



Appendix B – Housing Needs Assessment

Hayward Housing Element (2023-2031)

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1 Housing Needs Assessment

Ensuring adequate housing for all Hayward's present and future residents is a primary housing goal for the City. To realize this goal, the City must effectively target its programs and resources toward those households with the greatest need. An assessment of the demographic, socioeconomic, and housing characteristics in Hayward helps determine the specific housing needs of present and future residents. This section discusses the characteristics of Hayward's population and housing stock to better define the nature and extent of unmet housing needs in the city.

This section includes the following sections:

- Population Characteristics
- Age Characteristics
- Race and Ethnicity
- Economic Characteristics
- Household Characteristics
- Special Needs Groups
- Housing Stock Characteristics
- Affordable Housing in Hayward

1.1 Population Characteristics

Population characteristics affect the type and amount of housing needed in a community. Factors such as population growth, age and income distribution, and employment trends influence housing needs including the type and affordability of housing. The following section describes and analyzes the various population characteristics and trends that affect housing needs.

1.1.1 Population Growth

The City of Hayward encompasses over 64 square miles of Alameda County and is located along the east side of San Francisco Bay between the unincorporated communities of Castro Valley, Ashland, and Cherryland to the north, and Union City to the south. The City's incorporated area extends from the shoreline of the Bay into the east Hayward Hills. Incorporated in 1876, Hayward remained a small agricultural town until after World War II when the population rapidly increased the demand for suburban homes. More recently, Hayward continued to grow as the Bay Area's tech boom further increased demand for housing within commuting distance of employment centers in Silicon Valley.

From 1990 to 2000, Hayward's population increased by over 25 percent to 140,030 residents. Growth in the city slowed from 2000 to 2010, with an increase of 3 percent. From 2000 to 2020 Hayward's population grew by 15 percent. Hayward's population grew 44 percent in the 30 years since 1990.

Because the full release of the 2020 Census was delayed due to the COVID-19 pandemic, only limited high level demographic data was available for 2020. Therefore, the more detailed analyses presented in this housing element are based on the 2019 American Community Survey 5-year

Estimate Tables from the U.S. Census Bureau. Table B-1 compares the population changes since 1990 of Hayward, five Alameda County cities, and the County as a whole.

Table B-1 Population Growth

	1990	2000	2010	2020	Percent Change 1990-2000	Percent Change 2010-2020	Percent Change 1990-2020
Oakland	372,242	399,566	390,724	419,571	7.3%	7.4%	12.7%
Fremont	173,339	203,413	214,089	234,220	17.3%	9.4%	35.1%
Berkeley	102,724	102,743	112,580	122,580	0.0%	8.9%	19.3%
San Leandro	68,223	79,452	84,950	87,930	16.5%	3.5%	28.9%
Union City	53,762	66,869	69,516	73,637	24.4%	5.9%	37.0%
Hayward	111,343	140,030	144,186	160,834	25.8%	11.5%	44.4%
Alameda County	1,276,702	1,443,939	1,510,271	1,670,834	13.1%	10.6%	30.9%

Source: California Department of Finance, E-5 series.

1.2 Age Characteristics

A community’s current and future housing needs are determined in part by the age characteristics of residents. Typically, each age group has distinct lifestyles, family types and sizes, incomes, and housing preferences. As people move through each stage of life, housing needs and preferences may change. To create a balanced community that accommodates all age groups, it is important to provide housing options that suit a variety of needs.

Table B-2 shows the proportional populations by age group in the City of Hayward. While the City’s total population grew by approximately 14 percent, the child and youth population (ages 0-4 and 5-19 years), decreased by approximately 13 percent and 8 percent respectively between 2000 and 2019. Much more growth was seen in Hayward’s older age categories. Between 2000 and 2019 the population of seniors (ages 65+) in the city grew by approximately 35 percent, which is the largest growth of any age category. In the same period, the population of adults between the ages of 35 and 64 grew by approximately 27 percent. This represents an increase in the proportion of Hayward’s population in the 34–64-year age group from approximately 35 percent in 2000 to 39 percent in 2019. Hayward’s median age has increased steadily from 31.9 years of age in 2000 to 35.5 years of age in 2019.

Table B-2 Age Characteristics

Age Groups	2000 Persons	2000 Percent	2010 Persons	2010 Percent	2019 Persons	2019 Percent	Percent Change (2000-2019)
Under 5 years	11,011	7.9%	10,774	7.5%	9,618	6.0%	-12.7%
5-19 years	30,494	21.8%	29,126	20.2%	28,221	17.7%	-7.5%
20-34 years	35,761	25.5%	35,401	24.6%	40,415	25.4%	13.0%
35-64 years	48,537	34.7%	54,243	37.6%	61,827	38.8%	27.4%
65+ years	14,227	10.2%	14,642	10.2%	19,212	12.1%	35.0%
Total Population	140,030	100.0%	144,186	100.0%	159,293	100.0%	13.8%
Median Age (years)	31.9		33.5		35.5		

Source: Bureau of the Census, 2000. Bureau of the Census, 2010. ACS, 2019.

1.3 Race and Ethnicity

The race and ethnicity of residents is important to an analysis of housing needs and conditions for several reasons. Residential segregation and exclusion, whether by race and ethnicity, disability, or income, is a result of numerous housing policies, practices, and procedures—both public and private—that have enduring and pervasive negative impacts. Overt and covert housing discrimination through land use policy, shifting housing markets, and patterns of investment and disinvestment, have restricted meaningful fair housing choice and equitable access to opportunity, particularly for communities of color. Historic patterns of segregation persist in California despite the long-standing federal mandate, established by the Fair Housing Act of 1968 (FHA), that federal agencies and federal grantees affirmatively further the purposes of the FHA. To this end, it is important for a city to understand the interplay of racial and ethnic demographics and housing issues. Further in-depth analysis and discussion of housing segregation and disproportionate burden can be found in Appendix F, *Fair Housing Assessment*.

Alameda County has become increasingly diverse in terms of race and ethnicity. As shown in Table B-3, Hispanic/Latino residents comprise the largest racial/ethnic group in Hayward, followed by Asian residents (which encompasses many different ethnic groups of Asia and the Indian Subcontinent) and non-Hispanic White residents. The proportion of Hispanic/Latino residents grew from approximately 34 percent in 2000 to 41 percent in 2010 and has remained largely consistent through 2019. In the same period, the proportion of Asian residents has increased steadily from an estimated 19 percent in 2000 to 27 percent in 2019. The proportion of non-Hispanic White residents has decreased from approximately 29 percent in 2000 to 16 percent in 2019. In the same period, the proportion of African American residents of Hayward has decreased slightly from 11 percent to 9 percent. American Indian or Alaska Native and Native Hawaiian and other Pacific Islander have each consistently accounted for 3 percent or less of the population of the city since 2000.

