximately 150± allocations.

As noted in Chapter 3, the HIP allows flexibility to borrow from upcoming years, to reallocate unused allocations within the 3-year period, and to reprogram units from one program area to another as needed. To ensure that any program area shortfalls are addressed, the City has also added an objective to Program 2.1.1, stipulating that the City will reprogram allocations to different program areas as needed in order to meet the City's regional housing need.

Table 4-13 Additional Capacity

	Total Acreage	*Proposed Designation*	*Proposed Zoning*	*Density*	*Units Achieved (average)*
East Side Transition Area (3)					
	2.12	Urban High-6		38 – 55 du/acre (46 avg.)	97
	13	Urban High-6		38 – 55 du/acre (46 avg.)	598
	15	Urban High-6		38 – 55 du/acre (46 avg.)	690
Downtown Residential Redevelopment Sites (1)	7	Downtown Area	Neighborhood North Side Plan Area	30 – 50 du/acre (40 avg.)	280
Total Units on Residential Designations	*37.12*				*1665*
Mixed-Use Sites (2)	7	Neighborhood Mixed – High		24 – 38 du/acre (31 avg.)	217 avg. 121 unit increase
	6.08	Neighborhood Mixed – High		24 – 38 du/acre (31 avg.)	188 avg. 105 unit increase
Total Units gained on Mixed-Use Designations	*13.08*			*24 – 38 du/acre (31 avg.)*	*226*
Total Potential Capacity:	**50.02**				**1891**

Table 4-14 Sites Inventory in Relation to Available Allocations

Available Allocations By Program Area	*HIP*	*TDC*	*DSP*
	646 to 2,886	*2,000*	*1,865*
Land Inventory/ General Plan Areas			
D-1Vacant Sites (excluding 27 exempt units)	387		
D-2 Neighborhood Plans		1,005	
D-3 Vacant Sites with Approved Projects		110	
D-4 Underdeveloped (excluding 47 exempt units)	215		
D-5 Underdeveloped/Mixed-use		117	
General Plan Area Subtotal	***602***	***1,232***	
Land Inventory/ DSP Plan Areas			
E-1 Vacant			122
E-2 Underdeveloped			47
E-3 Catalyst Sites			485
E-4 Redevelopment Sites			689
Downtown Specific Plan Subtotal			***1,343***
Land Inventory/ Sites for Redesignation		***916***	***280***
Total Potential Capacity:	***602***	***2,148***	***1,639***

INFRASTRUCTURE ANALYSIS TO ACCOMMODATE RHNA

Sewer Capacity

In November 2005, the residents of the City of Livermore approved a ballot measure to participate in purchasing additional capacity in the Livermore Amador Valley Water Management Agency (LAVWMA) wastewater export pipeline. Approval of this measure increased the City's allocated capacity in the expanded LAVWMA system up to a peak wet weather flow capacity of 12.4 mgd, sufficient to provide enough disposal capacity to meet the City's projected need.

The City's Sewer Master Plan further identifies infrastructure improvements that are needed at the Wastewater Treatment plant to address the additional disposal capacity. These include such improvements as new tanks, additional pumps, upgraded trunklines, etc. Identified improvements have been programmed into the City's Capital Improvement Program (CIP) based on priority and necessity. The Master Plan does not identify any infrastructure deficiencies that would inhibit or preclude residential development or more intense residential development on parcels identified in the City's land use inventory. Programmed improvements will address upgrades to provide sufficient capacity in those areas where infill residential development is anticipated, such as in the Downtown Specific Plan Area as well as in the East Side Transition Area bounding Vasco Road.

Water Capacity

Zone 7 is the wholesale water provider for the entire Livermore-Amador Valley. Zone 7 distributes to the Livermore Municipal Water (LMW) as well as the California Water Service Company (Cal Water), both retail providers to Livermore residents.

According to Zone 7, it has planned for and /or acquired sufficient water supplies to meet the water demand projected for Livermore (Livermore State of the City Report, 2007). Zone 7's Stream Management Master Plan (SMMP) identifies improvements needed to renew, replace, or expand Zone 7's existing water system. These improvements are further prioritized and refined in Zone 7's StreamWISE program and in their five-year CIP. Zone 7 has identified several major capital improvement projects that will be implemented over the next 3 to 4 years including enlarging the South Bay Aqueduct to meet future conveyance needs and also constructing the Altamont Water Treatment Plan and Altamont Pipeline (underway).

Storm Drain Capacity

The City's Storm Drain Master Plan identifies low, medium, and high priority improvements needed to adequately handle stormwater flows within and through the City. Areas identified as priority for improvements include the Downtown Area and also the East Side Transition Area, east of Vasco Road. These are areas where new residential development is anticipated to meet the City's RHNA. High priority improvements have been programmed into the City's CIP to address future capacity.

4.3 FINANCIAL RESOURCES

Livermore has access to a variety of existing and potential funding sources available for affordable housing activities. The following section describes the key housing funding sources currently used in Livermore – in-lieu fees, low-income housing impact fees, Community Development Block Grants (CDBG), HOME funds, redevelopment set-aside funds, and Section 8.

INCLUSIONARY HOUSING ORDINANCE/IN-LIEU FEES

As part of the City's inclusionary requirements, 15 percent of the units in every residential development must be affordable to lower income households.[18] For for-sale units, at least 7.5 percent must be reserved for low-income households and another 7.5 percent set aside for moderate-income households. For rental units, at least 7.5 percent must be reserved for very low-income households and another 7.5 set aside for low-income households. A developer may satisfy the affordable housing requirement by paying a fee of $36,665 per market unit "in-lieu" of building an affordable unit. In-lieu fees are deposited in the Low Income Housing Funds (Housing Trust Fund) to assist in the development of lower income housing and fund related programs that assist lower income residents with their housing needs.

[18] In a redevelopment project area, a minimum of 10 percent of the units in each project are reserved for sale or rental at a price affordable to low-income households.

The Inclusionary Ordinance also contains a provision, which encumbers for-sale units with a silent second mortgage for the difference in value between the affordable price and the initial market rate sales price for comparable units. If a buyer re-sells the reserved unit within the restricted time period for a price in excess of the current affordable purchase price, then the second mortgage must be repaid to the City for use in affordable housing programs via the Affordable Housing Fee Fund.

In the recent past, these fees have been used to fund or assist in funding affordable housing projects and also housing for special needs groups including:

Echo Housing – received $40,000 in FY2006 to support fair housing counseling and other related housing services;

Homeless and Domestic Violence Housing Services – received funding to support efforts formally funded through CDBG;

Valley Care Senior Assisted Living, Phase II – received approximately $500,000 to purchase land and $1.5 million towards project. Phase II contains 55 units as affordable to low- and very low-income seniors;

Neighborhood Preservation – receives funding for home and property rehabilitation programs including the Home Improvement Rebate Program. This program received Housing In-Lieu funding of $34,000 in 2007;

Neighborhood Solutions – receives funding for Housing Rehabilitation program; and

Tri-Valley Haven – funding for case management for residents at homeless shelter.

Low-Income Housing Impact Fees

Commercial and industrial developments that generate lower paying jobs are assessed an impact fee by the City to assist in the provision of affordable housing for the lower income employees. The fee is based on the estimated number of low-income jobs and households associated with the development. The fee is designed to provide affordable housing for employees and reduce the impacts associated with the need to commute from outside the City. The fee varies according to the intensity of commercial and industrial use, ranging from $80 per thousand square feet of Warehouse/Storage space to $900 per thousand square feet of Retail Commercial space. The City expects to generate an average of $500,000 annually from the impact fee. These fees are also placed in the Affordable Housing Fee Fund to be used for acquisition, preservation and construction of additional units.

Community Development Block Grant (CDBG) Funds

The CDBG program provides funds to promote affordable housing and human service programs throughout Livermore. The program is flexible in that the funds can be used for a range of activities. The eligible activities include, but are not limited to, acquisition and/or disposition of real estate or property, public facilities and improvements, relocation, rehabilitation of housing, homeownership assistance, and also clearance activities. Livermore receives approximately $470,000 in CDBG funds each year for housing and community development activities.

These funds currently support programs providing assistance to households needing affordable housing, specifically households with special needs or aid in the acquisition or rehabilitation of affordable housing. Specific housing programs utilizing CDBG funding include:

Allied Housing – rehabilitation of 9-unit multifamily apartments to improve affordability to low-income families;

Tri-City Homeless Coalition – provides tenant-based rental assistance to former foster youth households in Livermore to allow them greater housing stability;

Housing Scholarship Program – rental assistance to households who are homeless or at risk of becoming homeless.

Habitat for Humanity – funds for project planning;

Home for Developmentally Disabled – funds provided to HOUSE, Inc. to acquire/rehab home for developmentally disabled adults.

Minor Home Repair And Owner Rehabilitation Loan Program – provides grants for home repair and ADA accessibility;

Community Resources for Independent Living (CRIL) – case management, counseling, community outreach and education and rental assistance to developmentally disabled persons;

ECHO Housing – fair housing counseling and other related services.

HOME Funds

The City is not an entitlement jurisdiction that receives HOME funds directly from HUD. Instead, the City is part of the Alameda County HOME Consortium. Annually, the City received an allocation of

approximately $205,000 of HOME funds from the Consortium. These funds can be used to acquire, rehabilitate, finance, and construct affordable rental or ownership housing, provide tenant-based rental assistance, or provide operating expenses of community housing development organizations. These funds have been targeted for program administration, rental assistance, and property acquisition and rehabilitation.

Specific housing programs utilizing HOME funding include the Tri-City Homeless Coalition. The Coalition provides tenant-based rental assistance to former foster youth households in Livermore to allow them greater housing stability. It received $80,000 in HOME funds in 2007 to cover tenant-based rental assistance for the Project Independence program and was reallocated $50,000 in prior HOME funds for Housing Scholarship Program tenant based rental assistance.

Redevelopment Housing Set-Aside Funds

Pursuant to State law, the Livermore Redevelopment Agency is required to set-aside 20 percent of all tax increment revenue generated from the redevelopment project area to increase, improve, or preserve the supply of affordable housing. In fiscal year 2007/2008, the tax increment revenue generated by the City resulted in approximately $1,000,000± in housing set-aside funds. Discounting an operating expenditure of approximately $400,000±, the Agency generated approximately $ 500,000 in set-aside funds. The City estimates, conservatively, generating another $4,500,000 as housing setaside funds over this Housing Element timeframe (2009 through 2014).

As outlined in the Housing Plan, Chapter 5 of this Element, these redevelopment housing set-aside funds have been used and are being used to facilitate affordable housing. In the past, the Agency has used set-aside funds to assist with the financing of affordable rental housing developments, including Arbor Vista, Arroyo Commons, Stoney Creek, Owls Landing, Vandenburg Villa, and most recently, the Valley Care Senior Housing development.

The following table illustrates more recent projects assisted with redevelopment funding and their consistency with Housing Element Programs.

Housing Programs	Redevelopment Agency Housing Plan Projects
Program 3.1.5: Converting Market Rate to Affordable Units	**Savannah Terrace** (Brownfield site) – funds were used to buy land, conduct cleanup, design a residential project and secure two of 8 units as affordable to low-income special needs population.
Program 3.2.2: Acquire Land for Affordable Housing	**Savannah Terrace** and **Chestnut Street Livermore Village** – to move forward with a mixed-income project on a strategic catalyst site in the Downtown.
Program 3.2.4: Subsidies	**ValleyCar**e (Phase I and II) – Redevelopment funds were used to help with land assembly/acquisition and construction of both phases of this senior housing project in the Downtown. Valleycare Phase I provides 100 of the 250 units as affordable to low- and very low-income seniors. Phase II provides 55 of the 130 units as affordable to low- and very low-income senior households. **Savannah Terrace** –Provides 2 of the 8 units as affordable home-ownership to very low-income households with developmental disabilities.
Program 3.3.1: First-Time Homebuyer Down Payment Assistance	Assisted 57 low- and moderate-income households from 2004 through 2007
Program 3.3.3: Workforce Housing Program	**Station Square –** Five units have been acquired to provide rental and future home ownership opportunities to moderate-income households.
Program 4.1.3: Rental Rehabilitation Program	Funding to assist the LHA in acquiring and rehabbing two small apartment buildings as affordable to low- and extremely low-income in

	the Chestnut/I Street Corridor of the Downtown Redevelopment Area.
Program 4.2.1: Preservation of Affordable Housing	

The Redevelopment Agency goals for the Downtown Project Area and in particular for achieving affordable housing throughout the Community are consistent with the goals and programs listed in the Housing Element. These include:

- Elimination of environmental deficiencies in the Project Area, including, among others, small and irregular lots, obsolete and aged building types, substandard alleys and inadequate or deteriorated public improvements,
- Assembly of land into parcels suitable for modern, integrated development with improved pedestrian and vehicular circulation, and
- The production, rehabilitation, and preservation of housing affordable to persons and families of low- and moderate-income, including very low-income households both within the Project Area and in the remainder of the Livermore Community, as a means to achieve balanced redevelopment of the Project Area, to attain the goals of the City's Housing Element in effect, and to accomplish housing requirements of the Agency under the Community Redevelopment Law.

Goals of the current 2004-2009 Redevelopment Implementation Plan specifically relating to housing include:

- Maximizing investment in new housing construction throughout the Redevelopment Project Area.
- Focusing attention on opportunity/catalyst sites including mixed-use development on the Livermore Village site with a vibrant housing component and mixed-use development with a variety of housing opportunities on the Groth Brothers site;

Through funding assistance to projects such as Valleycare Phases 1 and II, Savannah Terrace, acquiring land in the Chestnut Avenue area, rental housing acquisition for the Livermore Housing Authority, and the Livermore Village site, the Redevelopment Agency's Implementation Plan provides consistency and implements the City's Housing Element goals and programs in the following

areas: supporting and targeting mixed-use, infill, and higher density development (Program 2.2.2), developing housing for persons with disabilities (Program 1.3.3), acquiring land for affordable housing (Program 3.2.2), providing subsidies to assist with affordable housing (Program 3.2.4), and rental assistance (Program 3.3.2), The City will update its next five-year Redevelopment Implementation Plan in 2009.

Also in 2009, the City's Community Development Department took over staff support of Redevelopment Agency activities, which will provide additional opportunity for effective coordination between this Housing Element and the updated 2009-2014 Redevelopment Plan. To ensure support and consistency between Housing Element and Redevelopment Housing goals and objectives, a new program has been added to Goal 3 of the Housing Plan entitled "Redevelopment Funding." Two objectives listed under this program are: a) ensuring consistency with the Housing Element in the 2009-2014 update of the Redevelopment Plan; and b) prioritizing redevelopment set-aside funding for the development of housing affordable to extremely low-income households.

Section 8 Rental Assistance

The Section 8 Housing Choice Voucher Program is a federal program that provides rental assistance to very-low income persons in need of affordable housing. The Section 8 program offers a voucher that pays the difference between the payment standard and what a tenant can afford to pay (e.g. 30 percent of their income). The Housing Authority of the City of Livermore (LHA) applies to HUD for Section 8 vouchers and administers this program directly. In 2008, the Livermore Housing Authority successfully leveraged their budgeted equivalent of 720 certificates to provide housing assistance payments to 730 households. The City has also expanded the program by promoting it to existing property owners and developers of new rental housing with a focus on providing housing opportunities for special needs population. For example, the Livermore Housing Authority provided Carmen Avenue Apartments with 12 Project Based Section 8 vouchers and one Project Based voucher for a city-owned rental unit at Savannah Terrace to subsidize an extremely low-income developmentally disabled head of household.

Table 4-15 provides a summary of federal, state, local, private, and non-profit financial resources available to support housing activities in the City of Livermore.