Because of increasing family and household formation among members of different racial/ethnic groups, the 2000 Census introduced a new category – “two or more races” – to better represent the growing number of Americans who identify with multiple races or ethnic groups. This census category has become more important, particularly in ethnically and racially diverse regions like the Bay Area. According to the 2015-2019 American Community Survey (ACS), an estimated 5 percent of Hayward residents identified as being of a mixed racial/ethnic background.

Table B-3 Race/Ethnicity

Race/Ethnicity	2000 Persons	2000 Percent	2010 Persons	2010 Percent	2019 Persons	2019 Percent
Non-Hispanic White	40,896	29.2%	27,178	18.8%	25,757	16.2%
African American	14,846	10.6%	16,297	11.3%	14,598	9.2%
Asian	26,189	18.7%	31,090	21.6%	43,088	27.0%
Native Hawaiian and Other Pacific Islander	2,511	1.8%	4,290	3.0%	3,461	2.2%
Hispanic/Latino	47,850	34.2%	58,730	40.7%	64,269	40.3%
American Indian or Alaska Native	570	0.4%	492	0.3%	576	0.4%
Other Race or Two or More Races	7,168	5.1%	6,109	4.2%	7,544	4.7%
Total	140,030	100%	144,186	100%	159,293	100%

Source: Bureau of the Census, 2000. Bureau of the Census, 2010. ACS, 2019.

1.4 Economic Characteristics

Employment has an important impact on housing needs. Incomes associated with different jobs and the number of workers in a household determines the type and size of housing a household can afford. Higher-paying jobs provide broader housing opportunities for residents, while lower-paying jobs limit housing options. Additionally, employment growth is a major factor affecting the demand for housing in a community. In some cases, the types of jobs themselves can affect housing needs and demand (such as in communities with military installations, college campuses, and large amounts of seasonal agriculture).

1.4.1 Employment

Hayward’s proximity to major transportation corridors makes it attractive to major firms throughout the San Francisco Bay region. The city is home to a variety of employers including large public entities such as Alameda County Sheriff’s Department and California State University East Bay, as well as bio-medical and industrial corporations like Baxter Bio Pharma, Illumina, Plastikon Industries Inc., and Kobe Precision. Table B-4 lists the major employers located in Hayward, as reported in the City’s 2020 Comprehensive Annual Financial Report (CAFR).

Table B-4 Major Employers in Hayward

Name of Employer	Type of Service
Alameda County Sheriff’s Department	Law Enforcement/Security
Baxter Bio Pharma	Bio-Medical
California State University East Bay	Education
Chabot Community College	Education
Costco Warehouse	Retail/Grocery
Fremont Bank Operations Center	Finance
Hayward Unified School District	Education
Illumina	Bio-Medical
Inland Marine Industries, Inc.	Manufacturing
New Century Beverage (Pepsi)	Beverage Production
Maleko Personnel, Inc.	Staffing Services
Plastikon Industries, Inc.	Bio-Medical
Gillig Corporation	Manufacturing
St. Rose Hospital	Hospital & Medical Services
City of Hayward	Government
Kobe Precision	Semiconductors

Note: The City’s CAFR did not report the number of employees at each firm in 2020.

Source: City of Hayward, 2020

Table B-5 summarizes the employment characteristics of the City’s civilian population. In 2000, the two largest occupational categories for residents were manufacturing and education/health/social services, accounting for approximately 16 percent and 15 percent of workers, respectively. These two categories represent just under one-third of jobs held by Hayward residents. By 2019, the employment share of the manufacturing sector in Hayward had fallen to 11 percent and the

employment share of the education/health/social services sector had grown to 20 percent. Both changes are consistent with employment trends in Alameda County and the broader Bay Area Region. According to ACS, education/health/social services had overtaken manufacturing as the sector employing the largest percentage of workers in the city with professional services following with 14 percent of workers in 2019. Approximately one-third of working residents of Hayward are employed in either of these two sectors. In Alameda County, education, health, social, and professional services account for 41 percent of employment in 2019.

Table B-5 Employment Characteristics

Industry	Percent of City Employment in 2000	Percent of County Employment in 2000	Percent of City Employment in 2019	Percent of County Employment in 2019
Agriculture, forestry, hunting, fishing, and Mining	0.2	0.3	0.4	0.4
Construction	7.6	5.6	7.9	5.3
Manufacturing	16.3	14.2	11.4	9.8
Wholesale Trade	6.3	4.1	3.0	2.5
Retail Trade	12.7	10.8	10.7	8.9
Transportation and warehousing, Utilities	7.9	5.8	7.3	5.1
Information	3.9	4.8	2.1	3.5
Finance, Insurance, and Real Estate	6.3	6.8	5.3	6.1
Professional Services	10.4	14.8	13.9	19.9
Education, health, and social services	14.6	18.3	20.2	21.4
Arts, entertainment, and recreation	6.3	6.4	9.2	8.8
Other Services, except Public Administration	4.4	4.5	5.3	4.9
Public Administration	3.1	3.7	3.3	3.5
Total	100	100	100	100

Sources: Bureau of the Census, 2000 and American Community Survey, 2015-2019.

Table B-6 displays mean annual wage data for occupations compiled by the California Employment Development Department (EDD) for Alameda County. Management, legal, and professional occupations generally offer the highest wages while food service, manufacturing, and personal care occupations offer lower wages.

Table B-6 Mean Salary by Occupation – Alameda County

Occupation	Average Salary
Management Occupations	\$158,446
Legal Occupations	\$146,544
Computer and Mathematical Occupations	\$124,151
Healthcare Practitioners and Technical Occupations	\$121,183
Architecture and Engineering Occupations	\$109,102
Life, Physical, and Social Science Occupations	\$103,059
Business and Financial Operations Occupations	\$97,088
Construction and Extraction Occupations	\$79,163
Arts, Design, Entertainment, Sports, and Media Occupations	\$77,908
Protective Service Occupations	\$71,366
Educational Instruction and Library Occupations	\$70,691
Community and Social Service Occupations	\$68,136
Installation, Maintenance, and Repair Occupations	\$67,785
Sales and Related Occupations	\$59,555
Office and Administrative Support Occupations	\$55,056
Production Occupations	\$51,926
Transportation and Material Moving Occupations	\$48,835
Building and Grounds Cleaning and Maintenance Occupations	\$48,311
Personal Care and Service Occupations	\$42,532
Farming, Fishing, and Forestry Occupations	\$42,154
Healthcare Support Occupations	\$40,799
Food Preparation and Serving Related Occupations	\$38,872
All Occupations	\$76,328

Sources: California Employment Development Department, Occupational Wage data, 2021

1.4.2 Household Income

Household income is directly connected to the ability to afford housing. Higher income households are more likely to own a home rather than rent housing. Lower income households are more likely to occupy overcrowded or substandard housing and tend to pay a higher percentage of their income for their housing.

For planning and funding purposes, the California State Department of Housing and Community Development (HCD) has developed the following income categories based on the Area Median Income (AMI) of metropolitan areas such as Alameda County:

- **Extremely low-income:** households earning up to 30 percent of the AMI
- **Very low-income:** households earning between 31 and 50 percent of the AMI
- **Low-Income:** households earning between 51 percent and 80 percent of the AMI
- **Moderate-Income:** households earning between 81 percent and 120 percent of the AMI
- **Above Moderate-income:** households earning over 120 percent of the AMI

Combined, the extremely low, very low, and low-income groups are referred to as lower-income.¹

Between 2014 and 2018, approximately 59 percent of Hayward households earned moderate or above moderate incomes, while 42 percent of households had lower incomes. Renters typically had lower household incomes than homeowners with 53 percent of renter households having incomes less 80 percent AMI compared approximately 31% of owner households (Table B-7).

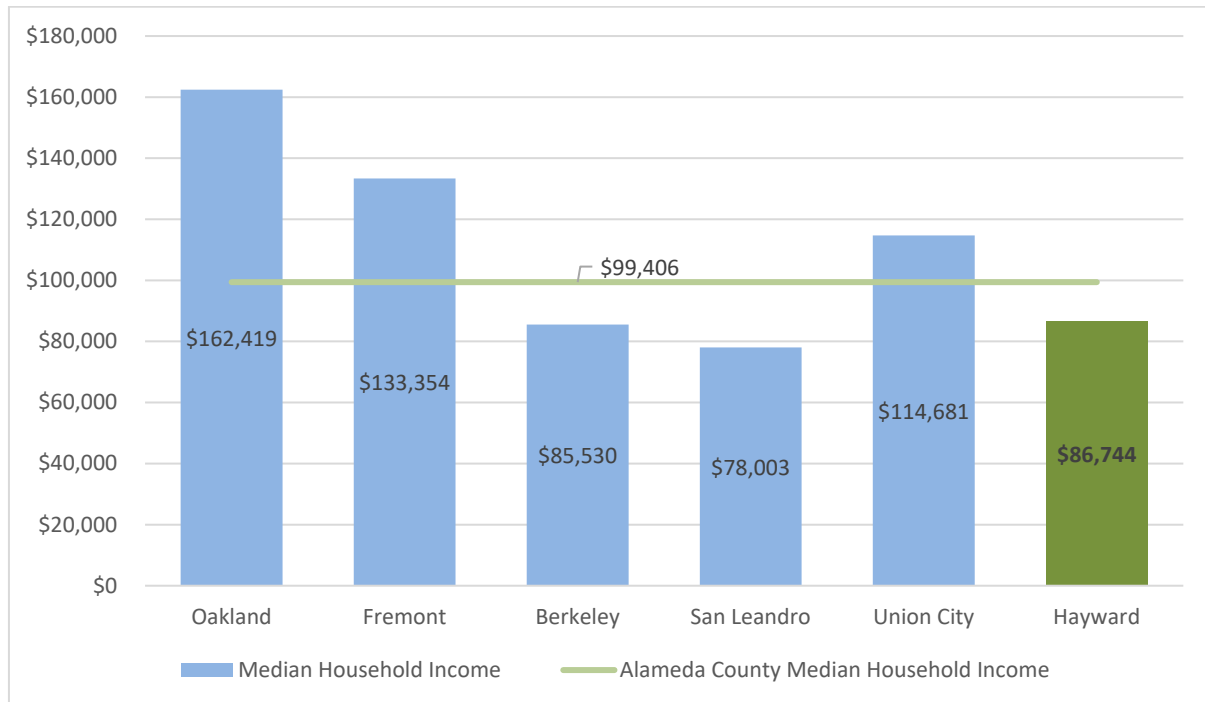
Table B-7 Household Income by Tenure (2014-2018)

Income Category (% of County AMI)	Percent of Owners	Percent of Renters	Total Households	Percent of Total Households
Extremely Low (30% AMI or less)	8.2%	18.6%	6,295	13.2%
Very Low (31 to 50% AMI)	9.6%	16.0%	6,060	12.7%
Low (51 to 80% AMI)	12.8%	18.5%	7,430	15.6%
Moderate or Above (over 80% AMI)	69.4%	46.9%	27,980	58.6%
Total	100.0%	100.0%	47,770	100.0%

Source: HUD; Comprehensive Housing Affordability Strategy (CHAS), 2014-2018.

Household incomes in Hayward tend to be lower than those in Alameda County as a whole. The ACS estimates the median household income in Hayward between 2015 and 2019 to be \$86,744, compared to \$99,406 in the County. Figure B-1 compares household income in Hayward and Alameda County between 2015 and 2019.

Figure B-1 Comparison of Median Household Income (2015-2019) Household Income



Source: Bureau of the Census, American Community Survey, 2015-2019.

¹ Federal housing and community development programs typically assist households with incomes up to 80 percent of the AMI and use different terminology. For example, the Federal Community Development Block Grant (CDBG) program refers households with incomes between 51 and 80 percent AMI as moderate income (compared to low-income based on State definition).

Table B-8 compares median income in Hayward to neighboring cities and the region. Median household income in the city is approximately 13 percent lower than Alameda County’s AMI, but similar to Berkeley’s AMI.

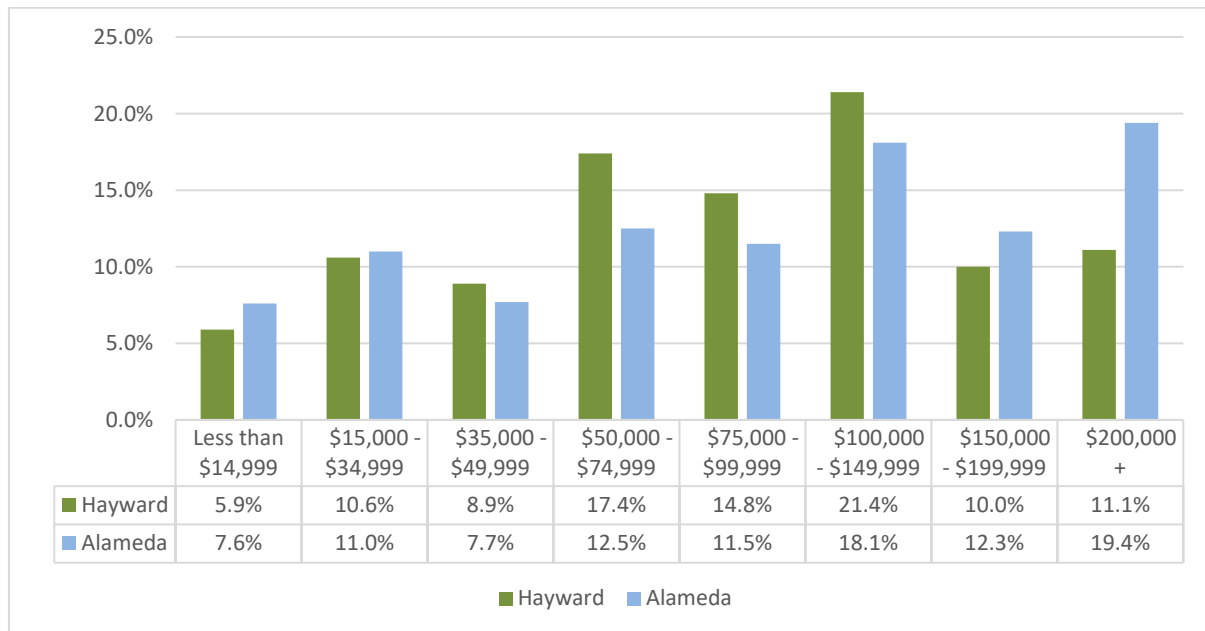
Table B-8 Median Household Income (2015-2019)