Table 4-15 Financial Resources for Housing Activities

Program Name	*Description*	*Eligible Activities*
Federal Programs		
American Dream Down Payment Assistance Program (ADDI)	Down payment assistance and homebuyer counseling program for low- to moderate-income homebuyers. Maximum loan amount can be up to twenty percent the jurisdiction's total allocation.	Home Buyer Assistance Rehabilitation
Community Development Block Grant (CDBG)	Grants awarded to the City on a formula basis for housing and community development activities.	Acquisition Rehabilitation Home Buyer Assistance Economic Development Homeless Assistance Public Services
Capital Funds (Formerly CIAP funds)	Funds to Public Housing Agencies (PHAs) for the development, financing, and modernization of public housing developments and for management improvements.	Construction of Housing Rehabilitation Modernization
HOME Investment Partnership Act Program (HOME)	Flexible grant program allocated to City through the Alameda HOME Consortium.	Acquisition Rehabilitation Home Buyer Assistance Rental Assistance
Housing Opportunities for Persons with AIDS (HOPWA)	Grants to local communities, States, and nonprofit organizations for projects that benefit low income persons medically diagnosed with HIV/AIDS and their families.	Acquisition Rehabilitation Construction of Housing Rental Assistance Support Services
HUD Section 8 Rental Assistance Program	Rental assistance payments to owners of private market rate units on behalf of very low-income tenants.	Rental Assistance

Table 4-15 Financial Resources for Housing Activities

Program Name	*Description*	*Eligible Activities*
Low-income Housing Tax Credit (LIHTC)	Tax credits are available to persons and corporations that invest in low-income rental housing. Proceeds from the sale are typically used to create housing.	Construction of Housing
Supportive Housing Program (SHP)	Grants for development of supportive housing and support services to assist homeless persons in the transition from homelessness. This is a competitive program authorized under the McKinney/Vento Act.	Transitional Housing Housing for the Disabled Supportive Housing Support Services
Section 202	Grants to non-profit developers of supportive housing for the elderly.	Acquisition Rehabilitation New Construction
Section 811	Grants to non-profit developers of supportive housing for persons with disabilities, including group homes, independent living facilities and intermediate care facilities.	Acquisition Rehabilitation New Construction Rental Assistance
Section 108 Loan Guarantee	Provides loan guarantee to CDBG entitlement jurisdictions for capital improvement projects. Maximum loan amount can be up to five times the jurisdiction's recent annual allocation. Maximum loan term is 20 years.	Acquisition Rehabilitation Home Buyer Assistance Economic Development Homeless Assistance Public Services
State Programs		
Building Equity and Growth in Neighborhoods Program (BEGIN)	Grants to cities, counties, or cities and counties to make deferred-payment second mortgage loans to qualified buyers of new homes, including manufactured homes on permanent foundations, in projects with affordability enhanced by local regulatory incentives or barrier reductions.	Home Buyer Assistance

Table 4-15 Financial Resources for Housing Activities

Program Name	*Description*	*Eligible Activities*
Housing Enabled by Local Partnerships (HELP) Program	Low interest rate loans administered by Cal HFA to local government entities for their locally determined affordable housing activities and priorities.	Acquisition New Construction Rehabilitation
Local Housing Trust Fund Matching Grant Program – Proposition 46	Provides matching grants to local housing trust funds that are funded on an ongoing basis from private contributions or public sources that are not otherwise restricted in use for housing programs.	New Construction Home Buyer Assistance
Mortgage Revenue Bonds (MRBs)	Tax-exempt bonds that state and local governments issue through housing finance agencies (HFAs) to help fund below-market-interest-rate mortgages for first-time qualifying homebuyers.	Home Buyer Assistance
Mortgage Credit Certificates (MCC)	Provides qualified first time homebuyers with a federal income tax credit that reduces the borrower's federal tax liability, providing additional income which can be used for mortgage payments.	Home Buyer Assistance
Local Programs		
General Funds	Funds to subsidize rents and operations for the Livermore Multi-Service Center and to the Child Care Links to assist low-income families with child care options and services.	Support Services
Housing Set-Aside Funds	Fund provided by the Redevelopment Agency for the development and rehabilitation of rental and homeowner housing.	Acquisition New Construction
In-lieu Low Income Housing Fund (Housing Trust Fund)	A per unit fee for residential developments that do not provide affordable housing, generated from the Inclusionary Housing ordinance.	Acquisition Homeless Assistance New Construction Rehabilitation Support Services

Table 4-15 Financial Resources for Housing Activities

Program Name	*Description*	*Eligible Activities*
Social Opportunity Endowment	Fund to provide a long- term, stable funding source for the delivery of quality human services to low income city residents.	Acquisition Economic Development Home Buyer Assistance Homeless Assistance New Construction Rehabilitation Support Services Public Services
Private Resources		
Housing Incentives for the Recruitment and Retention of Employees (HIRE)	Provide assistance to individuals who do not currently own a home and do not qualify for traditional down payment assistance. Households will have income up to 140% of median.	Home Buyer Assistance
Non-Profit Institutions		
Tri-Valley Housing Opportunity Center (TVHOC)	Provides assistance to low- and moderate-income households with first-time home purchase.	Home Buyer Assistance
Bay Area Local Initiatives Support Corporation (LISC)	Bay Area LISC provides recoverable grants and debt financing on favorable terms to support a variety of community development activities including affordable housing.	Acquisition New Construction
Low-Income Housing Fund (LIHF)	LIHF provides loan financing for all phases of affordable housing development and/or rehabilitation.	Acquisition Rehabilitation New Construction

Source: City of Livermore, Alameda County HOME Consortium: Livermore Action Plan, FY2006-2007; EDAW; 2008.

4.4 ADMINISTRATIVE RESOURCES

GOVERNMENTAL RESOURCES

Livermore Housing Authority

The Housing Authority of the City of Livermore (LHA) is responsible for managing the 125 unit low-income Leahy Square housing development, as well as rental assistance programs (Section 8 certificates and vouchers). As of 2008, the LHA provides approximately 730 tenant-based vouchers to low-income households, including project-based vouchers for the disabled and households with social service needs. LHA also manages Chestnut Apartments, a six-unit apartment building (two of the units are market rate), and Blue Bell Apartments, a 27 unit building with nine transitional housing units. The transitional housing units are for households graduating from the areas homeless and/or domestic violence shelters. This complex was acquired and rehabilitated using Affordable Housing funds. LHA also provides appropriate support services to transitional unit residents.

The Housing and Human Services Division

Housing and Human Services is a Division of the City's Community Development Department which also includes the Permit Center, Planning, Building, and Engineering. The Housing and Human Services Division specifically works to maintain and expand affordable housing opportunities for lower- and moderate-income households throughout the City and to support the revitalization and preservation of residential neighborhoods. The Division provides housing, counseling, shelter, referral, and other specialized services to citizens, oversees administration of the City's Affordable Housing Fund, grant programs, ADA and Section 504 implementation, and coordinates with the Community, public and private agencies, and developers to create appropriate service programs and to increase the supply of affordable housing.

Non Profit Resources

There are a number of non-profit organizations whose activities are related to the provision of affordable housing and human service programs in the City of Livermore. The City actively works with each of the groups listed below:

- AID Employment
- Alameda County Food Bank
- Alameda County Housing and Community Development
- Allied Housing
- Anthropos Counseling Center
- Associated Community Action Program
- Axis Community Health
- Bridge Housing
- Child Care Links
- Community Association for Preschool Education (CAPE)
- CRIL (Community Resources for Independent Living)
- ECHO Housing
- Eden Housing
- Habitat for Humanity
- HOUSE, Inc.
- Interfaith Housing
- Kaleidoscope/Easter Seals
- Kidango (Formerly Tri-Cities Children's Center)
- Law Center for Families
- Livermore Area Recreation and Park District (LARPD)
- Livermore Valley Joint Unified School District (LVJUSD)
- Open Heart Kitchen
- Shepherd's Gate
- Spectrum Community Service
- Tri-City Health Center
- Tri-City Homeless Coalition
- Tri-Valley Haven
- Tri-Valley Housing Opportunity Center (TVHOC)
- Tri-Valley Interfaith Poverty Forum
- Twin Valley Learning Center
- Valley Care Hospital

The following are nonprofit organizations with recent projects in Livermore:

Eden Housing

Based in Hayward with a local office in Livermore, Eden Housing assists communities through an array of affordable housing development and management services, as well as social services that meet the needs of lower-income households. The agency serves low- and moderate-income families, seniors, people living with physical and/or developmental disabilities or mental illness, the formerly homeless, and existing homeowners. The nonprofit completed Arroyo Del Valle Commons in 1998, a 23-unit below market rate apartment complex for people with developmental disabilities, and Vandenburg Villa Apartments in 2005, a 40-unit HUD and City financed senior housing rental project.

Allied Housing

Allied Housing provides low-income families with affordable housing, opportunities for job training, employment, and other supportive services to help them achieve stability and self-sufficiency. Located in Hayward, the nonprofit agency offers acquisition and rehabilitation, housing scholarship, and homeownership programs. In partnership with Affordable Housing Associates and Tri City Homeless Coalition, Allied Housing completed construction in 2008 on Carmen Avenue Apartments, a new 30-unit affordable multifamily housing development. The development is targeted to serve low income individuals and families, and residents may include people with special needs, such as survivors of domestic violence, people with physical disabilities, and emancipated foster youth.

Habitat for Humanity

Habitat for Humanity is a non-profit agency dedicated to building affordable housing and rehabilitating homes for lower income families. Habitat builds and repairs homes with the help of volunteers and partner families. Habitat homes are sold to partner families at no profit with affordable or no-interest loans. Volunteers, churches, businesses, and other groups provide most of the labor for the homes. Government agencies or individuals usually donate land for new homes. Between 2004 and 2006, the City worked with Habitat to construct 22 three- and four-unit affordable for-sale duets.

4.5 OPPORTUNITIES FOR ENERGY CONSERVATION

According to the U.S. Department of Energy, the residential sector accounts for 21 percent of the country's annual energy use.[19] Within the home, 43 percent of residential energy is used for space heating and cooling; 12 percent is used for water heating; and 11 percent is used for lighting.[20] Energy conservation provides the dual benefits of promoting environmental sustainability and reducing monthly energy costs, which is a component of long-term housing affordability.

Opportunities for residential energy conservation exist at all scales, from individual home appliances to city design. Building design, construction techniques, street layouts, and zoning patterns all effect energy consumption and can therefore support its reduction.

Constructing new homes with energy-conserving features, in addition to retrofitting existing energy-inefficient structures, can result in lower monthly utility costs. Further examples of energy conservation opportunities include:

- Sealing a home's building envelope (doors, windows, walls, foundation, roof, and insulation) to prevent energy leaks that increase heating and cooling costs;
- Installing energy efficient appliances, lighting, and mechanical systems (heating, ventilation, and air conditioning);
- Installing a "cool roof" that reflects solar radiation to lower heating costs and reduce the urban heat island effect;
- Designing and orienting buildings to take advantage of natural systems such as sun, shade, and wind, which can provide heating, cooling, and energy generation opportunities;
- Supporting attached housing design, which reduces the number of exterior walls per unit and results in lower per-unit heating and cooling costs; and

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19 Source: U.S. Department of Energy at http://www.eia.doe.gov/emeu/aer/pdf/pages/sec2_4.pdf

20 Source: U.S. Department of Energy, http://buildingsdatabook.eren.doe.gov/docs/1.2.3.pdf.

- Promoting infill development, especially along transportation corridors, to use existing infrastructure and services.

In California, State law (Government Code Section 65583 [a][7]) requires local governments to address energy conservation issues when updating a Housing Element. According to the California Department of Housing and Community Development, these elements should contain an analysis of opportunities for residential energy conservation. It is the intent of this requirement to promote energy efficient housing systems and building design as well as the use of energy saving features and materials during construction.

STATE OF CALIFORNIA

Two major State initiatives focus on energy conservation and directly relate to housing issues: energy efficient building code standards and greenhouse gas reduction. These are described below.

State Energy Efficiency Requirements for New Construction (Title 24)

All new construction in Livermore is subject to the requirements of the California Energy Commission's Title 24 energy efficiency standards. Each city and county must enforce these standards as part of its review of building plans and issuance of building permits. These standards apply to building components, such as wall and ceiling insulation, thermal mass, and window to floor area ratios, and are designed to reduce heat loss and energy consumption. The Title 24 requirements also apply to major remodeling projects, such as home additions.

Greenhouse Gas Emissions Reduction (Assembly Bill 32)

The threat global warming poses to California's public health and economic and environmental well-being prompted the California Legislature to adopt the California Global Warming Solutions Act (Assembly Bill [AB] 32) in 2006. The legislature has found human activity to be one of the leading contributors to increasing levels of greenhouse gases (GHG), including carbon dioxide and methane. The State has declared that GHG contribute to increasing average global temperatures and to changes in climate throughout the world. The purpose of the act is to reduce GHG emissions to 1990 levels by 2020 (25 percent reduction over current levels) and then to further reduce GHG emissions to 80 percent below 1990 levels by 2050.

The California Air Pollution Control Officers Association (CAPCOA), which represents local air districts, produced a report on ways to reduce GHG at the local level, including steps that cities and

counties can take to contribute to the goals of AB 32. At the local level, CAPCOA recommended the adoption of General Plan policies and implementation measures that encourage energy conservation through community layout and design. Many of the recommendations are relevant for residential energy conservation, including the following:

- Promote walkability through a highly-connected street system with small blocks.
- Promote mixed-use neighborhood centers and transit-oriented development.
- Promote the use of fuel-efficient heating and cooling equipment and other appliances.
- Encourage green building designs in both new construction and building renovation, including reflective roofing and energy-efficient building materials.
- Encourage building orientation and landscaping to enhance natural lighting and sun exposure.
- Encourage the expansion of neighborhood-level retail and services, as well as public transit opportunities throughout the area to reduce automobile use.
- Encourage the development of affordable housing throughout the community, as well as development of housing for elderly and low- and moderate-income households near public transportation services.

Energy Assistance Programs

Pacific Gas and Electric Company (PG&E) offers several programs to promote energy conservation and assist lower income residential customers with their home energy costs. PG&E offers incentives for energy conservation, including rebate programs for old appliances and free energy audits. It also provides public education and outreach programs that teach energy saving tips. The PG&E customer assistance programs for lower income households are listed below:

- California Alternate Rates for Energy (CARE) is PG&E's discount program for low-income households and housing facilities. CARE provides a 20 percent discount on monthly energy bills and waives recent surcharges for low-income households. The program applies to single family homeowners, tenants who are metered or billed by landlords, and group-living facilities.

- Family Electric Rate Assistance (FERA) is a discount program for families of three or more with low- to moderate-income. The program is available to both single family and multi-family residential customers.
- Energy Partners Program is one of PG&E's financial assistance programs that provides qualified low-income customers free weatherization measures and energy-efficient appliances to reduce gas and electricity usage. The work usually involves attic insulation, door replacement, door weather-stripping and minor home repair.
- Relief for Energy Assistance for Community Help (REACH) is a one-time energy assistance program for low-income homeowners who cannot pay their utility bill because of a sudden financial hardship. The program is targeted to the elderly, disabled, sick, working poor, and unemployed. Eligibility is determined by the Salvation Army and requires a household income that does not exceed 200 percent of the Federal poverty level.

PG&E also offers reduced rates for residential customers dependent on life support equipment, or with special heating and cooling needs caused by certain medical conditions. The utility also offers a balanced payment plan for customers who experience higher heating or cooling costs during the extreme weather months.

In addition to the programs above, the California Department of Community Services and Development has a Low-Income Home Energy Assistance Program (LIHEAP) to assist low-income homeowners with weatherization and energy bills. The LIHEAP Weatherization Program provides free weatherization services such as attic insulation, caulking, water heater blanket, heating/cooling system repair, and other conservation measures. LIHEAP also provides payments for weather-related or energy-related emergencies and financial assistance to eligible households.

The City of Livermore Policies and Programs

Chapter 5 of this Housing Element contains one policy and three programs aimed at promoting "energy efficiency in existing and new housing development as a means of reducing housing costs." This policy encourages the use of energy conservation features in design and siting of new residential structures and the use of weatherization or solar equipment within existing residential units in order reduce current energy use. The programs listed in this Housing Element that provide the means to achieve this policy are the State Energy Code (previously discussed), the Housing Implementation Program (HIP), and the Green Building Ordinance.

The City of Livermore includes criteria for solar access and energy efficiency in the HIP. This provides an advantage to potential residential developments that include energy efficient design features that exceed State requirements in their residential project design. Furthermore, projects competing in the 2008-2010 HIP must demonstrate compliance with the City's Green Building Ordinance. This Ordinance, adopted in 2007, requires new residential development to incorporate Green Building measures and to achieve a minimum Green Point rating of 50 points. The City will also evaluate and review the Green Building Ordinance over the next five years to potentially increase the point rating requirement and also to expand the applicability of the ordinance beyond "new" development to building additions.

The City of Livermore is also currently undertaking the creation of a Climate Change Element (as an amendment to the General Plan). Chapter 5 includes the policy to emphasize and address climate change (Policy 2.2), and adoption and implementation of the Climate Change Element (Program 2.2.1) are objectives included in this Housing Element Update in order to support the City's policy to emphasize and address climate change. The purpose of the Climate Change Element is to propose a new goal to reduce greenhouse gas emissions within the community consistent with the targets of AB 32: *by 2020, the City of Livermore shall seek to reduce greenhouse gas emissions under the control of the City to a level 28 percent less than 2020 "Business as Usual."*

5 HOUSING PLAN

This Housing Plan is a statement of Livermore's commitment to maintaining, preserving, improving, and developing housing opportunities for all segments of the community. The Plan contains the goals, policies, and objectives, and implementation programs to achieve a high quality, balanced housing stock that accommodates the needs of existing and future Livermore residents. The Housing Plan must achieve the following:

- Identify adequate sites that will be made available through appropriate zoning and development standards and with public services and facilities available to meet the needs of all income levels.
- Assist in the development of adequate housing to meet the needs of low-and moderate-income households.
- Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing.
- Conserve and improve the condition of existing affordable housing stock.
- Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.

5.1 ACCOMPLISHMENTS UNDER THE 2001-2006 HOUSING ELEMENT

To devise a new housing plan that will effectively address the current and projected needs of the community, the City must evaluate the following:

- Appropriateness of the existing housing goals, objectives and policies in contributing to the local, regional, and statewide housing goals.

- Effectiveness of the 2001-2006 Housing Element in attainment of Livermore's housing goals and objectives.

- Progress of the City in implementation of the 2001-2006 Housing Element.

The 2001 – 2006 Housing Element has seven housing goals:

1. Diversity of Housing Choice
2. Well Managed Growth
3. Production of Affordable Housing
4. Preservation and Improvement of Affordable Housing
5. Provision of Equal Housing Opportunity
6. Regional Cooperation to Produce Affordable Housing and Housing for Special Needs Groups
7. Energy Efficiency

The following discussion summarizes the City's major accomplishments under each 2001-2006 Housing Element goal. Appendix G contains a detailed review of accomplishments under each Housing Element program.