Jurisdiction	Median Household Income	Percent above/below Regional Median
San Leandro	\$78,003	-21.5%
Berkeley	\$85,530	-14.0%
Hayward	\$86,744	-12.7%
Union City	\$114,681	15.4%
Fremont	\$133,354	34.2%
Oakland	\$162,419	63.4%
Alameda County	\$99,406	0.0%

Source: Bureau of the Census, American Community Survey, 2015-2019.

As shown in Figure B-2, 17 percent of Hayward households earned less than \$35,000 per year in 2019. By contrast, about 21 percent of Hayward households earned \$150,000 or more per year. Hayward has a higher concentration of low- and middle-income households and a lower proportion of higher income households than Alameda County.

Figure B-2 Household Income (2015-2019)



Source: Bureau of the Census, American Community Survey, 2015-2019.

1.5 Household Characteristics

The Census defines a household as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, and unrelated individuals living together. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households. Household type and size, income levels, the presence of special needs populations, and other household characteristics determine the type of housing needed by residents, their preferences, and their ability to obtain housing that meets their needs. For example, single-person households tend to reside in apartment units or smaller single-family homes. Households with multiple people, such as families with children or grandparents in the home, typically require residences with several bedrooms. This section details the various household characteristics represented in Hayward.

1.5.1 Household Type and Size

Hayward had an estimated 47,666 households in 2019, representing an estimated 6 percent increase since 2000. As shown in Table B-9, 74 percent of the city's households in 2018 were families. The proportion of single occupant households and other non-family households both declined slightly from 2000 to 2019. In the same period the proportion of households composed of a married couple with children declined from 27 percent in 2000 to 23 percent in 2019. In the same period, the average household size has increased from 3.07 to 3.27.

Table B-9 Household Characteristics

Household Type	2000 Number	2000 Percent	2010 Number	2010 Percent	2019 Number	2019 Percent	Percent Change (2000-2019)
Households	44,809	100%	44,380	100%	47,666	100%	6.4%
Family Households	32,228	71.9%	31,038	69.9%	35,233	73.9%	9.3%
Married with Children	12,349	27.6%	9,931	22.4%	10,741	22.5%	-13.0%
Married No Children	10,588	23.6%	10,852	24.5%	13,663	28.7%	29.0%
Other Families	9,291	20.7%	10,255	23.1%	10,829	22.7%	16.6%
Non-Family Households	12,581	28.1%	13,342	30.1%	12,433	26.1%	-1.2%
Householder Living Alone	9,356	20.9%	10,332	23.3%	8,710	18.3%	15.7%
Elderly Living Alone	3,423	7.6%	3,508	7.9%	3,179	6.7%	-7.1%
Other Non-Families	3,225	7.2%	3,087	7.0%	3,723	7.8%	15.4%
Average Household Size	3.07	-	3.15	-	3.27	-	6.1%

Sources: Bureau of the Census, 1990-2010. American Community Survey 2015-2019.

Household size is a significant factor in housing demand. Often, household size can be used to predict the size of housing unit that a household will require. For example, housing units with up to two bedrooms are suitable for small households (one to three persons per household) while units with three to four bedrooms are more suitable for large households (five or more persons per household). Housing choices are often more of a function of economics than preference, as many households are obligated to rent smaller units or extend beyond their financial means to access larger homes. Table B-10 shows that family households to be significantly larger than non-family households.

Table B-10 Household Size by Type

Household Type	Average Household Size
Married-Couple Family Household	3.90
Male Householder (No Spouse Present)	3.92
Female Householder (No Spouse Present)	3.80
Nonfamily Household	1.55
All Households	3.27

Source: American Community Survey, 2015-2019.

In 2019, the average number of persons per household in Alameda County was 2.82 persons. The City of Hayward had an average of 3.27 persons per household in the same year, representing an increase from an average of 3.07 persons per household in 2000. Table B-11 compares household size in Hayward to household size in surrounding cities and the County as a whole. Household size varied among the cities, with Union City having the highest average household size among surrounding Alameda County jurisdictions.

Table B-11 Average Persons per Household by Jurisdiction

Jurisdiction	Average Household Size (2015-2019)
Berkeley	2.39
Oakland	2.58
San Leandro	2.85
Fremont	3.09
Hayward	3.27
Union City	3.39
Alameda County	2.82

Source: American Community Survey, 2015-2019.

1.6 Special Needs Groups

Certain segments of the population may have more difficulty in finding decent, affordable housing due to their special needs. Special circumstances may be related to one’s employment and income, family characteristics, disability, or household characteristics, among other factors. Government Code Section 65583(a)(7) requires an analysis of the needs of “special needs” groups including persons with disabilities, the elderly, large households, single-parent and particularly female-headed, single-parent households, people experiencing homelessness, and farmworkers. The special needs groups analyzed in this section include those groups required by state law as well as people living in poverty and college students (Table B-12). Many of these groups overlap, for example some farm workers are homeless, and many seniors have a disability of some type. This section contains a discussion of the housing needs facing each of these groups. Most of these special needs groups could be assisted by an increase in affordable housing, especially housing located near public transportation and services.

Table B-12 Special Needs Groups in Hayward

Special Needs Group	Number of Persons or Households	Percent of Total Persons or Households
Households with Seniors	12,927	27.1%
Senior Headed Households	9,288	19.5%
Seniors Living Alone	3,179	6.7%
Persons with Disabilities	14,022	8.9%
Large Households (5+ persons)	9,150	19.2%
Single-Parent Households	3,255	6.8%
Female Headed Households (no spouse present)	11,636	24.4%
Female Headed Households with children	2,591	5.4%
People Living in Poverty	13,084	8.4%
Farmworkers*	< 593	–
Homeless	381	0.2%
Students	14,059	8.8%

*City level data on the population of farmworkers in Hayward is not available. 593 value represents the number of farmworkers in Alameda County.

Sources: American Community Survey (ACS), 2015-2019; EveryOne Counts! 2022 Homeless Count and Survey, Hayward, CA, 2019; U.S. Department of Agriculture, Census of Farmworkers, 2017.

The following sections provide a detailed discussion of the housing needs facing each special needs group as well as programs and services available to address their housing needs. While the programs and resources discussed below are available to assist many special needs households and individuals, households and individuals with these special needs still face significant hardship in accessing adequate and affordable housing. Chapter 6, *Housing Plan*, discusses how Hayward intends to address the limitations of the resources presented in this section.

1.6.1 Seniors

The limited income of many seniors often makes it difficult to find affordable housing. Table B-12 shows that 9,288 households were headed by seniors, which accounts for approximately 20 percent of total households. Table B-13 shows that 19,212 persons aged 65 and over resided in Hayward in 2019. This accounted for approximately 13 percent of residents; a similar or slightly lower proportion of seniors residing in other Alameda County cities.

Table B-13 Persons Aged 65 and Over

Jurisdiction	Total	Age 65+	Percent Age 65+
Hayward	159,293	19,212	12.1%
Fremont	235,740	29,846	12.7%
Oakland	425,097	55,715	13.1%
Berkeley	121,485	17,429	14.3%
San Leandro	90,025	13,558	15.1%
Union City	74,722	11,921	16.0%
Alameda County	1,656,754	224,026	13.5%

Source: American Community Survey, 2015-2019.

Of households headed by seniors, an estimated 73 percent owned their homes, while the remainder (27 percent) rented their homes. According to the ACS, among 9,288 senior-headed households, approximately 6,544 (or 71 percent) can be considered extremely low, very low, and low income (earning less than 80 percent of the AMI).

In addition to disproportionate cost burden problems faced by seniors due to their relatively fixed incomes, many are faced with various disabilities. Senior renters, age 65 or over, in Alameda County and Hayward are increasingly cost-burdened. Since 2010, there was a 71 percent increase in cost-burdened seniors in Hayward, compared to a 51 percent increase in Alameda County². Roughly 33 percent of Hayward's senior population was listed as having one or more disabilities according to the 2015-2019 ACS. Further discussion of the types of housing problems seniors face can be found in Appendix F: *Fair Housing Assessment*.

Resources

The special needs of seniors can be met through a range of services, including congregate care, rent subsidies, shared housing, and housing rehabilitation assistance. For seniors with physical limitations or disabilities, housing can be modified with features that help ensure continued independent living arrangements. The City of Hayward allocates approximately \$300,000 in CDBG funds to two housing rehabilitation programs that assist homeowners with home repair grants that can be used to make accessibility improvements.

Several businesses and community institutions provide services to the elder community in Hayward. The Hayward Area Senior Center offers recreation and resources aimed at helping seniors age in their own homes. Innovage, a holistic health provider specifically for seniors, offers transportation, in-home care, recreation, physical therapy, and many other supportive services designed to assist the large proportion of seniors living independently.

As of October 2021, 33 licensed elderly residential facilities were located in Hayward with a total capacity of 766 beds. The City of Hayward allows by right elder care homes smaller than six residents in all residential zones. Group homes for more than six persons are permitted in the Suburban Residential (RS), Residential Natural Preservation (RNP), Medium Density Residential (RM), High-Density Residential (RH), Agriculture (A), and Residential office (RO) zones, subject to a conditional use permit.

1.6.2 Persons with Physical and Developmental Disabilities

Physical, mental, and/or developmental disabilities may provide challenges to gaining employment, mobility, or independent living. Persons with disabilities may experience housing burdens and other challenges due to restricted income and/or accessibility needs. The living arrangement of disabled persons depends on the severity of the disability. Many persons with disabilities live at home independently or with family members. Independent living can be supported through special housing features for the people with disabilities, income support, and in-home supportive services. Some persons with disabilities may require housing in a supportive or institutional setting.

Housing for persons with disabilities must be adapted according to individual needs. Various types of housing may be inaccessible to persons with mobility and sensory limitations. Housing may need to be adapted to accommodate widened doorways and hallways, access ramps, larger bathrooms, lowered countertops, and other features necessary for accessibility, and many housing types may

² City of Hayward, Displacement Study (2021)

not have suitable space for such adaptations. Location of housing is also an important factor for persons with mobility restrictions who rely on public transportation for travel.

Some residents suffer from disabilities that require living in a supportive or institutional setting. According to 2015-2019 ACS data, approximately 9 percent of Hayward residents had a disability.

Table B-14 shows the total number of disabled persons per age group in the city.

Table B-14 Disabilities Tallied in Hayward (2019)

Disability Type	Under 18	Age 18 to 64	Age 65+	Total
Total Disabled Persons	915	6,845	6,253	14,013

Note: A person can have multiple disabilities.

Source: Bureau of the Census, 2000 Census; American Community Survey, 2006-2010 and 2015-2019.

Persons with Developmental Disabilities

State law requires the Housing Element to discuss the housing needs of persons with developmental disabilities. As defined by federal law, “developmental disability” means a severe, chronic disability of an individual that:

- Is attributable to a mental or physical impairment or combination of mental and physical impairments;
- Is manifested before the individual attains age 18;
- Is likely to continue indefinitely;
- Results in substantial functional limitations in three or more of the following areas of major life activity: a) self-care; b) receptive and expressive language; c) learning; d) mobility; e) self-direction; f) capacity for independent living; or g) economic self-sufficiency; and
- Reflects the individual’s need for a combination and sequence of special, interdisciplinary, or generic services, individualized supports, or other forms of assistance that are of lifelong or extended duration and are individually planned and coordinated.

Many persons with developmental disabilities can live and work independently in a conventional housing environment. More severely disabled individuals require a group living environment with supervision. The most severely affected individuals may require an institutional environment with medical services and physical therapy. Many persons with developmental disabilities require supportive services during the transition from childhood to a more independent living situation as an adult.

The California Department of Developmental Services (DDS) estimates that, in 2022, 1,768 individuals with developmental disabilities were living in Hayward. Of individuals with developmental disabilities, 43 percent were children under 18 and 57 percent were adults.

The DDS currently provides community-based services to approximately 243,000 persons with developmental disabilities and their families through a statewide system of 21 regional centers, four developmental centers, and two community-based facilities. The center is a private, non-profit community agency that contracts with local businesses to offer a wide range of services to individuals with developmental disabilities and their families. According to DDS, as of December 2020, 23,423 individuals with developmental disabilities were being assisted at the Regional Center of the East Bay (RCEB) 11,078 of which were residents of Alameda County. Of these individuals

served, approximately 24 percent were Hispanic, 18 percent were Asian, and 26 percent were white. Table B-15 shows the age distribution of people with developmental disabilities in Hayward.

Table B-15 Persons with Developmental Disabilities Served by RCEB by Age Group in Hayward

Age Group	0 – 14	15 – 22	23 – 54	55 – 56	65+	Total
Persons with Disabilities	511 (29%)	299 (17%)	650 (37%)	169 (10%)	139 (8%)	1,768 (100%)

Note: Percentages do not add up to 100 percent due to rounding. Data recorded by the RCEB is not a total count of persons with disabilities in San Leandro.