DIVERSITY OF HOUSING CHOICE

In order to address the diverse housing needs of the Livermore community and provide a range of housing choices by type, price, and density, the City of Livermore accomplished the following during the 2001 – 2006 Housing Element period:

- **Adopted 2003 General Plan –** Adopted in 2004, the General Plan provided additional residential infill opportunities by increasing density on appropriate infill sites, created a new Transit Oriented Development (TOD) site in conjunction with a future BART station, created a new mixed-use designation for the Downtown Area that also increased residential densities in the downtown, created new Neighborhood Mixed-Use designations in other areas of the City, and promoted horizontal residential/mixed-use by re-designating appropriate industrial areas on the east side of the City to allow residential development with the adoption of Neighborhood Plans. To date over 200 new residential units have been constructed in the downtown and nearly 200 residential units elsewhere in the City as a result

of revised General Plan policy for infill residential and/or mixed-use land. Arroyo Crossing and the Grove, single family home ownership communities that include below market rate units, were both built as a result of the adoption of the 2003 General Plan.

- **Adopted Downtown Specific Plan –** To facilitate the development of a range of housing types and tenure, the City adopted a Downtown Specific Plan in 2004 with the goal of increasing development density within the downtown area. The Specific Plan provides new zoning that permits mixed-use and higher density residential. To date, five new residential projects (Palasage, Station Square, Savannah Terrace, Tofino Row, and Positano Villas) have been constructed as a result of the new Downtown zoning, and additional new projects are in various stages of the development entitlement process, including two major residential/mixed-use catalyst projects: Livermore Village on the old Lucky's site and the Groth Brothers site on L Street.
- **Adopted Streamlined Secondary Dwelling Unit Ordinance –** Also in 2004, the City revised its regulatory permit procedures for secondary dwelling units. Secondary dwelling units are now allowed in all districts zoned for residential and regulated with an Administrative Permit rather than a discretionary Conditional Use Permit, steadily increasing the number of secondary dwelling units processed annually. Prior to revising the secondary dwelling unit ordinance, the City processed an average of one to two secondary dwelling unit applications per year. The number of secondary dwelling unit applications has increased to an average of eight per year as a result of the new streamlined ordinance.
- **Adopted new Neighborhood Mixed-Use Zoning Districts –** In 2005, the City implemented the 2003 General Plan goals regarding mixed-use by approving a Neighborhood Mixed-Use zoning district which permits residential development at densities ranging from 12 to 38 dwelling units/acre and rezoning three sites within the City designated for mixed-use.
- **Created the Transit Oriented Development Site –** As part of the 2003 General Plan update, the City re-designated approximately 260 acres at the proposed Greenville BART Station area to accommodate higher density Transit Oriented Development (TOD).

- **Adopted 2 Neighborhood Plans (Arroyo Vista & Brisa)** – These Neighborhood Plans will permit up to a 1,000 new residential units of various housing types including zero-lot line duplexes, row townhomes, cluster townhomes, and mixed flats and condominiums.
- **Development of Housing for Special Needs Groups** – In order to assist in reducing market constraints (i.e. high cost to build), the City continues to offer incentives to developers providing affordable units retrofitted to accommodate developmentally disabled individuals. The City assisted with development of Carmen Avenue Apartments, which contains 30 units designed to accommodate households with special needs, and Savannah Terrace, which provides two units designed specifically to meet the needs of developmentally disabled households.
- **Utilized the City's Density Bonus Programs –** The City continues to use the additional density bonuses for senior and very-low income housing. Recent projects during the last housing element cycle that have utilized these provisions include 30-unit Carmen Avenue Apartments and the 40-unit senior housing development, Vandenburg Villas.

WELL MANAGED GROWTH

Through its growth management policies, the City ensures that new development and residents are adequately served with services, infrastructure, and facilities, and that high quality design in residential development is achieved. The following describes Livermore's major accomplishments regarding well managed growth during the 2001–2006 Housing Element period:

- **2005-2007 and 2008-2010 HIP** – The City continues to use the competitive Housing Implementation Plan (HIP) process to manage residential growth commensurate with the availability of public services and infrastructure. Both the 2005-2007 and 2008-2010 HIP have allocated an average of 450 units per year for a total of 2,700 residential allocations.
- **HIP Exemptions** – The HIP process continues to offset potential negative effects of growth management by allowing exemptions to the competitive process to encourage a variety of housing for all income levels. Projects of four units or less are exempt as well as projects that provide 35 to 50 percent of the units as affordable. With adoption of the General Plan and Downtown Specific Plan in 2004, the City also exempted residential units in the Downtown as well as residential units that participate in the City's Transferrable Development Credits

(TDC) program. The policy has facilitated development of over 200 new units in the downtown and streamlined the review process for these units.

- **Adoption of Transferable Development Credits (TDC) Ordinance –** Adopted in 2004, the TDC Program allows increased residential density on smart growth sites that are near transit and existing services. It is a way to preserve agricultural land outside the City's Urban Growth Boundary (UGB), curtail sprawl, and provide opportunities for higher density infill residential development near existing infrastructure and transportation services with the UGB.

Production of Affordable Housing

For the 2001-2006 Housing Element planning period, the City was assigned a Regional Housing Needs Determination (RHND) of 5,107 units, at the following income distribution:

- Very Low Income – 875 units
- Low Income – 482 units
- Moderate Income – 1,403 units
- Above Moderate Income – 2,347 units

By June 30, 2007, the City addressed the RHND through units constructed and the availability of sites zoned for residential development. Between January 1999 and June 2007, over 2,700 new housing units were constructed in the City, of which 289 units were units affordable to lower income households (or 21 percent of the RHND for lower income households). Of the 289 units, 110 units were purchased by first-time low-income households utilizing various funding sources and programs such as Down Payment Assistance, Mortgage Assistance and Closing Cost Assistance, and the Inclusionary Housing Program, leveraging $5,000,000 in local ($713,875), state ($3,834,614) and federal ($499,357) funds. The total market value of homes purchased during this period, through the City's programs, is more than $44,500,000.

Between January 1999 and June 2007 the City also achieved the following in regard to its programs and policies that promote the production of affordable housing:

- **Revised Inclusionary Ordinance –** The City revised its Inclusionary Housing Ordinance in 2005, increasing the percentage of affordable units from 10 to 15 percent and included a moderate-income component. The updated ordinance requires at least 7.5 percent of

ownership housing be provided to low-income households and 7.5 percent for moderate-income households in the General Plan Area. In the City's Redevelopment Project Area, the inclusionary requirement remains at 10 percent to act as an incentive to revitalize the City's downtown core. From 2005 to 2007, the City procured 75 affordable units as part of its inclusionary requirement.

- **Provision of Subsidies to Facilitate Affordable Housing Development –** In order to facilitate affordable housing production, the City offers financial subsidies from the U. S. Department of Housing and Urban Development (HUD), Community Development Block Grant (CDBG) and HOME Investment Partnership Program (HOME), along with income generated from the inclusionary housing in-lieu fee, redevelopment housing set-aside, and low-income housing impact fees. Projects completed or under construction using subsidies include Carmen Avenue apartments, Gardella Gardens, Lily House (HOUSE Inc.), and Valley Care Phase II.
- **First Time Homebuyer Down Payment Assistance –** Down payment assistance is typically a major obstacle for many first-time buyers in achieving homeownership. For this reason, the City has established the First-Time Homebuyer Down Payment Assistance Program. Through this program, the City assisted 57 households from 2004 through 2007.
- **HIP Targeted Categories –** The City also continues to use HIP to encourage the development of affordable units. Both the 2005-2007 and 2008-2010 HIP include affordable housing and smaller units as targeted categories, meaning projects that include these units will be given preference for residential allocations.
- **Converted Market Rate Units to Affordable –** There are numerous challenges to preventing the conversion of market rate units to affordable, including the cost of units (requires large subsidies from limited sources) and the illiquidity of the City in contrast with market purchasers and investors. Overcoming these obstacles, the City was able to convert seven units from market rate to below market rate for at least 55 years in 2006.
- **Increased the City's Inventory of Land for Affordable Housing –** One of the City's many affordable housing-related goals is to increase its inventory of City-controlled properties in order set aside these sites for future development of affordable housing. In 2005, city funds

were used to buy land (former Shell site), clean-up the site, design a residential project and secure two of nine units as affordable to special needs population. In 2006, the City began assembling parcels adjacent to an existing townhouse development in the Downtown Specific Plan area to create affordable rental housing with on-site childcare.

PRESERVATION AND IMPROVEMENT OF AFFORDABLE HOUSING

Preserving and improving existing affordable housing is a critical component of the City's overall housing strategy. The City has many programs to facilitate housing improvement and has accomplished numerous objectives during the 2001 – 2006 Housing Element period through these programs, including:

- **Minor Home Repair –** The City's Minor Home Repair Program provides grants to lower income homeowners to cover the cost of minor necessary repairs, such as plumbing, weather stripping, and upgrading to improve ADA accessibility. Between 2004 and 2007, the City assisted 20 households through this program, averaging about five households per year.
- **Owner-Occupied Housing Rehabilitation Loan Program –** This program aids lower- and moderate-income homeowners by providing non-payment loans for major repairs such as roof, furnace, and major electrical or plumbing repairs. It also provides for the installation of amenities for seniors and disabled persons, including wheelchair ramps and rail systems. Between 2004 and 2007, the City assisted 24 households through this program, averaging about six households per year.
- **Home Improvement Rebate Program –** This program focuses on façade improvements for low-income homeowners. In 2005 and 2006, the City assisted a total of 14 households through this program. Furthermore, Housing and Human Services and Neighborhood Preservation staff continue to market the Home Improvement Rebate program in areas with older housing stock and a significant number of code violations.
- **Preservation of At-Risk Units** – Housing developed wholly or partially with public funds should remain affordable to the maximum extent feasible. With that in mind, the Housing and Human Services Division continues to monitor affordable projects at-risk of conversion to market rate. In 2007, the City preserved a 7-unit residential building at risk of converting to market rate.

Provision of Equal Housing Opportunity

Provision of a range of housing choices must be matched by the equal opportunity to access such housing regardless of race, color, religion, sex, sexual orientation, marital status, national origin, ancestry, familial status, disability, or source of income. To promote equal housing opportunities in Livermore, the City accomplished the following during the 2001 – 2006 Housing Element period:

- **Fair Housing Outreach and Education** – The City continues to contract with ECHO Housing to conduct fair housing outreach and education, as well as to investigate complaints of housing discrimination and conduct yearly Fair Housing Audits. For example, in 2007, ECHO tested 10 properties in Livermore for race violations. Of the 10 properties, 3 were found to give differential treatment. ECHO is following up with each of the landlords and providing education. The City also continues to operate and subsidize the City's Multi-Service Center for agencies that primarily serve low-income individuals. Livermore is the only City in the Tri-Valley with a Multi-Service Center. Agencies with permanent space at the Center or that use space on an on-going basis include Alameda County Social Services, Axis Community Health Clinic, CRIL, East Bay Innovations, ECHO Housing and Tri-Cities Homeless Coalition.
- **Housing for the Disabled** – The City continues to refer complaints to CRIL and provide funding support to CRIL for case management for disabled Livermore residents and community education and outreach to local schools. CRIL provides case management and service coordination for about 70 Livermore residents with disabilities per year.

Regional Cooperation to Produce Affordable Housing and Housing for Special Needs Groups

Livermore understands that affordable housing and special needs groups are not unique to the City. Therefore, the City continues to work cooperatively with communities in the region to effectively address affordable housing needs and housing for persons with special needs through the following programs:

- **Tri-Valley Affordable Housing Committee** – Through the Housing Committee, the City coordinates with and supports the Tri-Valley Haven, which provides outreach, social

services and referrals to people with disabilities, and homeless or those at risk of being homeless.

- **Support Tri-Valley Haven** – The City also continues to support the Tri-Valley Haven, an organization that manages shelters for homeless persons (Sojourner House) and for victims of domestic violence (Shiloh House).
- **Tri-Valley Housing Scholarship Program** – The Housing Scholarship Program provides a rent subsidy to individuals in need of affordable housing while in vocational training to become self-sufficient. In FY 2007, $50,000 was used for scholarships. The program is operating at full capacity, and a total of four households have been assisted.
- **Project Independence** – The City also collaborates with the Tri-City Homeless Coalition for "Project Independence," a program for youth transitioning out of foster care to reside in Livermore. In 2007, the program assisted eight youths.
- **Tri-Valley Housing Opportunity Center** – The City continues to partner with the neighboring Tri-Valley cities of Dublin, Pleasanton, San Ramon and Danville, along with local lenders, real estate developers and the real estate sales community in support of the Tri-Valley Housing Opportunity Center (TVHOC). The City of Livermore, using HUD EDI funds, Proposition 46 Housing Funds, In-Lieu Funds, and a first mortgage from the Northern California Community Loan Fund, is providing a loan for the TVHOC to purchase a building to house its administrative offices.
- **Regional Collaboration for Special Needs Groups** – The City provides grant funding and works closely with a variety of non-profit agencies that provide housing services and advocacy for special needs groups, including East Bay innovations (EBI), and Community Resources for Independent Living (CRIL). In 2008, these agencies provided assistance to over 100 persons. The City also collaborates with HOUSE Inc. and Bay Area Community Services (BACS) to provide supportive housing to 30 developmentally disabled persons.

ENERGY EFFICIENCY

Through the Uniform Building Code and State Energy Code, the City continues to facilitate the construction of energy-efficient housing. The City also continues to include the evaluation of energy

efficiency as criteria in the HIP evaluation procedure. Other accomplishments furthering energy efficiency include:

- **GRID Alternatives** – Through the Owner Rehabilitation Program, the City continues to offer low-cost installation of solar panels with GRID Alternatives, a non-profit whose mission is to renewable energy and energy efficiency services to low-income homeowners. Utilizing a variety of rebates and volunteer labor, GRID is able to install solar systems for $7,000. A similar system would cost a homeowner up to $30,000. Four solar panel installations on homes in Livermore have been completed to date.
- **Green Building Ordinance** – In 2007, the City adopted a commercial and residential Green Building Ordinance. The Ordinance requires new residential development to incorporate Green Building measures and achieve a minimum Green Point rating of 50 points as of 2008. Projects competing in HIP must demonstrate compliance with the City's Green Building Ordinance.

5.2 HOUSING GOALS, POLICIES, AND PROGRAMS

The goals, policies, and programs in this Housing Plan are directed to address the following areas:

1. Diversity of Housing Choice
2. Well Managed Growth
3. Production of Affordable Housing
4. Preservation and Improvement of Affordable Housing
5. Provision of Equal Housing Opportunity
6. Regional Cooperation to Produce Affordable Housing and Housing for Special Needs Groups
7. Energy Efficiency

The goals, policies, and programs in this Housing Plan are built upon the 2001-2006 Housing Element and modified to reflect the current and projected needs, public comments from the community involvement process, existing and potential constraints and opportunities, as well as effectiveness and relevancy of existing programs. Table 5-3 at the end of this chapter summarizes the quantified objectives over this Housing Element period.

GOAL 1: DIVERSITY OF HOUSING CHOICE

Address the diverse housing needs of all economic segments of the community by providing or making available a sufficient number of sites for a range of housing types, price levels, and density.

Policy 1.1: Develop an inventory to identify land with adequate and appropriate densities and development standards to meet the Regional Housing Needs Determination.

PROGRAM 1.1.1: RESIDENTIAL SITES INVENTORY

As part of the 2007-2014 Housing Element update, the City has developed an inventory of vacant and underutilized sites available for residential development. The site inventory identifies sites sufficient to accommodate 4,461 residential units (Table 4-11). While the land inventory identifies sufficient sites to address Livermore's total RHND of 3,394 units, it does not provide sufficient sites at residential densities facilitating development affordable to low-income households. Table 5-1 shows Livermore's outstanding need by income level based on its land inventory and residential units constructed since January 2007.

Table 5-1 Remaining Units to Meet 2007-2014 RHND

	Viable Units	*Extremely Low /Very Low*	*Low*	*Moderate*	*Above Moderate*
Land Inventory	4,461	13	603	2,693	1,152
Units Constructed (since Jan. 2007)	243	31	45	78	89
Secondary Dwelling Units	40	40			
Total	4,744	84	648	2,771	1,241
RHND	3,394	1,038	660	683	1,013
Remaining Need	**+1,350**	**-954**	**-12**	**+2,088**	**+228**

The City is shy of meeting its very-low and low-income RHND by 966 units. In order to meet Livermore's very low-income RHND apportionment, the City will identify a sufficient number of sites and acreage feasible for either re-designation to a residential density of 30 or more dwelling units/acre, or increased residential density of 30 or more dwelling units/acre to accommodate the low-income RHND. Housing legislation indicates that sites allowing at least 30 du/acre are appropriate to accommodate lower-income households. The City has already identified several sites that could be re-designated and/or existing density could be increased to facilitate affordable housing:

- **East Side Industrial Transition Area** – The City has identified sites in this area of the City suitable for redevelopment to Urban High-6 Residential (30 – 55 du/acre). With a minimum density of 30 dwelling units/acre and an average density of 46 dwelling units/acre, affordable housing development could be developed on these sites. These sites are adjacent to or in close proximity to the existing Arroyo Vista and Brisa Neighborhood Plan sites, which have already been re-designated to permit residential development.