Source: Regional Center of the East Bay, 2022.

Resources

There are a number of housing resources that improve access to housing for people living with a development disability. These resources include rent-subsidized homes, licensed and unlicensed group homes in single-family neighborhoods, Section 8 vouchers, special programs for home purchase, HUD housing, and residential care facilities. The design of housing-accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the types of considerations that are important in serving this need group. The City of Hayward allocates approximately \$300,000 in CDBG funds to two housing rehabilitation programs that assist homeowners with home repair grants that can be used to make accessibility improvements.

Incorporating barrier-free design in all new multifamily housing, as required by California and Federal Fair Housing laws, is especially important to provide the widest range of choices for disabled residents. The Fair Housing Act requires builders of multi-family housing projects to be accessible to people with disabilities through considerations in seven key areas³:

- Accessible building entrance on an accessible route
- Accessible and usable public and common use areas
- Usable doors
- Accessible route into and through the covered unit
- Light switches, electrical outlets, thermostats, and other environmental controls in accessible locations
- Reinforced walls for grab bars
- Usable kitchens and bathrooms

While the Fair Housing Act creates a national baseline for multifamily housing accessibility, a citywide Universal Design Ordinance can go further to increase the usability of homes and apartments by people of all ages, sizes, and abilities. The Center for Universal Design⁴ defines the seven principles of Universal Design as:

- Equitable use
- Flexibility in use

³ United States Department of Housing and Urban Development, Fair Housing Act Design Manual (1998)

⁴ North Carolina State University, The Center for Universal Design, The Principles of Universal Design (1997)

- Simple and intuitive use
- Perceptible information
- Tolerance for error
- Low physical effort
- Size and space approach and use

A home that complies with a Universal Design Ordinance that aligns with these principles enhances the ability of all residents to live independently in their own homes as long as possible by allowing the house to adapt to a lifetime of changing needs. As detailed in Program H-19 of the Housing Plan, the city seeks to develop and adopt a Universal Design Ordinance by January 2025.

Lastly, the City of Hayward operates a paratransit service for adults unable to ride other public transit due to a medical or other disabling condition. This service is intended to supplement the East Bay Paratransit Service when it is unable to provide service. Arc of the East Bay is the largest of Hayward’s providers of non-medical care services and day programs to the developmentally disabled community.

1.6.3 Large Households

Large households are defined as those consisting of five or more members. These households comprise a special need group because of the frequently limited supply of adequately sized and affordable housing units in a community. To save for other basic necessities such as food, clothing, and medical care, it is common for lower-income large households to reside in smaller units. This frequently results in overcrowding and could accelerate unit deterioration.

Table B-16 compares the number of large households in Hayward to that of Alameda County. Approximately 19 percent of households in Hayward consisted of five or more persons, compared to approximately 11 percent region wide.

Table B-16 Large Households (2019)

Jurisdiction	# of Large Households	% of Total Households	# of Large Owner Households	% of Total Households	# of Large Renter Households	% of Total Households
Hayward	9,150	19.2%	4,910	10.3%	4,240	8.9%
Alameda County	62,587	10.8%	34,619	6.0%	27,968	4.8%

Source: American Community Survey, 2015-2019.

Resources

Lower and moderate-income large households can benefit from various affordable housing programs. These include the Homeownership Education classes, Mortgage Credit Certificate program, affordable housing development assisted with City, State, and federal funds, and Housing Choice Vouchers, among others.

1.6.4 Single-Parent Households

Single-parent families, particularly female-headed, single-parent families with children often experience a higher housing cost burden relative to the general population and may require assistance to access affordable day care, health care, and other supportive services to ensure fair access to housing and other resources. As a result, State housing element law requires that jurisdictions analyze the particular needs of single-parent households especially female-headed single-parent households. An estimated 7 percent of Hayward households were headed by single parents in 2019 (Table B-17), the majority of which (80 percent) were headed by females. This is compared to an estimated 5 percent of households in Alameda County, 80 percent of which were headed by females. According to the 2015-2019 ACS, 25 percent of female-headed single-parent households had incomes below the poverty level.

Table B-17 Single-Parent Households (2019)

	Total Households	Single-Parent Households	Percent Total Households	Female-Headed Households with Children	Percent of Single-Parent Households
Hayward	47,666	3,255	6.8%	2,591	79.6%
Alameda County	577,177	29,653	5.1%	23,572	79.5%

Source: American Community Survey, 2015-2019.

Resources

Lower-income single-parent households can benefit from City programs that provide direct rental assistance or that will facilitate the development of deed restricted affordable housing. Affordable housing opportunities can also be expanded for low- and moderate- income single-parent households through the Housing Choice Vouchers, Homeownership Education classes, and the Mortgage Credit Certificate program.

1.6.5 Extremely Low-Income Households

Extremely low-income households are defined by HCD as households with income less than 30 percent of AMI. The 2021 AMI in Alameda County for a family of four is \$125,600. For extremely low-income households, this translates to an annual income of \$54,300 or less. Households with extremely low-income have a variety of housing situations and needs. For example, most families and individuals receiving public assistance, such as social security insurance (SSI) or disability insurance are considered extremely low-income households.

As referenced in Section 1.4.2, approximately 6,295 extremely low-income households reside in the city, representing approximately 13 percent of the total households. The proportion of extremely low-income households in Hayward is lower than in Alameda County, where 16 percent of households are extremely low-income. Approximately 8 percent of owner-occupied households and 19 percent of renter-occupied households are extremely low-income. Therefore, extremely low-income households are more likely than other households in the city to rent their homes.

Some extremely low-income households could have physical or mental disabilities and/or other special needs. There is overlap between extremely low-income households and particular housing needs. Approximately 8 percent of extremely low-income households (664 households) are large families (five or more people per household), and 850 female-headed households with children live in poverty. Among senior households that earned 100 percent or less of the AMI, the greatest

number were extremely low-income households: 2,220 senior households earned 30 percent or below of the AMI. In comparison, 1,740 senior households earned 31-50 percent of the AMI, 1,315 that earned 51-80 percent AMI, and 729 earned 81-100 percent AMI. Additionally, the 2013-2017 CHAS estimates indicate that 70 percent of extremely low-income households faced housing problems (defined as cost burden greater than 30 percent of income and/or overcrowding and/or without complete kitchen or plumbing facilities). As discussed in Section 1.8.4, extremely low-income households are likely to be cost burdened for both renters (82.6 percent) and homeowners (70.4 percent), where a total of 78.6 percent of ELI low-income households are cost burdened (spending more than 30 percent of monthly income on housing costs). The 2014-2018 CHAS data reported that 3,525 extremely low-income households that rent reported experiencing housing cost burden and 3,040 experience severe housing cost burden (spending more than 50 percent of monthly income on housing costs).