- **Neighborhood Mixed-Use Designations** – The land inventory identifies two sites that are currently designated Neighborhood Mixed-Low and Neighborhood Mixed-Medium. The City will include an objective to re-designate these sites to Neighborhood Mixed-Use-High, which permits a density range of 24 to 38 dwelling units with an average of 30 dwelling units per acre.

- **Downtown Neighborhood North Side Plan Area** – The land inventory for the Downtown Specific Plan Area identifies sites along Railroad Avenue suitable for increased residential density with a Conditional Use Permit. The City will identify site(s) in this area along Railroad Avenue that could accommodate residential density at a minimum of 30 and up to 50 dwelling units per acre without requiring discretionary review.

Table 5.2 provides a breakdown of potential units that can be accommodated on sites identified in the land inventory as potentially feasible for re-designation as part of this program.

Table 5-2 Units Accommodated through Land Re-Designation

	Acreage	*Proposed Designation*	*Density*	*Units Achieved (Average)*
East Side Transition Area				
	2.12	Urban High – 6	38 – 55 du/acre (46 average)	97
	13	Urban High – 6	38 – 55 du/acre (46 average)	598
	15	Urban High – 6	38 – 55 du/acre (46 average)	690
Downtown Residential Redevelopment Area	7	Downtown Area/ Neighborhood North Side	30 – 50 du/acre (40 average)	280
Total Units on Residential Designations	**37.12**			**1,665**
Neighborhood Mixed – Low	7	Neighborhood Mixed – High	24 – 38 du/acre (31 average)	217 average 121 unit increase from previous designation
Neighborhood Mixed – Medium	6.08	Neighborhood Mixed – High	24 – 38 du/acre (31 average)	188 average 105 unit increase from previous designation
Total Units gained on Mixed-Use Designations	**13.08**			**226**
Total Additional Capacity on sites identified to date:	**50**			**1,891**

The parcel land use inventory (Appendix F, Table F-1) lists specific opportunity sites identified by the City as potentially feasible for re-designation in order to allow increased residential density to meet the City's Residential Sites Inventory Program and RHND. The quantified objectives outlined below will provide a minimum of 22 acres that can be re-designated to accommodate solely residential development at a minimum density of 30 dwelling units per acre and provide an average of 975 units

available to very-low income households to accommodate the City's remaining need of 966 units. Table 5-2 above, however, shows that additional acreage/sites are available and can be redesignated to accommodate solely residential development potentially totaling up to 1,665 units. Increasing density on a minimum of 13 acres of Neighborhood Mixed-Use designations could provide an additional 226 dwelling units for very-low income households.

The City will continue to identify additional feasible sites to meet and/or exceed the acreage objectives outlined below in order to ensure the City's ability to meet the RHND in the affordable income categories.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Provide sufficient sites for development of 3,394 units (1,038 very-low, 660 low, 683 moderate-income, and 1,013 above moderate), including re-designating sites to allow higher density residential by right. The amendments shall be completed within three years as follows: First year: develop list of potential sites for re-designation; second year: work with property owners, developers and community on refining list, begin redesignation of sites; third year: complete redesignation of sites.*	*By 2013*	*Community Development/ Planning Division*	*General Fund*
♦ *Re-designate and rezone sufficient sites to residential designations to allow by right a minimum of 966 units affordable to low- and very-low income households:*	*By 2012*	*Community Development/ Planning Division*	*General Fund*
- *Re-designate and rezone a minimum of 15 acres of land to Urban-High-6 Residential (with a minimum density of 38 du/acre and a maximum of 55 du/acre) to accommodate an average of 690 low-income dwelling units on residentially designated land. Sites shall have a minimum capacity of 16 units. This will provide 50% of the remaining need on sites that allow exclusively residential.*	*By 2012*	*Community Development/ Planning Division*	*General Fund*
- *Amend the Downtown Specific Plan to remove discretionary constraints on a minimum of 7 acres of*	*By 2012*	*Community Development/ Planning Division*	*General Fund*

	land already designated for higher density residential development (with a minimum density of 30 du/acre and a maximum of 50 du/acre). Sites shall have a minimum capacity of 16 units. This will provide an average of 280 new units on residentially designated land.		
	- *Increase densities on at least 2 existing Neighborhood Mixed-Use designations to Neighborhood Mixed-High to provide an average of 226 units (with a minimum density of 24 du/acre and a maximum of 38 du/acre).*	*By 2012*	*Community Development/ Planning Division* / *General Fund*
♦	*In the event that a mixed-use site or a non-vacant site, which has been included in the City's land inventory to meet the RHNA at a specific capacity, is developed commercially or with other non-residential uses, the City will identify an additional mixed-use site with the same or more capacity as the previous site.*	*Ongoing program*	*Community Development/ Planning Division* / *General Fund*
♦	*Maintain a file in the Planning Division of vacant residential acreage, which provides an inventory of land suitable for single-family and multi-family residential development.*	*Ongoing program*	*Community Development/ Planning Division* / *General Fund*
	- *Maintain maps indicating current zoning as well as public facilities and services to these sites.*	*Ongoing program*	*Community Development/ Planning Division* / *General Fund*
♦	*Include information on the Site Inventory on the City's webpage.*	*By 2012*	*Community Development/ Planning Division* / *General Fund*
♦	*Monitor on an annual basis the development of underutilized or vacant residential sites identified to meet the RHND.*	*Annually*	*Community Development/ Planning Division* / *General Fund*
♦	*As outlined in Program 1.1.5, Mixed-use Development, identify additional sites that could be appropriate for residential.*	*By 2012*	*Community Development/ Planning Division* / *General Fund*
♦	*As outlined in Program 2.2.2, conduct a survey of sites that currently do not permit any residential or mixed-uses in order to identify additional sites that have the potential for mixed-use.*	*By 2012*	*Community Development/ Planning Division* / *General Fund*

♦ *Continue to use the HIP Targeted Categories as a mechanism to encourage in-fill developments and lot consolidation for larger projects.*	♦ *Ongoing program.*	*Community Development/ Planning Division*	*General Fund*

Program 1.1.2: General Plan Implementation

The General Plan Update was completed and adopted in 2004 and includes the following re-designations that are now available for residential use:

- 12.4 acres from Neighborhood Commercial to Neighborhood Mixed Low (12-15 du/ac)
- 7.9 acres from Service Commercial to Urban High – 2 (8-14 du/ac)
- 4.8 acres from Low Intensity Industrial to Neighborhood Mixed Medium (15-22 du/ac)
- 12.9 acres from Low Intensity Industrial to Urban High – 3 (14-18 du/ac)
- 35.0 acres from High Intensity Industrial to Urban High – 3 (14-18 du/ac)
- 9.9 acres from High Intensity Industrial to Urban High – 4 (18-20 du/ac)

Five-Year Objectives:	***Timeframe***	***Responsible Agency:***	***Funding:***
♦ *Continue to update and amend the General Plan as needed or requested to facilitate the provision of affordable housing and smart growth principles.*	*Ongoing program.*	*Community Development/ Planning Division*	*General Fund*
♦ *Review infrastructure needs and pursue improvements and upgrades necessary to support intensified development on infill sites within City limits.*	*Ongoing program.*		

Program 1.1.3: Consistency with General Plan Density

Government Code Section 65863 restricts local government from reducing the density on residential sites below the density accounted for in the housing element parcel inventory, without making the finding that:

1. The reduction is consistent with the adopted general plan, including the housing element; and
2. The remaining sites and development potential identified in the housing element are adequate to accommodate the jurisdiction's share of the regional housing need pursuant to Section 65584.

The statute defines a reduction in density or "lower residential density" as fewer units for a site than were projected to be developed on the site in the housing element program. Furthermore, if the proposed density reduction decreases the number of available units below that which was required to meet the City's Regional Housing Need Assessment during the housing element period, then the City must identify available, additional sites with equal or greater residential density sufficient to meet the Regional Housing Need Assessment.

Five-Year Objectives	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *To ensure adequate sites are available throughout the planning period to meet the City's Regional Housing Needs Assessment, and to assist developers in identifying land suitable for residential development, the City will annually update its residential parcel inventory by income category.*	*Ongoing*	*Community Development/Planning Division*	*General Fund*
♦ *Should a proposed density reduction decrease the number of available sites/units below the City's RHNA for the Housing Element period, the City will identify additional sites/units to ensure the RHNA can still be met.*	*Ongoing*	*Community Development/Planning Division*	*General Fund*
♦ *Develop procedure to assess proposed general plan amendments and/or zone changes that would reduce density on residential sites and impact the City's RHNA.*	*Develop procedure by end of 2009.*	*Community Development/Planning Division*	*General Fund*

Program 1.1.4: Downtown Specific Plan Implementation

A Downtown Specific Plan, encompassing 272 acres, was completed and adopted in 2004. A new General Plan mixed-use designation, Downtown Area (DA), was created for the entire area. The Specific Plan created five new plan areas with development standards unique to each district. Density and maximum heights for these various districts are set to facilitate mixed-use development and residential intensification.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to implement the Downtown Specific Plan as needed or requested to facilitate downtown revitalization and the provision of affordable housing and mixed-use.*	*Ongoing program.*	*Community Development/ Redevelopment Agency*	*General Fund*
♦ *Continue to exempt an average of 200 units per year in the Downtown area from the HIP through 2013. This will allow a total of 2,000 units to be available at any time during this timeframe for large scale residential redevelopment catalyst projects.* - *Continue existing DSP policy to carry over unused dwelling unit allocations during the initial ten-year cycle ending in 2013 into subsequent years.* - *Re-evaluate and continue HIP exemption as needed to continue facilitating housing and redevelopment in the Downtown Specific Plan area.*	*Through 2013.*	*Community Development/Planning*	*General Fund*
♦ *Continue to utilize redevelopment funds and RDA assistance to develop key catalyst sites, promote lot consolidation, and pursue Brownfield remediation and cleanup to create opportunities for affordable housing.*	*Ongoing program.*	*Community Development/ Redevelopment Agency*	*Redevelopment Set-aside*
♦ *Monitor the need for infrastructure improvements/upgrades necessary to continue intensified development in the Downtown; and program needed improvements into the City's CIP.*	*Ongoing program.*	*Community Development/ Engineering*	*General Fund*

Program 1.1.5: Mixed-Use Development

The Livermore Planning and Zoning Code (LPZC) permits residential projects in certain commercial zones, including the Central Business District (CB), Commercial Office (CO), and Professional Office (CP) districts. As part of the 2003 General Plan Update, the City re-designated and rezoned specific sites to mixed-use designations including the following:

- Neighborhood Mixed Low (12-15 du/acre)
- Neighborhood Mixed Medium (15-24 du/acre)
- Neighborhood Mixed High (24-38 du/acre)

The neighborhood mixed-use designations are intended to help improve pedestrian orientation in neighborhoods by providing neighborhood commercial services within walking distance of existing residences and integrating housing with commercial development on a single site. Additionally, the 2003 Downtown Specific Plan requires new buildings fronting First Street in the Downtown Core area to be mixed-use and permits mixed-use in other areas of the Downtown.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Use the HIP to emphasize development on infill sites and to target Mixed-Use (commercial/residential) projects.*	*Ongoing program.*	*Community Development/ Planning Division*	*General Fund*
♦ *Identify additional sites that could be appropriate for residential mixed-use development.*	*By 2013*	*Community Development/ Planning Division*	*General Fund*
♦ *Implement Climate Change strategies that support infill, mixed-use, and high density development (Program 2.2.2).*	*With development and implementation of Climate Action Plan (by 2011).*	*Community Development/ Planning Division*	*General Fund*
♦ *To facilitate realistic capacity on mixed-use sites in General Plan areas, the City will develop form-based development standards (Program 1.2.1., Comprehensive Zoning Code Update) that require a minimum percentage of residential development on mixed-use sites.*	*By 2012*	*Community Development/ Planning Division*	*General Fund*
♦ *Revise General Plan FAR restrictions to ensure mixed-use development can occur consistent with form-based development regulations in areas for mixed-use.*	*By 2013*	*Community Development/ Planning Division*	*General Fund*
♦ *Continue existing density incentives to promote mixed-use near transit and allow more intense residential development; also identify additional areas near transit where density incentives can be applied.*	*By 2013*	*Community Development/ Planning Division*	*General Fund*
♦ *Continue to utilize Redevelopment Agency funding and other financial subsidies to promote lot consolidation to increase opportunities for mixed-use development*	*Ongoing program.*	*Community Development*	*Housing Impact Fee, Inclusionary Housing In-lieu Fee, Redevelopment Set-aside.*

Program 1.1.6: BART Land Use

Currently the Bay Area Rapid Transit (BART) district owns land on the east side of town, north of I-580, to accommodate a future commuter rail station. The City's General Plan identifies this BART-owned land as the Greenville Transit Oriented Development Area and provides general plan and zoning designations appropriate for a future commuter transit station, associated station components, and a mixed-use residential area.

BART is considering alternative alignments to extend BART service eastward from the current terminus at the Dublin/Pleasanton BART station. The City is working closely with BART to complete necessary studies and environmental documents to determine the most appropriate location within or adjacent to the City of Livermore.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *When a BART station location is identified in Livermore, review and revise General Plan and Zoning designations to allow for transit oriented, high density, mixed-use development as part of the new location.*	*By 2013 (dependent on BART preferred alignment)*	*Community Development/ Planning Division*	*General Fund*

POLICY 1.2: FACILITATE THE DEVELOPMENT OF A RANGE OF HOUSING

Program 1.2.1: Comprehensive Update of Zoning Code

In order to implement Housing Element goals and further facilitate housing development, the City of Livermore is currently undertaking a comprehensive update of the City's zoning code. The primary purpose of this update is to include form-based regulations, incorporate smart growth principles to reduce vehicle trips, facilitate pedestrian and bicycle travel, encourage infill projects that take advantage of existing infrastructure, and integrate other relevant ordinances and regulations such as green building and water efficiency into the code. Form-based codes are considered an effective development regulation for shaping pedestrian-scaled, mixed-use, and infill development by addressing building form rather than focusing on the segregation of land uses. As it focuses on the visual aspect of development – frequently using photos and graphics to explain the details of the

zoning requirement – form-based codes are considered more readily understandable by residents and developers and can reduce the length of the project review process.

Public Input and Participation

A vital component to the zoning code update project is engaging the community in its creation. This includes soliciting input from citizens, property and business owners, and both residential and commercial developers. As part of the scope of work for the project, city staff and the consultant have developed a comprehensive public input process. This includes: a) stakeholder interviews; b) joint workshops with city commissions and the public; c) and a 3-day, interactive design workshop/studio with emphasis on designated residential focus areas north and south of the Downtown. Planned outreach for the public activities and workshops includes individual postcard mailers and flyers to property owners and the residential development community, newspaper display ads, posted information on the City's website, information stands at public events including the Farmer's Market, posted information on channel 30, and public announcements on the local radio station.

Special attention has been given to notifying and engaging architects, residential developers, property owners—specifically in the residential focus areas—via one-on-one stakeholder interviews, and developing a comprehensive mailing list of local and regional residential builders, developers, and architects.

In the interest of facilitating a range of housing types, the City will also review the appropriateness of existing parking requirements for small single-family or multi-family units of one-bedroom or studios and for seniors and persons with disabilities, and revise as feasible.

The City will also address state regulations pertaining to emergency shelters, single-room occupancy hotels (SRO's), and transitional and supportive housing. The revised code will include specific definitions for each of these housing types, consistent with state law, and will identify zones and/or districts, where these facilities are explicitly permitted.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ ***Stakeholder and Public Participation*** *– Develop participatory public input process that involves stakeholders, property owners, and the residential development community in both the creation and adoption of the code.*	*July 2007 through February 2010.*	*Community Development/ Planning Division*	*CalTrans Grant*
♦ *Include form based regulations where appropriate, as well as the Green Building, Subdivision, and Water Efficient Landscape Ordinances and provisions. The updated code will incorporate smart growth principles to reduce vehicle trips, facilitate pedestrian and bicycle travel and encourage sustainable development and infill projects that maximize the use of existing infrastructure.*	*With completion of zoning code update by February 2012.*	*Community Development/ Planning Division*	*CalTrans Grant*
♦ *Ensure updated zoning districts will allow and reflect the site capacity and permitted densities specified on sites identified in Program 1.1.1. Residential Sites Inventory, and that new form based regulations and development standards do not hinder achieving these densities.*	*With completion of zoning code update by February 2012.*	*Community Development/ Planning Division*	*CalTrans Grant*
- *To this end develop form based regulations and/or new zoning district with development regulations to implement UH-6 General Plan Designation (38-55 du/acre).*	*By 2012*		*General Fund*
♦ ***Parking*** - *Review and revise parking standards as appropriate for seniors and persons with disabilities.* - *Review and revise parking requirements as appropriate for smaller units (studios and one-bedroom units).*	*With completion of zoning code update by February 2012.*	*Community Development/ Planning Division*	*CalTrans Grant*
♦ ***Emergency Shelters, SRO's, and Transitional and Supportive Housing*** - *Define emergency shelters, SRO's, and transitional and supportive housing consistent with state descriptions.* - *Identify zoning districts and/or form based areas where emergency shelters can be permitted without*	*With completion of zoning code by February 2012.*	*Community Development/ Planning Division*	*CalTrans Grant;'*

	discretionary review, and where SRO's will be explicitly permitted; - *Allow transitional and supportive housing to be explicitly permitted as a residential use, subject only to those restrictions that apply to residential uses of the same character in the same zone.*			
♦	*Review zoning code regulations to ensure compliance with fair housing practices.*	*By February 2012.*	*Community Development/ Planning Division*	*CalTrans Grant*
♦	*Complete comprehensive Livermore Planning and Zoning Code update by February 2012.*	*By February 2012.*	*Community Development/ Planning Division*	*CalTrans Grant*
♦	*To facilitate realistic capacity on mixed-use sites in General Plan areas, the City will develop form-based development standards (Program 1.2.1., Comprehensive Zoning Code Update) that require a minimum percentage of residential development on mixed-use sites.*	*By 2012*	*Community Development/ Planning Division*	*General Fund*
♦	*Revise General Plan FAR restrictions to ensure mixed-use development can occur consistent with form-based development regulations in areas for mixed-use.*	*By 2013*	*Community Development/ Planning Division*	*General Fund*

Program 1.2.2: Mobile Home/Manufactured Home

Mobile homes and manufactured housing are defined in the LPZC as single-family dwellings and are permitted in all residential zoning districts in Livermore. In addition, the Zoning Code permits mobile home parks in the Medium Density (RM) and Suburban Multiple (RG) Residential Districts, as well as in Planned Development (PD) districts. The City has not processed any conversions of mobile home parks over the last two Housing Element cycles. The City's Building Division processes one to two permits for manufactured homes annually. In addition, the City provides rehabilitation grants of up to $5,000 through the Minor Home Repair Program. Through this Program, the City assists an average of three mobile homeowners annually.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to allow mobile home/manufactured homes that meet State and City codes, as well as design review requirements in all residential districts*	*Ongoing program.*	*Community Development/ Planning Division*	*General Fund*
♦ *Through the Minor Home Repair Program, continue to provide approximately 15 to 20 rehabilitation grants to upgrade mobile home units during this Housing Element cycle.*	*2009 to 2014.*	*Community Development/Housing and Human Services Division*	*CDBG, HOME, Housing Trust*

Program 1.2.3: Secondary Dwelling Units

The purpose of the Secondary Dwelling Unit Ordinance is to provide opportunities for lower income units, economic support for resident families, and rental units for special needs groups such as the elderly or disabled. The City amended its Zoning Ordinance in June of 2003 to allow secondary dwelling units in conjunction with a single-family residence as a permitted use in all residential zoning districts. The City also streamlined the approval process; secondary dwelling units are now regulated with an Administrative Permit rather than a discretionary Conditional Use Permit. To remove constraints to their production, the City also exempted secondary dwelling units from the City's Green Building Ordinance as well as certain development fees, including the traffic impact fee, sanitary sewer connection fee, park facilities fee, water connection fee, and the in-lieu low income housing fee. Additionally, in a project of more than 50 units, up to 20 percent of the requirement for inclusionary units may be satisfied by including secondary units that are accessory to the market-priced units. This regulation promotes the inclusion of secondary units in larger developments. Approximately 183 secondary units have been accommodated in the South Livermore Valley Specific Plan Area as part of approved plot plans in various subdivision tracts. Between 2004 and 2008, 50 secondary dwelling units were constructed.

Five-Year Objectives	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Promote the development of secondary dwelling units by providing technical assistance and placing information at public counters and City website.*	*By 2010*	*Community Development/ Planning Division*	*General Fund*
♦ *Continue to exempt secondary dwelling units from certain development impact fees.*	*Ongoing program.*	*Community Development*	*General Fund*

POLICY 1.3: ENCOURAGE THE DEVELOPMENT OF HOUSING FOR INDIVIDUALS WITH SPECIAL HOUSING NEEDS

Program 1.3.1: Licensed Community Residential Care Facilities

State law stipulates that mentally and physically disabled persons are entitled to live in normal residential surroundings. A State-authorized, certified or licensed care facility serving 6 or fewer disabled persons is considered a residential use that is permitted in all residential districts. In accordance with State regulations, the use of property for the care of 6 or fewer disabled persons is a residential use for the purpose of zoning in the City of Livermore.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Consistent with State law, continue to allow licensed community residential care facilities in all residential districts as a means of providing housing for these special needs groups.*	*Ongoing program.*	*Community Development/ Planning Division*	*None required*

Program 1.3.2: Universal Design

Universal design improves the accessibility of homes to meet the varied and special needs of households over an extended period of time. Universal design is also known as "design for all" and "lifespan design." The objective is to consider human diversity across the life span to create housing solutions that work not only for residents of all ages and abilities, but visitors as well. The City encourages builders to utilize universal design through its Housing Implementation Program (HIP), which awards additional points to housing projects that incorporate universal design features, such as wheelchair mobility and right or left handed access, into new homes. Recent projects in Livermore that have incorporated universal design include Savannah Terrace and most recently Carmen Avenue Apartments, which incorporated "visitability" standards (i.e. zero thresholds), which enables mobility impaired residents/visitors to access every unit in the complex.

The City also emphasizes Universal Design as part of the City's Green Building Ordinance (see Program 7.1.2) the City includes points for designs geared toward diverse households. Categories include zero step entrances and half baths on the ground floor.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Continue to include universal design features as project specific criteria to achieve a higher project-specific rating in the HIP*	*2011-2014 HIP Program*	*Community Development/ Planning Division*	*General Fund*
♦ *Include universal design as an "emphasized" category in future HIP programs.*	*2011-2014 HIP Program*	*Community Development/ Planning Division*	*General Fund*
♦ *Develop residential design guidelines and standards that encourage "visitability" and universal design features in new homes.*	*By 2013*	*Community Development*	*General Fund*
♦ *Expand consumer awareness by providing information on universal design features at the City's Permit Center and develop resource information for the City's Permit Center website.*	*By 2013*	*Community Development*	*General Fund*

Program 1.3.3: Development of Housing for Persons with Disabilities

As part of the Housing Element update, the City did not identify any governmental constraints that may impede the development and improvement of housing for persons with disabilities. Requests for reasonable accommodation are reviewed and approved at the staff level. The zoning ordinance contains provisions for licensed community care facilities that are consistent with State laws. The City's HIP program also awards additional points for housing with universal design as does the Green Building Ordinance. Furthermore, during the next five year planning period, the City will be reviewing and revising its parking standards as appropriate for persons with disabilities.

The City recognizes that the main constraint to providing housing for persons with developmental disabilities is the high cost of housing. To offset this constraint and encourage development of housing for persons with special needs, the City offers the following incentives:

Monetary Subsidies – The City uses its Housing In-lieu and Affordable Housing funds to provide monetary assistance to developers and non-profits to create special needs housing. The City has provided subsidies to developers for the payment of fees, project construction, and land costs. Special needs housing developments that have been monetarily assisted by the City include the Carmen Avenue Apartments and ValleyCare Senior Housing.

Flexibility in Development Standards – Recognizing the need for flexibility in creating special housing needs, the City supports flexibility in development standards to support special needs housing while still balancing the welfare of the general public. The City has allowed variation in parking, open space and setback standards to facilitate special needs housing including units in Savannah Terrace and the Carmen Avenue Apartments.

Value Engineering – The City also permits flexibility during plan the check process through "value engineering." This permits flexibility in swapping out materials to achieve cost savings, provided the proposed flexibility still meets minimum code requirements.

Marketing and Contract Negotiation – The City is continually seeking and marketing opportunities to facilitate partnerships between non-profits and market-rate developers to create special needs housing. The City also makes itself available to provide other services as needed including assistance in negotiating agreements and contractual arrangements to ensure the long-term preservation of special needs housing. In 2004 the City negotiated a Housing Agreement with a developer to allow a

non-profit service provider, whose mission is to serve developmentally disabled adults, to purchase an affordable unit to serve a developmentally disabled adult. The non-profit purchased the unit and entered into a regulatory agreement with the City to rent the unit as affordable to persons earning less than 80 percent of the AMI.

Incentives to developers, such as the ones listed above, assist in reducing market constraints related to providing affordable units retrofitted to accommodate developmentally disabled individuals (i.e. high cost to build). Additionally, the City also provides assistance to retrofit existing units for special needs and to place persons with disabilities in homes.

Downpayment Assistance – In 2007, the City developed a program incorporating the Fannie Mae Home Choice Program to provide down payment assistance, coupled with incentives to developers, to persons with developmental disabilities. Down payment assistance aids in removing market constraints for individuals who could otherwise not afford to rent or purchase these units. Currently the program has two units (in an 8-unit development) for sale to low income heads-of-household with developmental disabilities.

Subsidies for Retrofits – The City utilizes HUD funding from the CDBG and HOME program to make the appropriate accessibility modifications to existing single and multi-family properties. In previous years, HUD funds were used to rehabilitate properties owned by BACS and House Inc. for persons with developmental disabilities to live independently.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to provide monetary subsidies, such as assistance with fee payments and construction and land costs, to market-rate developers and non-profits to encourage the development of housing for persons with disabilities.*	*Ongoing program.*	*Community Development*	*Affordable Housing Fund and Redevelopment setaside*
♦ *Continue to allow flexibility in standards and as feasible, incorporate flexible standards (such as reduced parking for seniors and disabled as well as smaller units) into the zoning code to facilitate special needs housing.*	*By 2012 (with zoning code update)*	*Community Development/ Planning Division*	*CalTrans Grant and General Fund*

♦ *Continue to provide down payment assistance to provide more affordable housing opportunities for persons with disabilities.*	*Ongoing program.*	*Community Development/ Housing and Human Services*	*Affordable Housing Fund and Redevelopment setaside*

Program 1.3.4: Emergency Shelters, SRO's, and Transitional and Supportive Housing

State law requires that a jurisdiction specify the zoning district(s) where emergency shelters for the homeless, single-room occupancy units, and transitional and supportive housing facilities are permitted. The Livermore Planning and Zoning Code permits community care facilities, including emergency shelters and transitional housing facilities, for six or fewer persons in any residential district, as well as in the Open Space-Agricultural (OS-A) district and in the Professional Office (CP) district. Currently, there are three shelters operating in Livermore, a homeless and a domestic violence shelter operated by the Tri-Valley Haven and a homeless shelter operated by Shepherd's Gate. All three facilities provide a minimum of 6 months of housing for 75 adults and children.

Community care facilities, including emergency shelters and transitional housing facilities, for 7 or more persons are permitted in the Residential Medium Density (RM) district and the Education and Institutions (E) district. They are also permitted with a Conditional Use Permit (CUP) in the following zoning districts: Open Space-Agricultural (OS-A), Suburban Residential (RS), Residential Low Density (RL), Suburban Multiple Residential (RG), Neighborhood Commercial (NC), Central Business District (CB), Commercial Office (CO), and Professional Office (CP).

The zoning code does not define supportive housing, residential hotels or single-room occupancy units, nor does it specify zones where these uses are explicitly permitted. As part of the Zoning Code update, the City will develop specific definitions, consistent with State law, for emergency shelters, single-room occupancy units, as well as transitional and supportive housing. The City will also identify zoning districts or areas where these uses would be explicitly permitted.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ ***Emergency Shelters*** - *Define emergency shelters (separate from community care facilities), consistent with state regulation;* - *Identify zones where emergency shelters can be permitted without discretionary review. (The City will consider those zones where shelters are currently permitted with a CUP i.e. RG, NC, CB, CO, and CP as well as the CS district).*	*With zoning code update by 2012*	*Community Development/Planning*	*With zoning code update (CalTrans Grant)*
♦ ***Single-Room Occupancy Units (SRO's)*** - *Define single-room occupancy units, consistent with state regulation;* - *Identify zoning district(s) where SRO's will be explicitly permitted;* - *Ensure zoning district standards and permitting procedures support this SRO's.*	*With zoning code update by 2012*	*Community Development/Planning*	*With zoning code update (CalTrans Grant)*
♦ ***Transitional Housing*** - *Define transitional housing as multi-family housing providing supportive and case management services for a limited duration, consistent with the state's description; and* - *This use will be explicitly permitted as a residential use, subject only to those restrictions that apply to residential uses of the same character in the same zone.*	*With zoning code update by 2012*	*Community Development/Planning*	*With zoning code update (CalTrans Grant)*

♦ ***Supportive Housing*** - *Define supportive housing as multi-family housing linked to onsite/offsite services, and occupied by a target population, but with no limit on length of stay, consistent with the state's description; and* - *This use will be explicitly permitted as a residential use, subject only to those restrictions that apply to residential uses of the same character in the same zone.*	*With zoning code update by 2012*	*Community Development/Planning*	*With zoning code update (CalTrans Grant)*
♦ *Participate in 2009 regional homeless count to assess local need, where homeless are residing when they are not on the street, and how and where they are accessing services.*	*By end of 2009*	*Community Development/Housing and Human Services*	*General Fund*

Program 1.3.5: Reasonable Accommodation

Pursuant to the Federal Fair Housing Amendments Act of 1988 and the California Fair Employment and Housing Act, the City shall provide individuals with disabilities reasonable accommodation in rules, policies, practices, and procedures. The Community Development Department (CDD) implements these mandates by addressing requests for reasonable accommodation in existing residences through the Building Permit process and in new residential construction through the development review process. Requests for residential housing improvements and alterations are addressed and granted administratively, either through the Code Compliance Review process or the Building Permit plan check process. CDD regularly reviews and accommodates this type of request. For example, the City approved and participated in the development of the Carmen Avenue apartments, which includes universal design features for accessibility in the units as well as the site layout, and also Savannah Terrace, which includes two units specifically constructed with features to accommodate developmentally disabled households.

Additionally, ECHO has also completed several fair housing tests for reasonable accommodations in multi-family rental properties over the last several years and provides regular training for all landlords.

The City also completes these accommodations on single-family and multi-family properties utilizing Federal CDBG and HOME dollars.

As part of Program 1.3.5, the City will consider its procedures for making requests for reasonable accommodation in land use, zoning, and building regulations and will implement policies and procedures for reasonable accommodations. The policies will include information on the application requirements, review procedure, and any required findings.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Adopt policies that reflect the City's existing administrative procedures to address Reasonable Accommodation requests.*	*By 2011*	*Community Development*	*General Fund*
♦ *Develop public handout that outlines the Community Development Department's procedures for reasonable accommodations.*	*By 2011*	*Community Development*	*General Fund*
♦ *Continue to conduct fair housing tests for reasonable accommodations in multi-family rental properties; and regular training to landlords through ECHO.*	*Ongoing program.*	*Community Development/Housing and Human Services*	*General Fund*

GOAL 2: WELL MANAGED GROWTH

Manage residential growth to promote (1) the production of housing to meet local and regional housing needs; (2) growth rate balanced with the provision of infrastructure capacity and public services; (3) a balanced relationship between residential and non-residential development; and (4) the highest quality design for all residential units and neighborhoods.

POLICY 2.1: UTILIZE THE HOUSING IMPLEMENTATION PROGRAM (HIP), TO ENSURE THAT THE DEVELOPMENT OF HOUSING MEETS THE SPECIFIC NEEDS OF THE COMMUNITY, THAT EXISTING AND NEW RESIDENTS ARE ADEQUATELY SERVED BY SERVICES, FACILITIES, AND INFRASTRUCTURE.

Program 2.1.1: Housing Implementation Program (HIP)

The Housing Implementation Program (HIP) is a tool used not only to implement the City's growth management program but also to ensure that a variety of housing types, along with adequate services and site improvements, are provided in the City. The HIP is a competitive process by which residential dwelling unit allocations are distributed to those competing residential developments receiving the highest overall rankings. Competing residential developments are ranked based on various criteria including affordability, size, site design, architectural standards, universal design, and green building. All of the criteria utilized to rank projects in the HIP process are intended to elicit affordable, and sustainable residential projects of the highest quality.