Race and ethnicity differences are also apparent with extremely low-income household characteristics. According to the 2015-2019 ACS, residents who identify as White (Hispanic and non-Hispanic), Black/African American, Hispanic/Latino, and American Indian/Alaska Native had a higher poverty rate than Other Race or Multiple Race and Asian American/Pacific Islander residents.

It can be difficult to project the number of extremely low-income households for future years. However, in a review of trends for families earning an income below the poverty level, the percent of families in poverty has decreased since the ACS 2013-2017 dataset was compiled and has generally decreased since the 2010-2015 time period by a couple percentage points per available dataset.

Resources

The City regulates supportive housing as a residential use, provided supportive services are subordinate to the residential use. The city has 1,567 subsidized affordable housing units. Affordable housing opportunities for extremely low-income households can be expanded for households through the Housing Authority of the County of Alameda (HACA)'s Housing Choice Voucher (HCV) program that overwhelmingly service extremely low-income households. HUD estimates that 2,018 households receive HCVs in Hayward. There are 3,585 households served by affordable housing units and housing vouchers, which has met over half of the housing needs of the city's 4,270 households that are extremely low-income renters.

To address the range of needs, the City will employ programs to support affordable housing development, remove constraints, and support development of housing types that may fit the needs of extremely low-income residents, such as supportive housing. During the planning period, the City will continue to encourage affordable housing developers to apply for HCVs through HACA vouchers to more deeply subsidize affordable housing units constructed in the city. The City continues to fund or partner with local and regional organizations to provide HCVs, housing rehabilitation grants, fair housing education and counseling, legal aid, and expand affordable housing opportunities for extremely low-income households.

1.6.6 Farmworkers

The US Department of Agriculture's (USDA) 2017 Census of Agriculture reported that in Alameda County, a total of 593 persons were hired farm labor with 305 of these workers employed for 150 days or more, and 288 for 150 days or less. The special housing needs of many agricultural workers stem from their low wages and seasonal employment. According to the 2015-2019 ACS, the total number of residents employed in farming, fishing, and forestry was less than one percent of the

city’s population. Given the low number of persons employed in agricultural-related industries, the City can address the needs of the farmworker population through its overall affordable housing programs. Because Hayward is an urban/suburban community on the shore of the San Francisco Bay, those persons identified as having agricultural jobs are most likely employed at plant nurseries and small-scale fishing operations and thus are not anticipated to have the seasonal housing needs associated with crop-related farmworker jobs.

The City does have an agricultural zoning designation, but this is mostly utilized for open-space preservation and ranchette-style residential properties. There are no large-scale agricultural operations in Hayward. Therefore, there is no need for land use regulations to address the State Employee Housing Act (Section 17000 of the Health and Safety Code).

Resources

Because farmworkers make up a small percentage of the City’s population, no specific housing programs are necessary. The housing needs of farmworkers in Hayward can be addressed through the City’s general affordable housing programs for lower-income households. Certain programs and services offered by agencies detailed in Hayward’s Housing Plan can also be of assistance to Hayward’s farmworkers.

1.6.7 Individuals Experiencing Homelessness

Throughout the country and the Bay Area, homelessness has become an increasingly important issue. According to the Everyone Counts! 2019 Homeless Count and Survey the factors contributing to the rise in homelessness in Alameda County include the loss of employment (13 percent of respondents), a mental health issue (12 percent of respondents), substance abuse issue (10 percent of respondents), eviction or foreclosure (9 percent of respondents), rent increase (9 percent of respondents), and incarceration (8 percent of respondents).

California Housing Element law (California Government Code Section 65583(1)(6)) requires municipalities to address the special needs of individuals experiencing homelessness within their jurisdictional boundaries. Individuals experiencing “homelessness” as defined by the U.S. Department of Housing and Urban Development (HUD) Title 42 U.S. Code Section 11302, describes an individual (not imprisoned or otherwise detained) who:

- Lacks a fixed, regular, and adequate nighttime residence; and
- Has a primary nighttime residence that is:
 - A supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
 - An institution that provides a temporary residence for individuals intended to be institutionalized; or
 - A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

This definition does not include persons living in substandard housing, unless it has been officially condemned; persons living in overcrowded housing, persons being discharged from mental health facilities (unless the person was homeless when entering and is considered to be homeless at discharge), or persons who may be at risk of homelessness (for example, living temporarily with family or friends).

Homelessness continues to be a regional and national issue. Services and facilities available for the homeless are coordinated in Hayward and Alameda County as a continuum of care. The continuum of care begins with assessment of the needs of the homeless individual or family. The person/family may then be referred to permanent housing or to transitional housing where supportive services are provided to mitigate any potential underlying causes of homelessness. The goal of a comprehensive homeless service system is to ensure that individuals and families experiencing homelessness move from homelessness to permanent housing and have access to support systems to maintain that housing.

HUD requires that every other year, regional continuums of care conduct a point in time (PIT) count of all sheltered and unsheltered people experiencing homelessness on a single night in January. Alameda County’s PIT count of people experiencing homelessness was put on hold in 2021 due to the COVID-19 pandemic. As such, this report references data from the County’s 2022 PIT count. According to the 2022 Alameda County PIT count, 114 sheltered and 267 unsheltered individuals experience homelessness in Hayward. Table B-18 shows the number of sheltered and unsheltered people experiencing homelessness in Hayward and surrounding cities. Hayward’s population of people experiencing homelessness accounts for 4 percent of the county’s homelessness. A similar proportion of people experiencing homelessness are sheltered in Hayward when compared to other Alameda County cities.

Table B-18 Homelessness in Hayward and Surrounding Cities (2022)

Jurisdiction	Sheltered	Unsheltered	Total	% Sheltered	% of Total Homeless Population in Alameda County
Oakland	1,718	3,337	5,055	34.0%	51.9%
Fremont	160	886	1,026	15.6%	10.5%
Berkeley	254	803	1,057	24.0%	10.8%
San Leandro	97	312	409	23.7%	4.2%
Hayward	114	267	381	29.9%	3.9%
Alameda County	2,612	7,135	9,747	26.8%	100%

Source: EveryOne Counts! 2022 Homeless Count and Survey, Alameda County, 2022.

Resources

The city is included within the Alameda County Continuum of Care, which is a regional or local planning body that coordinates housing and services funding for homeless families and individuals. Homeless prevention activities in the Alameda County Continuum of Care include income support, CalWorks, CalFresh, Section 8 Vouchers, mental health and addiction treatment services, and rental assistance.

In 2021, the City adopted the Let’s House Hayward! Homelessness Reduction Strategic Plan to address the increasingly urgent issue of homelessness in the city. The strategic plan leans heavily on the findings of the 2019 EveryoneCounts PIT survey of homeless persons residing in Hayward. Let’s House Hayward! identified and outlined three specific goals and associated action items to address homelessness. These goals are:

- Formalize a coordinated and compassionate response to homelessness and develop wider community understanding and engagement.
- Increase the availability of an reduce barriers to homelessness crisis response services.