In certain instances, the HIP process allows exemptions to the competitive process to achieve City goals pertaining to affordability, smart growth, infill development, and resource preservation. For example, projects in the Downtown Specific Plan Area are exempt from the HIP process to facilitate the production of affordable, higher density residential development close to transit, jobs, and services. Similarly, projects that make at least 35% of the units affordable to very-low income households are also exempt from this process.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to implement the HIP as a means of managing and balancing growth with the provision of a variety of housing types, as well as adequate services, facilities, and infrastructure.*	*Ongoing program, 2009-2014.*	*Community Development/ Planning Division*	*General Fund*

♦ *Consistent with General Plan policy, future HIP programs shall address the need to provide very low- and low-income housing units to meet ABAG's housing needs determination; and shall establish allocations sufficient to accommodate any remaining RHNA through 2014.* - *In the event there are insufficient allocations in any specific program area such as TDC allocations, for sites identified in the inventory, the City will reprogram allocations as needed in order to meet the City's regional need.*	*By 2011(2011-2013 HIP); and by 2014 (2014 to 2016 HIP).*	*Community Development/ Planning Division*	*General Fund*
♦ *Continue to allow exemptions to the HIP competition in the Downtown and in conjunction with the TDC Program to achieve City goals pertaining to smart growth, infill development and resource preservation*	*Ongoing program.*	*Community Development/ Planning Division*	*General Fund*
♦ *Continue to allow the HIP exemption for projects with at least 35% very-low income units and emphasize these types of projects.*	*Ongoing program*	*Community Development/ Planning Division*	*General Fund*
♦ *Provide information on emphasized categories on Community Development website and conduct outreach to local developers.*	*By 2011(2011-2013 HIP); and by 2014 (2014 to 2016 HIP).*	*Community Development/ Planning Division*	*General Fund*

POLICY 2.2: EMPHASIZE AND ADDRESS CLIMATE CHANGE, IN PARTICULAR THE REDUCTION OF GHG EMISSIONS ASSOCIATED WITH VEHICLE TRAVEL, THROUGH SMART GROWTH HOUSING OBJECTIVES AND ACTIONS

Program 2.2.1: CLIMATE CHANGE ELEMENT

The City of Livermore is currently undertaking the creation of a Climate Change Element as an amendment to the General Plan. The purpose of the Climate Change Element is to propose a new goal to reduce greenhouse gas emissions within the community consistent with the targets of AB 32: *by 2020, the City of Livermore shall seek to reduce greenhouse gas emissions under the control of the City to a level 28 percent less than 2020 "Business as Usual."* The first objective of the Climate Change Element is to adopt a Climate Change Action Plan by 2010 that will help the City address climate change, including setting a GHG emissions reduction target and specific actions the City will undertake to reduce GHG emissions consistent with AB 32's goals.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency*	*Funding:*
♦ *Adopt Climate Change Element*	*End of 2009*	*Community Development/ Planning Division*	*General Fund*
♦ *Develop and Implement Climate Change Action Plan*	*By 2011*	*Community Development/ Planning Division*	*General Fund*

Program 2.2.2: Support infill, mixed-use and higher density development

As part of the proposed Climate Change Element to reduce GHG emissions, the City of Livermore has identified an objective to encourage and provide greater support for infill, mixed-use, and higher density development. The following 5-year objectives are consistent with the policies outlined in the proposed Climate Change Element and will reinforce proposed Housing Element policies and programs to provide a range of housing types, price levels, and density.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Conduct survey of sites that currently do not permit any residential or mixed-uses in order to identify additional sites that have the potential for mixed-use development.*	♦ *End of 2012*	*Community Development/ Planning Division*	*General Fund*
♦ *Analyze current zoning and development regulations and development standards to identify constraints that may limit mixed-use development.*	♦ *End 2012*	*Community Development/ Planning Division*	*General Fund*
♦ *Develop criteria to identify sites appropriate for residential infill, mixed-use, and higher density development, such as proximity to transit, availability of commercial services, compatibility with surrounding land uses and scale of development, lack of land use conflicts, and applicability of CEQA Section 15332 ("Infill Development Projects").*	♦ *End 2012*	*Community Development/ Planning Division*	*General Fund*
♦ *Expand allowable baseline densities of mixed-use designations located within close proximity and/or within activity centers that can be served efficiently by public transit and alternative transportation modes.*	♦ *End 2012*	*Community Development/ Planning Division*	*General Fund*
♦ *Investigate the feasibility of establishing minimum residential densities in areas designated for transit-oriented, mixed-use development to ensure higher density in these areas.*	♦ *End of 2012*	*Community Development/ Planning Division*	*General Fund*
♦ *Develop incentives for infill, mixed-use, and higher density development in close proximity to public transportation corridors.*	♦ *End of 2012*	*Community Development/ Planning Division*	*General Fund*

GOAL 3: PRODUCTION OF AFFORDABLE HOUSING

Encourage the provision and long-term availability of housing affordable to all economic segments of the community, and dispersed and integrated throughout the community.

POLICY 3.1: FACILITATE THE PRODUCTION OF AFFORDABLE HOUSING FOR ALL ECONOMIC SEGMENTS OF THE CITY, CONSISTENT WITH CITY HOUSING GOALS AND POLICIES AND THE REGIONAL HOUSING NEEDS DETERMINATION.

Program 3.1.1: Inclusionary Housing

The Inclusionary Ordinance, updated in 2005, requires that 15 percent of all units in a residential development within General Plan areas and 10 percent in Redevelopment Plan areas (including the downtown) be set-aside as affordable to lower income households. The Ordinance specifically requires that these affordable units must be constructed. The Ordinance does not permit exemptions to the 15 percent affordability requirement; however, it does allow for alternative means of compliance for all or a portion of the affordable housing requirement. Alternative means of compliance may be provided through one of five ways:

- In-lieu Fee – a developer may satisfy the affordable housing requirement by paying an in-lieu fee for each market-priced unit.
- Secondary Units – in a project of more than 50 units, up to 20 percent of the requirement for inclusionary units may be satisfied by including secondary units that are accessory to the market-priced units. Each secondary unit provides a credit of 20 percent of a required affordable unit, regardless of size or other minimum standards.
- Off-site Construction – the reserved housing may be constructed on a site other than the primary project site. Off-site affordable units must meet the same requirements as those located on the project site (in terms of comparability to market-rate, etc.) In addition, an alternative site must already be identified.
- Dedication of Land – a developer may dedicate a parcel of land suitable for development of housing units equal to or exceeding the number of affordable units required to be provided. The General Plan designation and zoning on this parcel must be consistent with the intended use, and there must be direct access to improved streets and utilities.

- State housing law also mandates alternate means for complying with local inclusionary provisions. Section 65589.8 permits developers to satisfy inclusionary housing requirements by constructing rental housing at affordable monthly rents, as determined by the local government. While the Ordinance does not specify this alternative, consistent with state legislation, the City does permit this option as requested. An objective has been added to program 3.1.1 to clarify this further clarify implementation of this option in the language of the Ordinance.

This program effectively helps to reduce market constraints to the provision of affordable housing by requiring developers to build a percentage of affordable units as part of their projects. Between 2005 and 2007, a total of 75 affordable units were constructed as a result of the inclusionary requirement.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Continue to implement the inclusionary housing policy.*	*Ongoing*	*Community Development/ Planning and Housing and Human Services Divisions*	*General Fund*
♦ *Through the Housing Implementation Program (HIP), continue to require developers to identify the location and sites of inclusionary units.*	*Ongoing*	*Community Development/ Planning and Housing and Human Services Divisions*	*General Fund*
♦ *Continue to use Affordable Housing Fee Fund to provide affordable housing opportunities for lower income households.*	*Ongoing*	*Community Development/ Planning and Housing and Human Services Divisions*	*Affordable Housing Fund*
♦ *Update feasibility analysis to reflect current market conditions:* - *As part of feasibility study explore options to streamline and clarify the alternative compliance process; and* - *Add a provision to the Ordinance to allow a portion of the Inclusionary percentage to be a cash payment. Suggested provision is 2 percent*	*Within one year of Housing Element adoption*	*Community Development/ Planning and Housing and Human Services Divisions*	*General Fund*

of the 15 percent requirement. - *Also clarify in the language of the ordinance implementation details of Government Code section 65589.8, which requires cities to permit rental housing to satisfy inclusionary requirements.*			
♦ *During the time the feasibility analysis is being completed, allow developers to use one of the alternative forms of compliance to the must build requirement without prior City Council approval.*	*Upon adoption of Housing Element until Feasibility Study is complete.*	*Community Development/ Planning and Housing and Human Services Divisions*	*General Fund*

Program 3.1.2: HIP Exemptions and Targeted Categories

The HIP process exempts residential developments of 4 units or less, residential projects in the downtown, residential project participating in the TDC program, as well as housing developments providing 35 to 50 percent of the units as affordable. Furthermore, the HIP can target specific types of housing and/or geographic areas within the City thereby giving affordable units a competitive advantage over other projects. Both the 2005-2007 and 2008-2010 HIP included affordable housing and smaller units as targeted categories, meaning they were given preference for residential allocations.

The HIP program offsets or aids in reducing market constraints on the production of a variety of housing types including affordable units by targeting or emphasizing (i.e. giving preference) to infill projects and projects that utilize the City's density bonus and/or provide smaller units.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Continue to use targeted categories in the HIP process as a mechanism to achieve housing affordable to lower income households in the community.*	*2011 to 2013 HIP*	*Community Development/ Planning Division*	*General Fund*

Program 3.1.3: Density Bonuses

The State's density bonus law (Government Code section 65915 – 65918) was significantly modified in 2004 by SB1818 (effective January 1, 2005)[21]. The changes reduced the proportion of affordable units needed to obtain a density bonus, increased the maximum bonus from 25 to 35 percent, required local governments to grant additional concessions, and added a bonus for land donation. The City applies the updated State Density Bonus regulations to new residential projects. Although the City complies procedurally with State Density Bonus law, the updated regulations have not been revised in the Livermore Planning and Zoning Code (LPZC).

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Update LPZC Section 3-05-090 "Density Bonuses for Affordable and Senior Housing" to reflect current State Density Bonus regulations and City practices consistent with the new regulations.*	♦ *By 2011*	*Community Development/ Planning and Housing and Human Services Divisions*	*General Fund*

Program 3.1.4: Livermore General Plan Density Incentives

In addition to the State mandated density bonus for affordable housing and other City practices such as the HIP exemptions and inclusionary requirements, the City's General Plan outlines density incentives for the production of affordable senior citizen and very-low income housing. A development meeting the criteria outlined below may receive these incentives. If a development meets the criteria for both the affordable senior bonus and the very low-income bonus, it is eligible to use both bonuses for a potential density increase of up to 95 percent. Each bonus will be calculated separately based upon the maximum number of units permitted by the General Plan and zoning designations on the sites.

[21] The State's density bonus law formerly provided a 25 percent increase in density in exchange for 10 to 20 percent affordable housing.

Senior Citizen Housing Incentive Program: This program provides up to a 45 percent density increase for senior citizen rental housing meeting the following criteria:

- The project will serve low and/or very low income senior citizen rental housing needs;
- The dwelling units will not exceed 700 square feet each, plus common facilities;
- The project will be located in an area with adequate public facilities and uses, or the project will otherwise supply these needs.

Very-Low Income Housing Incentive Program: This program provides a density bonus of up to 50 percent for a project that includes at least 25 percent of its units as affordable to very-low income households. Consistent with State density bonus law, as periodically amended, the density bonus units shall not be included when calculating the required number of very-low income units.

The City Council has a track record of granting density bonuses for senior and very low-income residences, including Gardella Plaza and Carmen Avenue.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to use the Livermore General Plan density incentives for senior and very-low income housing.*	*Ongoing program.*	*Community Development/ Planning and Housing and Human Services Divisions*	*General Fund*
♦ *Continue to encourage the use of both the State and City Density Bonus Programs to achieve housing affordable to lower income households in the community.*	*Ongoing program.*	*Community Development*	*General Fund*

Program 3.1.5: Conversion of Market-Rate to Affordable Units

The City has increased the existing affordable housing stock by converting market rate units to affordable units. Utilizing the Affordable Housing Fee fund, the City provides financial assistance to non-profit organizations to purchase existing housing units, which could be upgraded to provide accessibility to households with special needs.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to provide financial resources to non-profit organizations to convert and increase the existing affordable housing stock.*	*Ongoing program.*	*Community Development/ Housing and Human Services Division*	*Affordable Housing Fund*
♦ *Provide funds annually to convert 2 to 3 units per year.*	*2009 through 2014*	*Community Development/ Housing and Human Services Division*	*Affordable Housing Fund*

POLICY 3.2: ACTIVELY PURSUE AND UTILIZE A VARIETY OF FUNDING RESOURCES AND PUBLIC/PRIVATE PARTNERSHIPS IN THE DEVELOPMENT OR PURCHASE OF HOUSING AFFORDABLE TO LOWER AND MODERATE-INCOME HOUSEHOLDS

Program 3.2.1: Low-Income Housing Impact Fees

The City charges new non-residential developments a low-income housing fee in order to assist in the provision of affordable housing within the community. Currently, the City generates approximately $500,000 annually from this source of funding. The Housing Impact Fee serves a valuable function in offsetting market constraints by channeling funding to the production of affordable housing in the community.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to use Housing Impact Fee to provide affordable housing opportunities for lower income households.*	*Ongoing*	*Community Development*	*Housing Impact Fee*
♦ *Review fee annually and adjust if warranted.*	*Annually 2009-2014*	*Community Development*	*General Fund*

♦ *Create an average of 10 to 15 lower-income units annually over the 2009 – 2014 period.*	*Annually 2009-2014*	*Community Development*	*General Fund for staff time and Housing Impact Fee for subsidies*

Program 3.2.2: Acquire Land for Affordable Housing

The Redevelopment Agency, working in conjunction with the Housing and Human Services Division, will purchase available property for future affordable housing development. Land banking will ensure the preservation of areas in the City for future affordable housing by removing these areas from the private development market and allowing the City to develop affordable projects serving special needs groups in conjunction with non-profit organizations. The concept of land banking was used to purchase land for the approved 10.5-acre Valley Care Senior Housing site and the 5-acre Arbor Vista Senior Housing development.

The City will also explore other mechanisms to facilitate the development of affordable housing, including investigating the feasibility of establishing a land trust in order to reduce the cost of development to affordable housing developers and to ensure the units remain affordable over time. In 2006, the Habitat for Humanity project on Hayes Street used a land trust model for permanent financing and to maintain affordable indefinitely to very low and low income households. The City is also land banking properties in the Downtown Redevelopment Area for this purpose.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Utilize a variety of funding resources to increase the City's inventory of City-controlled properties to be set aside for future development of affordable housing.*	*Ongoing program.*	*Community Development*	*Housing Impact Fee, Inclusionary Housing In-Lieu Fee, Redevelopment Set-Aside, CDBG, and HOME.*
♦ *Investigate the feasibility of establishing a land trust.*	*By 2012*	*Community Development*	*General Fund*

Program 3.2.3: Affordable Housing Developers

Affordable housing developers, particularly nonprofit developers, are key players in the production, preservation, and maintenance of affordable housing. These agencies also have access to a greater range of public and private funds for housing activities. The City will continue to work in partnership with nonprofit organizations to facilitate the development of quality affordable housing. During the last reporting period, the City worked with Eden Housing to develop a 40-unit very low income senior apartment complex (Vandenburg Villa) and Affordable Housing Associates and Allied Housing to develop a 30-unit extremely low-income multi-family apartment complex (Carmen Avenue). The creation of each development required a coordinated effort between the nonprofit developers and the City to reach the level of affordability at the two complexes. The City regularly meets with affordable housing developers to discuss future affordable housing opportunities in Livermore.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to foster relationships with affordable housing developers active in the region.*	*Ongoing program.*	*Community Development/ Housing and Human Services Division*	*General Fund*
♦ *Conduct 2-3 developer workshops to provide information on the HIP and development incentives offered by the City.* - *Market TDC exemption or waiver for affordable housing*	*2009 to 2014*	*Community Development/ Housing and Human Services Division*	*General Fund*
♦ *Conduct outreach on incentives and HIP targeted categories at the yearly Real Estate Roundup*	*Annually*	*Community Development/ Housing and Human Services Division*	*General Fund*

Program 3.2.4: Subsidies

The City utilizes a variety of its funding sources to subsidize affordable housing development in Livermore. Subsidies are given directly to an applicant to help build affordable or special needs housing projects to implement the City's housing needs and goals. Subsidies are also provided in the waiver of the Transferrable Development Credit Fee for affordable housing units identified in residential developments, and developers may amortize the payment of development fees over time to meet affordable housing goals.

Given current economic conditions, the City is also proposing to implement an economic stimulus fee deferral program, which will help incentivize development at this time. Such a program would defer the affordable housing fee, and city sewer, storm drain, water connection, and traffic impact fees. As part of this program, the City will also work with other local and regional agencies for which the City collects fee to encourage similar deferral programs for their development impact fees.

As stated in the previous program, the City regularly meets with affordable housing developers to discuss future affordable housing opportunities in Livermore. Information on funding is also dispersed via the City's website on both the Community Development Department and Economic Development Department web pages.

From 2001 to 2005, the City assisted, through subsidies, in the development of approximately 150+ units affordable to low- and very-low income including Carmen Avenue Apartments, Las Posadas, Savannah Terrace and both phases of ValleyCare Senior Housing. The City continually strives to assist in providing and preserving as many affordable units as possible. Given current economic conditions, the City expects to continue assisting, at a minimum, 50 units during this housing element cycle, but will strive to exceed this amount.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Facilitate affordable housing production by continuing to provide subsidies to affordable housing projects meeting specific goals of the City.*	*Ongoing program*	*Community Development*	*Housing Impact Fee, Inclusionary Housing In-Lieu Fee, Redevelopment Set-Aside*

♦ *Continue to meet regularly with developers to discuss subsidy opportunities and also periodically conduct developer workshops to disperse information.*	*Ongoing program.*	*Community Development*	*General Fund*
♦ *Assist in the development of a minimum of 50 affordable units over the next five years.*	*2009 through 2014*	*Community Development*	*Housing Impact Fee, Inclusionary Housing In-Lieu Fee, Redevelopment Set-Aside*
♦ *Create an economic stimulus fee deferral program and adopt ordinance to implement*	*End of 2010*	*Community Development*	*General Fund to create and administer program.*

POLICY 3.3: PROVIDE HOUSING ASSISTANCE TO LOWER AND MODERATE-INCOME HOUSEHOLDS AND OTHER HOUSEHOLDS WITH SPECIAL NEEDS.

Program 3.3.1: First-Time Homebuyer Down Payment Assistance Program

The City provides mortgage assistance for down payment, closing costs, and secondary financing utilizing various local, state, and federal funding sources to assist low- and moderate-income first-time homebuyers. During the last reporting period, the City provided over $5,000,000 in mortgage assistance utilizing local ($713,875), state ($3,834,614) and federal ($499,357) funds to 110 first-time homebuyers. The total market value of homes purchased during this period through the City's programs is more than $44,500,000. Due to the recent decline in home prices, the City also appropriated additional funding for this program in 2008 to further help lower and moderate income homebuyers achieve homeownership in Livermore.

The City informs the public of potential upcoming Assistance Programs through its website, newsletter, e-mail distribution, flyers, newspaper notices, and brochures at the public counter.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to assist an average of 10-15 households annually over the 2009 – 2014 period.*	*2009 through 2014*	*Community Development/ Housing and Human Services Division*	*Housing Impact Fee, Inclusionary Housing In-Lieu Fee, Redevelopment Set-Aside*

♦ *Continue to promote and provide information about the program on the City's website, newsletter, through e-mail distribution, local advertising, and with brochures and handouts at the City's permit center counter.*	*Ongoing program.*	*Community Development/ Housing and Human Services Division*	*General Fund*

Program 3.3.2: Rental Assistance

The primary form of rental assistance to low-income and/or special needs households is the federally funded Section 8 program, administered through the Livermore Housing Authority. Previously the program included a voucher system that provided over 700 tenant-based vouchers to low-income households. The U.S. Department of Housing and Urban Development now provides funding for Section 8 programs based on a budgeted amount (no longer a set number of vouchers). In 2008, the Livermore Housing Authority successfully leveraged their budgeted equivalent of 720 certificates to provide housing assistance payments to 730 households.

The City's Housing and Human Services Division has worked closely with the Livermore Housing Authority to expand the Section 8 program and increase the number of households assisted by promoting it to existing property owners and developers of new rental housing with a focus on providing housing opportunities for special needs population. This effort has included meeting with developers with projects underway to negotiate participation in the program. During this reporting period, the City was able to successfully procure 12 Project Based Section 8 vouchers in the newly developed Carmen Avenue Apartments and one Project Based voucher for a City-owned rental unit to assist developmentally disabled households. The City also includes information on the Section 8 program on their website and lists project-based units in the Tri-Valley Affordable Housing Directory brochure.

In an effort to better serve disabled households, the City also works closely with the Livermore Housing Authority (LHA), Community Resources for Independent Living (CRIL) and East Bay Innovations to identify landlords in need of assistance with making modifications for disabled persons with Section 8 vouchers.

The City also provides monetary assistance to the LHA through capital subsidies and improvement loans. The LHA owns and manages three apartment complexes in Livermore, which provide low- and very-low income rental housing opportunities for an additional 138 households, including 9 units that specifically provide transitional housing. The City has provided financial assistance to upgrade these residential units, and most recently loaned the LHA approximately $690,000 to acquire and rehabilitate two small blighted apartment buildings to create and preserve new affordable units. In 2009, the City expanded its Workforce Housing Program to increase rental opportunities as well.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Pursue Federal funding to maintain Section 8 Rental Assistance Program.*	*Ongoing program.*	*Livermore Housing Authority and Community Development/Housing and Human Services Division*	*General Fund*
♦ *Assist Livermore Housing Authority (LHA) to maintain and/or increase the amount of rental housing available to very-low income households as well as the amount of households assisted through the Section 8 program:*	*Ongoing program*	*Community Development/Housing and Human Services*	*General Fund*
- *Provide technical assistance with property acquisition and administrative assistance with Advisory Board; Provide information on LHA on City's website.*	*Ongoing program.*	*Community Development/Housing and Human Services*	*General Fund*
- *Increase promotional efforts with development community and existing property owners regarding Section 8 program;*	*By 2014.*	*Community Development/Housing and Human Services*	*General Fund*
- *Continue to provide capital funds as needed to the LHA to upgrade rental housing owned and managed by the LHA.*	*Ongoing program*	*Community Development*	*Affordable Housing Fund*
♦ *Work with LHA, and CRIL and East Bay Innovations, to identify landlords in need of assistance with making modifications for disabled persons within the Section 8 program.*	*Ongoing program.*	*Community Development/Housing and Human Services*	*CDBG, HOME, and Housing In-lieu Funds*

♦ *Continue to advertise program on City website, newsletter, and provide brochures on website and at permit center and other public counters.*	*Update information as needed or annually.*	*Community Development/Housing and Human Services*	*General Fund*

Program 3.3.3: Workforce Housing Program

As part of the City's efforts to increase affordable homeownership opportunities, the City established the Local Workforce Housing Program in 2008. The Local Workforce Housing Program creates homeownership opportunities for people who currently work in Livermore but live outside the city limits. The Local Workforce Housing Program enables the City to offer more affordable housing opportunities to its workforce, help reduce average commute vehicle miles traveled, and ease the demand for greenbelt development and subsequent sprawl.

The program is advertised on the City's website, newsletter, and through brochures and handouts at the City's Community Development Department Permit Center.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Continue to offer downpayment assistance, to people who work in Livermore but live outside of the area.*	*Ongoing program.*	*Community Development/ Housing and Human Services Division*	*Affordable Housing Fund*
♦ *Expand program to provide rental opportunities as well as homeownership to five to 10 households who work in Livermore, but live outside the area.*	*By end of 2014*	*Community Development/ Housing and Human Services Division*	*Affordable Housing Fund*
♦ *Continue to provide updated information to the public regarding this program on the City's website, newsletter, and at the CDD Permit Center Counter.*	*Ongoing, update information annually or as needed.*	*Community Development/ Housing and Human Services Division*	*General Fund*

Program 3.3.4: Foreclosure Prevention and Financial Education

Though foreclosure has not been a significant issue in Livermore compared to other cities in California, the City is committed to providing its homeowners and future homeowners with financial education. The intent of this education is to assist residents facing foreclosure and to help homebuyers and homeowners make informed decisions about their home finances and mortgage. The City has partnered with the Tri-Valley Housing Opportunity Center (TVHOC) to provide foreclosure prevention counseling to residents. Created in 2005 by the cities of Livermore, Dublin, Pleasanton, San Ramon and Danville, the TVHOC primarily serves low- to moderate-income families, acting as a one stop shop for housing resources. The TVHOC, through its pre- and post-purchase counseling (including foreclosure prevention), asset development and financial literacy education programs, helps residents gain access to affordable housing opportunities and provides them with the tools to maintain and stabilize their housing choices.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Assist TVHOC to conduct 2 workshops on foreclosure prevention and financial education.*	*By 2012*	*Community Development/ Housing and Human Services Division*	*General Fund.*
♦ *Provide information on the City's website regarding foreclosure prevention, home financing and upcoming workshops and classes.*	*Ongoing, update information annually or as needed.*	*Community Development/ Housing and Human Services Division*	*General Fund.*

Program 3.3.5: Redevelopment Funding

Pursuant to State law, the Livermore Redevelopment Agency is required to set-aside 20 percent of all tax increment revenue generated from the redevelopment project area to increase, improve, or preserve affordable housing. State law also requires that a Redevelopment Agency's 5-year implementation plan is consistent with the City's Housing Element.

The City has and will continue to assist projects that provide affordable and/or special needs housing. It will continue to coordinate and provide consistency between the Redevelopment Agency Implementation Plan and the City's Housing Element programs.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Coordinate update of the City's 2009-2014 Redevelopment Implementation Plan to ensure consistency with the goals, programs and objectives of the Housing Element.*	*End of 2009*	*Community Development/ Housing and Human Services Division*	*Redevelopment Setaside*
♦ *Make projects that provide housing for extremely low-income households a priority.*	*End of 2009*	*Community Development/ Housing and Human Services Division*	*Redevelopment Setaside*
♦ *Continue use of redevelopment funding and administrative assistance to increase the feasibility of providing additional affordable housing (including extremely low-income units) on smaller infill sites, particularly in the Downtown.*	*Ongoing program*	*Community Development/ Housing and Human Services Division*	*Redevelopment Setaside*
- *Greiner Site – Redevelop 2,500 square foot, vacant Greiner site on First Street, into 3-story mixed-use development with 2-stories above first floor providing residential units affordable to extreme-low income households.*	*By 2012*	*Community Development/ Housing and Human Services Division*	*Redevelopment Setaside*

♦ *Facilitate opportunities for lot consolidation in the Downtown, through subsidies and administrative assistance, to increase the feasibility of providing additional affordable housing.*	*Ongoing program*	*Community Development/ Housing and Human Services Division*	*Redevelopment Setaside*
- *Chestnut Property – Acquire additional property adjacent to four city-owned parcels along Chestnut Street to consolidate land for development of an affordable housing project.*	*By 2012*	*Community Development/ Housing and Human Services Division*	*Redevelopment Setaside*

GOAL 4: PRESERVATION AND IMPROVEMENT OF AFFORDABLE HOUSING

Preserve and improve the existing affordable housing stock and neighborhoods.

POLICY 4.1: IMPROVE THE QUALITY OF EXISTING AFFORDABLE HOUSING

Program 4.1.1: Minor Home Repair Program

This program provides grants of up to $5,000 to lower income homeowners to cover the cost of minor necessary repairs. Repairs include plumbing, weather stripping, electrical work, and upgrades to provide accessibility per the Americans with Disabilities Act (ADA) requirements. The City promotes all of its Housing Rehabilitation programs on the website, provides brochures at the City's public counters, conducts targeted mailings and disseminates information through local agencies The program is supported with U.S. Department of Housing and Urban Development (HUD),Community Development Block Grant (CDBG), and Investment Partnership Program (HOME) funds. Although there is an increased need for funding based on the number of applications received, the funding allocations for CDBG and HOME have not increased. The City receives about 25 applications to the program and about 75 to 100 inquiries annually. The City supplements the program with Housing Trust Funds, although this source of funding remains static due to the current development slowdown.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Assist 6-8 lower income households annually.*	*Ongoing 2009 through 2014.*	*Community Development/ Housing and Human Services Division*	*CDBG, HOME, Housing In-lieu*
♦ *Continue to advertise program in City website, newsletter, through targeted mailings, and with brochures distributed at public counters and to local agencies*	*Ongoing 2009 through 2014*	*Community Development/ Housing and Human Services Division*	*General Fund*

Program 4.1.2: Owner-Occupied Housing Rehabilitation Loan Program

This program aids lower and moderate income homeowners by providing deferred payment loans of up to $35,000 for major repairs such as roof, furnace, and major electrical and plumbing repairs. The program also provides for installation of special amenities such as wheelchair ramps, support rail systems, and security/safety devices in housing occupied by elderly and disabled.

The City assists three to four homeowners through the loan program every year. The amount of repairs needed by homeowners is consistently at the loan maximum and the total program budget has not increased, as Federal funding sources to support the program have remained static. In addition, State funding for rehabilitation programs has become increasingly static due to State budget concerns.

The City advertises this program through its website and by providing informational materials at the City's public counters, disseminating information through the City's Neighborhood Preservation officers, and distributing materials to local agencies, especially those providing services to seniors and disabled persons. Demand for the program exceeds the amount of funding available for loans; therefore, the City assists homeowners with the most urgent health and safety repair needs.

The City has also marketed the solar component of this program in coordination with GRID Alternatives. Homeowners are provided with solar panels and the installation is free through this collaboration with GRID. The City has completed four installations through the Rehabilitation Loan Program.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Assist 3-4 lower income households annually.*	*2009 through 2014.*	*Community Development/ Housing and Human Services Division*	*CDBG, HOME, Housing In-lieu*
♦ *Continue to advertise program in City website, newsletter, through Neighborhood Preservation officers, local agencies, and by providing brochures at public counters in both English and Spanish*	*Ongoing. Update information annually or as needed.*	*Community Development/ Housing and Human Services Division and Neighborhood Preservation*	*General Fund*
♦ *Collaborate with nonprofit agencies, such as GRID Alternatives, that can assist with home repairs and alterations.*	*Ongoing program.*	*Community Development/ Housing and Human Services Division*	*CDBG, HOME, Housing In-lieu*
♦ *Develop a Healthy Homes Initiative that provides outreach and education to help people maintain their homes.*	*By 2010*	*Community Development/ Housing and Human Services Division and Neighborhood Preservation*	*CDBG, HOME, Housing In-lieu*

Program 4.1.3: Rental Rehabilitation Program

As part of the Rental Rehabilitation Program, the City provides rehabilitation loans to landlords who, in return, agree to set aside a portion of the units for lower-income households in the rehabbed complex or development. The City secures an agreement with the landlord to ensure these units remain affordable for a minimum of 55 years and potentially up to 99 years. Participation has been sporadic as property owners are often concerned about encumbering their properties without increased rental income to offset the cost. In order to alleviate this concern and increase participation in the program, the City is currently working to modify the program by identifying a more permanent funding source.

Additionally, the City is currently targeting blighted duplexes and has funded the acquisition of two small apartment buildings by the Livermore Housing Authority in the Chestnut/I Street corridor of Livermore to create new affordable units.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Modify Rental Rehabilitation Loan program by identifying a permanent funding source to assist property owners with upgrades.*	*By 2012*	*Community Development/ Housing and Human Services Division*	*To be determined*
♦ *Continue targeting blighted duplexes that can be acquired and rehabbed to provide affordable rental housing.*	*Ongoing program.*	*Community Development/ Housing and Human Services Division*	*Affordable Housing Fund*
♦ *Create 10 additional affordable units annually through the rental rehabilitation program, or create 50 rehabbed units within 5 years (target larger projects).*	*2009 through 2014.*	*Community Development/ Housing and Human Services Division*	*Affordable Housing Fund*

Program 4.1.4: Historic Preservation Tax Credits (Mills Act)

Enacted in 1972, the Mills Act (specifically the Mills Act Property Tax Abatement Program) grants participating cities the authority to enter into contracts with owners of qualified historic properties who actively participate in the restoration and maintenance of their properties while receiving property tax relief. The Mills Act allows local governments to design preservation programs to accommodate specific community needs and priorities for rehabilitating entire neighborhoods, encouraging seismic safety programs, contributing to affordable housing, promoting heritage tourism, or fostering pride of ownership. The Mills Act Program is administered and implemented by local governments, and contracts are between the property owner and the local government granting the tax abatement.

The City of Livermore currently does not participate in the Mills Act Property Tax Abatement Program but will investigate the feasibility of participation over the next five years.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Investigate the feasibility of participation in Mills Act Property Tax Abatement Program.*	*By end of 2011*	*Community Development/ Housing and Human Services Division*	*General Fund*

Program 4.1.5: Neighborhood Improvement

The City has an aggressive two-year Capital Improvement Program (CIP) that includes significant expenditures for improvements to public facilities. The CIP includes various programs to address neighborhood improvement through infrastructure upgrades. These programs include a sidewalk repair program, ADA compliance, upgrades and construction of new public safety facilities including a new fire station and the replacement of an existing station, street improvements such as slurry sealing to all local residential streets needing repair, and major transportation projects to benefit all neighborhoods in the City.

The City is also pursuing funding, through the Neighborhood Stabilization Program (NSP), that can be used to acquire and rehabilitate foreclosed properties, not only to preserve the stability and upkeep of existing neighborhoods, but also to create affordable housing.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to upgrade the quality and living environment of older neighborhoods through improvements to infrastructure and public facilities including ADA compliance*	♦ *Ongoing program*	*Community Development*	*General Fund, Transportation Impact Fee, CDBG*
♦ *Continue funding the sidewalk repair program and ADA sidewalk curb cuts and access ramps to improve sidewalk-to-street access for Livermore's disabled citizens.*	♦ *Ongoing program.*	*Community Development/Housing and Human Services and Engineering*	*General Fund, Transportation Impact Fee, CDBG*
♦ *Neighborhood Stabilization Program - Pursue funding available for acquisition and rehabilitation of foreclosed properties.*	♦ *Annually*	*Community Development/Housing and Human Services*	*Housing in-lieu, and state and Federal sources*

Program 4.1.6: Neighborhood Preservation Program

Neighborhood Preservation, a section of the Building Division, identifies and responds to building and zoning code violations reported to the City. The employees in this section coordinate their investigations with the Building Division, Planning Division, and the Housing and Human Services Division of the Community Development Department to better:

- Identify residential structure health and safety issues; and
- Provide a link between the identification of structures needing repair (Building) and homeowners needing financial assistance to make necessary repairs (Housing and Human Services).

The City has established a Housing Enforcement Team, which consists of City staff from various departments and divisions including Police, Fire, Building, Neighborhood Preservation, Housing and Human Services, and the Livermore Housing Authority. The purpose of this committee is to identify existing housing problems related to blight, abandoned properties, and tenant/landlord issues and to develop a coordinated approach to solving these problems.

The City also conducts bi-annual Housing Quality Inspections of multi-family complexes that have received US Department of Housing and Urban Development CDBG and HOME funding.

Since the previous Housing Element, the City established the Compulsive Collectors Program as an extension of the Homeowner Rehabilitation Program, This program offers loans to senior households dealing with issues of isolation and substandard living conditions in order remediate serious health and safety violations and to maintain occupancy of their homes. To date, four seniors have been assisted with emergency clean-up and health/safety rehabilitation to their homes through this funding source. Additionally, the City coordinates with the Senior Support Program of the Tri-Valley to provide case management and service coordination for these seniors.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Refer all homeowners who are in need of financial assistance in order to correct code violations to the Housing and Human Services Division.*	*Ongoing program.*	*Community Development and Housing and Human Services*	*General Fund*
♦ *Through the Minor Home Repair and Owner Rehab Loan Programs, provide financial assistance to an average of 10 qualified lower-income households per year in order to correct code violations.*	*Ongoing 2009 through 2014.*	*Community Development and Housing and Human Services*	*CDBG, HOME*
♦ *Through the City's Housing Enforcement Team, continue to identify and provide assistance to rehabilitate units needing substantial renovation due to severe deterioration.*	*Ongoing program.*	*Coordinated by Community Development/Building and Housing and Human Services*	*General Fund*
♦ *Continue the Housing Quality Inspections for multi-family complexes that have received CDBG and HOME funding.*	*Ongoing program.*	*Community Development/Building and Housing and Human Services*	*General Fund*
♦ *Continue to assist seniors with emergency clean- up and health and safety rehabilitation to the homes through the Compulsive Collectors Program.*	*Ongoing program.*	*Community Development/ Neighborhood Preservation*	*Housing In-lieu Fund*
♦ *Continue to promote Neighborhood Preservation programs and clean-up events through the City's website.*	*Ongoing program.*	*Community Development/ Neighborhood Preservation*	*General Fund*
- *Use volunteer assistance cleanup teams specifically to assist frail elderly and disabled homeowners that have received code complains for property upkeep*	♦ *Ongoing program.*	*Community Development/ Neighborhood Preservation*	*Volunteer staff*

POLICY 4.2: PRESERVE AFFORDABLE HOUSING THAT IS AT RISK OF CONVERTING TO MARKET RATE HOUSING

Program 4.2.1: Preservation of Affordable Housing

The City utilizes the Affordable Housing Fund to provide financial incentive to landlords who in turn agree to continue to provide affordable units. The City also works with the Livermore Housing Authority to provide Section 8 assistance as another means of preserving affordability.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency*	*Funding:*
♦ *Send a list of potentially at-risk housing projects to nonprofit developers to solicit participation in the City's efforts to preserve the units.*	*Annually 2009 through 2014.*	*Community Development/ Housing and Human Services Division*	*General Fund*
♦ *Monitor the at-risk status of projects* - *Contact project owners of at-risk projects to discuss preservation options/incentives and facilitate collaboration with potentially interested non-profits; and* - *Notify tenants according to State and Federal requirements.*	*Annually 2009 through 2014.*	*Community Development/ Housing and Human Services Division*	*General Fund*
♦ *Communicate with tenants and respond to notices of intent filed by property owners in a timely manner.*	*Ongoing as needed.*	*Community Development/ Housing and Human Services Division*	*General Fund*
♦ *Work to preserve 111 at-risk housing units within the Planning timeframe.*	*2009 through 2014*	*Community Development/ Housing and Human Services Division*	*CDBG, Redevelopment Set-Aside, Inclusionary Housing In-Lieu Fee, and Housing Impact Fee*
♦ *Pursue State funding available for preservation of at-risk housing*	*Annually*	*Community Development/ Housing and Human Services Division*	*General Fund*

GOAL 5: PROVISION OF EQUAL HOUSING OPPORTUNITY

Promote equal opportunity to secure safe, sanitary, and affordable housing for all persons in the community regardless of race, religion, sex, marital status, ancestry, national origin, color, or any other arbitrary factor covered by state and federal law.

POLICY 5.1: ELIMINATE DISCRIMINATORY HOUSING PRACTICES CITY-WIDE

Program 5.1.1: Support Non-Profit Organizations Specializing in Fair Housing Services and Services to the Disabled

The City provides financial assistance and administrative support to local non-profit organizations that specialize in reducing discriminatory housing practices and services. These organizations include the Eden Council for Hope and Opportunity (ECHO), the Community Resources for Independent Living (CRIL), and East Bay Innovations (EBI). Services provided by these organizations include: fair housing counseling services, tenant/landlord mediation, community education and outreach to local schools, and rental assistance. Over 850 Livermore residents receive housing counseling services through ECHO annually. In addition, the City provides funding to conduct a fair housing audit. The fair housing audit tests landlords within the City for housing discrimination. The results of the audit are presented to the City, the public and rental housing associations. Landlords who have been found to discriminate during the audit are provided with their results and offered follow-up education on fair housing laws.

The City also distributes fair housing brochures at public locations including City offices, public libraries, community/senior centers, service providers, and on the City's website. Brochures are available in English, Spanish, Chinese, Vietnamese, and Tagalog.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to refer complaints of discriminatory housing practices to the Livermore Housing Authority and ECHO Housing and continue to provide housing discrimination counseling services through ECHO.*	*Ongoing program*	*Community Development/Housing and Human Services Division*	*CDBG and Housing Trust.*
♦ *Continue to refer complaints and requests for*	*Ongoing program*	*Community*	*CDBG and Housing Trust.*

	housing for the disabled to CRIL/EBI and the Livermore Housing Authority		*Development/Housing and Human Services Division*	
♦	*Continue to provide administrative and financial assistance to both ECHO, CRIL, and EBI, enabling the agencies to provide services to reduce housing discrimination and assist with obtaining housing to 950 persons.*	*Annually*	*Community Development/Housing and Human Services Division*	*CDBG and Housing Trust.*
♦	*Continue to assist in the distribution of fair housing brochures at public locations, such as city counters, public libraries, community/senior centers, and service providers. Continue to expand outreach and access to information for limited English speaking residents.*	*Annually or as needed.*	*Community Development/Housing and Human Services Division*	*General Fund.*
♦	*Continue to provide financial support for the City's Fair Housing Audit conducted by ECHO and the dissemination of audit results and information on fair housing laws to landlords, rental housing organizations and the public.*	*Annually*	*Community Development/Housing and Human Services Division*	*CDBG and Housing In-lieu.*

Program 5.1.2: Review Local Zoning Regulations to Ensure Compliance with Fair Housing Practice

Currently, the City of Livermore reviews local zoning laws and policies that may affect fair housing choice. If necessary, the LPZC is amended to comply with State law and eliminate discriminatory practices.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Through the Planning and Zoning Code Update, ensure the code is in compliance with fair housing practices.*	*End of 2012*	*Community Development/ Planning and Housing and Human Services Divisions*	*General Fund*

GOAL 6: REGIONAL COOPERATION TO PRODUCE AFFORDABLE HOUSING AND HOUSING FOR SPECIAL NEEDS GROUPS

Participate and/or initiate coordinated efforts with communities in the region in order to effectively address affordable housing needs, and encourage diversity and housing for persons with special needs.

POLICY 6.1: FOSTER REGIONAL COOPERATION AND PARTNERSHIPS TO ADDRESS REGIONAL HOUSING ISSUES AND SPECIAL HOUSING NEEDS.

Program 6.1.1: Tri-Valley Affordable Housing Committee

The City of Livermore is an active participant in the Tri-Valley Affordable Housing Committee. The committee is composed of staff and elected public officials from Danville, Pleasanton, Livermore, Dublin, San Ramon and Alameda and Contra Costa County. The purpose of the committee is to identify regional housing issues and to develop multi-jurisdictional approaches to solving affordable housing problems.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to participate in Tri-Valley Affordable Housing Committee.*	*Ongoing, monthly.*	*Community Development/ Housing and Human Services Division*	*General Fund*

Program 6.1.2: Emergency and Transitional and Supportive Housing Development

The City coordinates with Pleasanton, Dublin and Alameda County to provide financing for the acquisition, rehabilitation, and operation of emergency housing for families. Specifically, the City coordinates with and supports the Tri-Valley Haven which provides outreach, social services, and referrals to people with disabilities, survivors of domestic violence, and homeless or those at risk of being homeless. The Haven operates two transitional shelters, Shiloh House and Sojourner House, in Livermore that provide services throughout the Tri-Valley. Shiloh House is a 30-bed domestic violence shelter, and Sojourner House is a 16-bed homeless shelter. Livermore also has a third shelter, Shepherd's Gate. This shelter offers 30 beds for homeless women and children, but it does not receive government funding.

The City is currently partnering with nine other government agencies and community stakeholders to plan and implement phases of the EveryOne Home Initiative: which is a county-wide homeless, and special needs housing plan. The plan centers on activities to address the housing needs of the homeless, persons with serious mental illness, and those living with HIV/AIDS. EveryOne Home envision a system of care in Alameda County that by 2020, ensures all extremely low-income residents have a safe, supportive and permanent place to call home with services available to help them stay housed and improve the quality of their lives.

The City is also a member of the HOPE Partnership that oversees the HOPE Mobile Services Unit. This mobile unit provides medical, mental health, and case management services to help people break the cycle of homelessness and develop the skills to help them obtain and maintain housing.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Continue to coordinate with other local jurisdictions to provide a range of housing assistance for an average of 453 persons who are, or are at risk, of becoming homeless annually during the 2009 – 2014 period.*	*Ongoing program.*	♦ *Community Development/ Housing and Human Services Division*	♦ *CDBG, HOME, Section 108*
♦ *Pursue opportunities to secure funding jointly with neighboring and local jurisdictions to aid homeless and at-risk households.*	*In 2009 and annually as opportunities arise.*	♦ *Community Development/ Housing and Human Services Division*	♦ *General Fund*
♦ *Assist in implementing EveryOne Home: the County-wide Homeless and Special Needs Housing Plan*	*Ongoing program*	♦ *Community Development/ Housing and Human Services Division*	♦ *General Fund*

Program 6.1.3: Regional Home Ownership Clearinghouse

The City of Livermore partners with all of the cities in the Tri-Valley including Danville, San Ramon, Dublin, and Pleasanton to support the Tri-Valley Housing Opportunity Center (TVHOC), a regional home ownership clearinghouse. The TVHOC coordinates homebuyer programs such as the existing Down Payment Assistance Program, and HUD and CalHFA Programs. It also acts as a clearinghouse

for all private sector lender information and funding sources, as well as conducts annual monitoring/compliance of existing programs and projects. Through the City's support, the TVHOC is able to use limited resources more efficiently, market programs more effectively, and provide a one stop shop for people to get information on housing opportunities, programs, and services, thereby stabilizing their housing needs and helping to prepare residents for future homeownership.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to cooperate with Tri-Valley cities to support the TVHOC, the regional home ownership clearinghouse.*	*Ongoing program.*	*Community Development/Housing and Human Services*	*General Fund*

Program 6.1.4: Tri-Valley Housing Scholarship Program

The City of Livermore, along with the City of Pleasanton, supports the Tri-Valley Housing Scholarship Program. This program provides rent subsidies to individuals in need of affordable housing for up to two years while in vocational training to become self-sufficient. The City also provides CDBG funding for case management to better enable participants to successfully graduate from the program. Currently the program is operating at full capacity with six households.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Assist 6 households annually with rental subsidies and case management to obtain self-sufficiency.*	*Ongoing 2009 through 2014*	*Community Development/ Housing and Human Services Division*	*CDBG and HOME funds*

Program 6.1.5: Project Independence

The City supports Project Independence which provides a rent subsidy and intensive case management for young adults emancipating out of foster care at the age of eighteen. Youth often become homeless as they age out of the system on their eighteenth birthday. This program provides a safety net through

life skills training, counseling, and stable housing for two years as the youth move towards independence. In 2007, $80,000 was used to provide scholarships for 14 young adults in Livermore.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency*	*Funding:*
♦ *Continue supporting Project Independence for 10 emancipated youth annually.*	*Annually, 2009 through 2014*	*Community Development/ Housing and Human Services Division*	*CDBG and HOME funds*

GOAL 7: ENERGY EFFICIENCY

Promote energy efficiency in existing and new housing development as a means of reducing housing costs.

POLICY 7.1: PROMOTE USE OF ENERGY CONSERVATION FEATURES IN DESIGN AND SITING OF NEW RESIDENTIAL STRUCTURES AND ENCOURAGE/PROMOTE USE OF ENERGY REDUCTION PROGRAMS SUCH AS WEATHERIZATION AND USE OF SOLAR EQUIPMENT FOR EXISTING RESIDENTIAL UNITS.

Program 7.1.1: HIP Program

The City of Livermore is committed to encouraging and promoting energy reduction and energy conservation in existing and new residential units. Its housing rehabilitation programs (Programs 4.1.1 and 4.1.2) facilitate energy efficiency upgrades and weatherization in existing homes.

To encourage energy efficiency in new buildings, the City's competitive HIP process encourages new housing projects to exceed the City's minimum green point rating by awarding them additional points if they go above and beyond the 50-point requirement (the Green Building Ordinance, Program 7.1.2, requires all new residential buildings to achieve a minimum of 50 points).

Additionally, the 2008 HIP also included "Green Building" as an *emphasized* category. Projects that committed to achieving more than 100 green building points qualified under this category, thereby giving them further preference for unit allocation during the competitive HIP process. In the 2008 HIP competition, two projects qualified for the *emphasized* category. One project committed to achieving 125 points. Some notable green building features proposed in this project included: Installation of 2.4kW photovoltaic panels; high efficiency toilets; use of durable and noncombustible siding and roofing materials; use of fly ash in the concrete foundation and recycled content aggregate for the

driveways and walkways; use of low-VOC paints and finishes in the interior; and water-conserving landscape measures. Achieving 125 points makes this project the highest rated green residential development in the City. Since both of these two projects received HIP allocations, they will be required to achieve the proposed green building rating.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding*
♦ *Continue to award additional HIP points to projects that exceed the minimum 50-point requirement of the Residential Green Building Ordinance.*	*Include in next HIP process (2011 through 2013 HIP).*	*Community Development/ Planning Division*	*General Fund*
♦ *Continue including "Green Building" as an emphasized category in the HIP process thereby encouraging new projects to achieve more than 100 points through a variety of green building measures.*	*Include in next HIP process (2011 through 2013 HIP).*	*Community Development/ Planning Division*	*General Fund*

Program 7.1.2: Green Building Ordinance

To further encourage energy efficiency in new homes, the City adopted a commercial and residential Green Building Ordinance in 2007. The Ordinance requires new residential development to incorporate Green Building measures and achieve a minimum Green Point rating of 50 points. This ordinance supports the City's findings that green building design, construction, and operation can have a significant, positive effect on resource conservation, energy efficiency, waste and pollution generation, and the health and productivity of a building's occupants over the life of the building.

Although the minimum requirement for new residential development is 50-points, the City continually strives to encourage and assist residential developers to not only meet the City's requirement, but also to exceed it. The City has provided specialized green building training to Community Development Department staff to better assist residential developers. Currently, the City has two LEED accredited professionals—one in the Engineering Division and one in the Planning Division—and 6 to 7 certified green building technicians in the Department. Training green building certification of staff enables the City to provide in-house, one-on-one consultation with developers on how to exceed the City's requirements. City staff can work with developers to incorporate feasible green building measures in

advance of project design, as well as during the approval process. As a result, entitlement and permit processing time can be reduced, as well as cost to developers, who might otherwise need to pay for additional consultant services,

The Community Development Department has also established a Green Building Resource Center at the Permit Center to further facilitate meeting and exceeding the City's Green Building requirements. The resource center includes a kiosk on solar electricity, information on upcoming green building events, green building TV, which includes videos on building green, resources on where to find green building materials, and fact sheets on weatherization, energy efficiency, and solar power. Green building information is also provided on the City's Permit Center website along with contact information for each member of the City's Green Building Team.

Five-Year Objectives:	***Timeframe:***	***Responsible Agency:***	***Funding:***
♦ *Continue to implement the Green Building Ordinance requirements.*	*Ongoing program.*	*Community Development/ Planning Division*	*General Fund*
♦ *Evaluate and review the Green Building Ordinance to potentially increase the point rating requirement and also to expand the applicability of the ordinance beyond "new" development to building additions.*	*By end of 2010*	*Community Development/ Planning Division*	*General Fund*
♦ *Encourage developers to exceed the minimum green building point requirement by:*			
- *Maintaining and regularly updating the Green Building Resource Center and the City's website;*	*Annually and/or as needed.*	*Community Development*	*General Fund*
- *Providing one on-one-consultation with certified or accredited CDD staff to assist with project design and incorporating green building measures;*	*Ongoing as requested.*	*Community Development*	*General Fund*
- *Continue to include "Green Building" as an <u>emphasized</u> category in the HIP process to achieve projects that exceed 100 points.*	*Include in next HIP process (2011 through 2013 HIP).*	*Community Development/Planning*	*General Fund*

Program 7.1.3: State Energy Code

The State Energy Code contains requirements relating to energy-efficient construction techniques and building design.

Five-Year Objectives:	*Timeframe:*	*Responsible Agency:*	*Funding:*
♦ *Continue to enforce State Energy Code when reviewing construction plans submitted in order to obtain building permits.*	*Ongoing 2009 through 2014.*	*Community Development*	*General Fund*

Table 5-3 Summary of Quantified Objectives: 2009 - 2014

Program	*Extremely Low Income*	*Very Low Income*	*Low Income*	*Moderate Income*	*Above Moderate Income*	***Total***
Housing Production						
Program 1.1.1	519	519	660	683	1,013	**3,394**
Program 1.2.3	40					**40**
Program 3.1.4	10 - 15 (2 - 3/year)					**10 - 15**
Program 3.2.1	50 - 75 (10 - 15/year)					**50 - 75**
Housing Rehabilitation						
Program 4.1.1	30 - 40 (6 - 8/year)					**30 - 40**
Program 4.1.2	15 - 20 (3 - 4/year)					**15 - 20**
Program 4.1.3	50 (10/year)					**50**
Housing Preservation						
Program 4.2.1	111					**111**
Housing Assistance						
Program 3.3.1			50 - 75 (10 - 15/year)			**50 - 75**
Program 3.3.2	730					**730**
Program 5.1.1	950					**950**
Program 6.1.2	453					**453**
Program 6.1.4	30 (6/year)					**30**
Program 6.1.5	50 (10/year)					**50**