- Ensure access to and retention of affordable permanent housing.

To achieve these goals the City is facilitating inter-departmental and inter-agency collaboration to expand emergency and transitional shelter capacity; increase the availability and efficacy of holistic supportive services; and invest in eviction prevention, anti-displacement, and rapid re-housing initiatives.

Resources and programs in the Homeless Strategic Plan include six emergency shelters with a total of 155 beds, two winter warming shelters operated by South Hayward Parish and First Presbyterian Church, a rent stabilization and tenant protection ordinance, expanded COVID-19 rent mediation and assistance programs, and a policy of streamlining the development process for affordable housing units. The City intends to further expand shelter capacity and offer other low-barrier supportive services as the plan is implemented as well as reduce regulatory and zoning barriers to shelter and affordable housing development.

Currently, the City's Zoning Ordinance defines "homeless shelter" as "an institution that provides shelter for individuals and families with no limitation on the length of stay." The City accommodates homeless shelters in all General Commercial (CG), Mission Boulevard sub-areas (MB-CN/NN), and Industrial (I) zones provided the site and development meets the requirements and standards defined in the zoning code.

1.6.8 College Students

Hayward is home to California State University, East Bay (CSU East Bay) and Chabot Community College. According to the 2015-2019 ACS, approximately 14,059 (9 percent) of Hayward residents were enrolled in a college or graduate school between 2015 and 2019. The college student population (those enrolled or identified in a program above grade 12) is another significant factor that affects housing demand. Although students represent a temporary housing need, the impact upon housing demand is critical in areas immediately adjacent to trade schools, colleges, and universities. Given student income limitations, the same market forces that impact the lower income housing market also influences student housing.

Resources

Students can take advantage of all of the City's housing stock, but they tend to most commonly utilize multi-family rentals given their needs and the cost of housing in the region. Multi-family housing is permitted in almost all zoning districts including the Mission Boulevard Form Based Code area, Downtown Specific Plan area, Commercial zoning districts and Medium and High-Density Residential Districts and Residential Office District with approval of Site Plan Review for new construction. A 2018, AB 990 Analysis for the CSU East Bay found that there were 129 multi-family units within a 3-mile radius of the university. In 2018, the average rent for a 1-bedroom unit across these properties was \$1,721⁵.

Cal State East Bay offers limited on-campus student accommodation across two residential complexes, Pioneer Heights, and University Village. Chabot Community College does not offer on campus housing, but it does contract with a homestay agency to assist students with housing in the vicinity. These local student populations potentially generate demand for low-cost housing needs in Hayward and surrounding communities.

⁵ CSU East Bay, AB990 Off-Campus Housing Analysis (2018)

1.7 Housing Stock Characteristics

The characteristics of the housing stock, including housing production, type, age, condition, tenure, vacancy rates, housing costs, and affordability are important in determining the housing needs for the community. This section details the characteristics of the housing supply to identify how well the current housing stock meets the needs of current and future residents of the city.

Table B-19 shows a comparison of growth in the number of housing units since 2000 across Alameda County cities. The housing stock in most comparable cities grew faster from 2000 to 2010 than the following 9-year period. The number of housing units in Hayward grew approximately 5 percent from 2000 to 2010 but grew less than 4 percent from 2010 to 2019. The number of housing units in Hayward grew slightly slower than Alameda County which grew by approximately 13 percent between 2000 and 2019.

Table B-19 Housing Unit Growth (2000 to 2019)

Jurisdiction	2000	2010	2019	Percent Change 2000-2010	Percent Change 2010-2019	Percent Change 2000 - 2019
Berkeley	46,875	49,454	48,674	5.5%	-1.6%	3.8%
San Leandro	31,300	32,419	32,844	3.6%	1.3%	4.9%
Hayward	45,960	48,296	50,052	5.1%	3.6%	8.9%
Oakland	157,505	169,710	173,300	7.7%	2.1%	10.0%
Fremont	69,452	73,989	79,170	6.5%	7.0%	14.0%
Union City	18,862	21,258	22,903	12.7%	7.7%	21.4%
Alameda County	540,183	582,549	608,096	7.8%	4.4%	12.6%

Source: Bureau of the Census, 2000-2010. American Community Survey, 2015-2019.

1.7.1 Housing Type

Over 60 percent of Hayward housing stock consists of single-family homes. Multi-family dwellings account for 33 percent of homes in the city, while mobile homes and vehicles comprise 5 percent of all homes in the community. Between 2000 and 2019, the proportion of single-family homes, both detached and attached, has increased from 58 to 62 percent of units in Hayward. Correspondingly, the proportion of multi-family homes has decreased slightly from approximately 37 to 33 percent, and the proportion of mobile homes in the city was consistent in this same period.

According to HCD, there are 2,268 mobile home spaces in Hayward across 10 mobile home parks.⁶ As a means to protect lower-income residents, mobile home spaces in Hayward are subject to a rent stabilization ordinance which limits a mobile home park owner from raising rent on a space more than the greater of three percent in twelve months or 60 percent of the percent change in the consumer price index (CPI).

⁶ State Department of Housing and Community Development Mobile home and RV Parking Listing. Accessed October 2021.

Table B-20 Housing Unit Type

Housing Unit Type	2000 Units	2000 Percent of Total	2010 Units	2010 Percent of Total	2019 Units	2019 Percent of Total	Percent Change 2000-2010	Percent Change 2010-2019
Single-Family Homes	25,814	57.5%	29,718	60.7%	31,062	62.1%	15.1%	4.5%
Detached	22,423	49.9%	25,557	52.2%	25,641	51.2%	14.0%	0.3%
Attached	3,391	7.6%	4,161	8.5%	5,421	10.8%	22.7%	30.3%
Multi-Family Homes	16,881	36.7%	16,876	34.5%	16,494	33.0%	0.0%	-2.3%
2-4 units	3,274	7.3%	2,974	6.1%	2,626	5.2%	-9.2%	-11.7%
5+ units	13,607	30.3%	13,902	28.4%	13,868	27.7%	2.2%	-0.2%
Mobile Homes/Other	2,207	4.9%	2,353	4.8%	2,496	4.9%	6.6%	6.1%
Total Housing Units	45,960	100%	48,947	100%	50,052	100%	6.5%	2.3%

Sources: Bureau of the Census, 2000; American Community Survey, 2006-2010 and 2015-2019.

1.7.2 Tenure

Housing tenure refers to whether a unit is owned or rented. The owner versus renter distribution of a community’s housing stock influences several aspects of the local housing market. Residential stability is influenced by tenure, with ownership housing being associated with a lower turnover rate than rental housing. Housing cost burden (sometimes referred to as overpayment), while faced by many households regardless of tenure, is generally far more prevalent among renters. Tenure is primarily related to household income, housing type, and age of the householder.

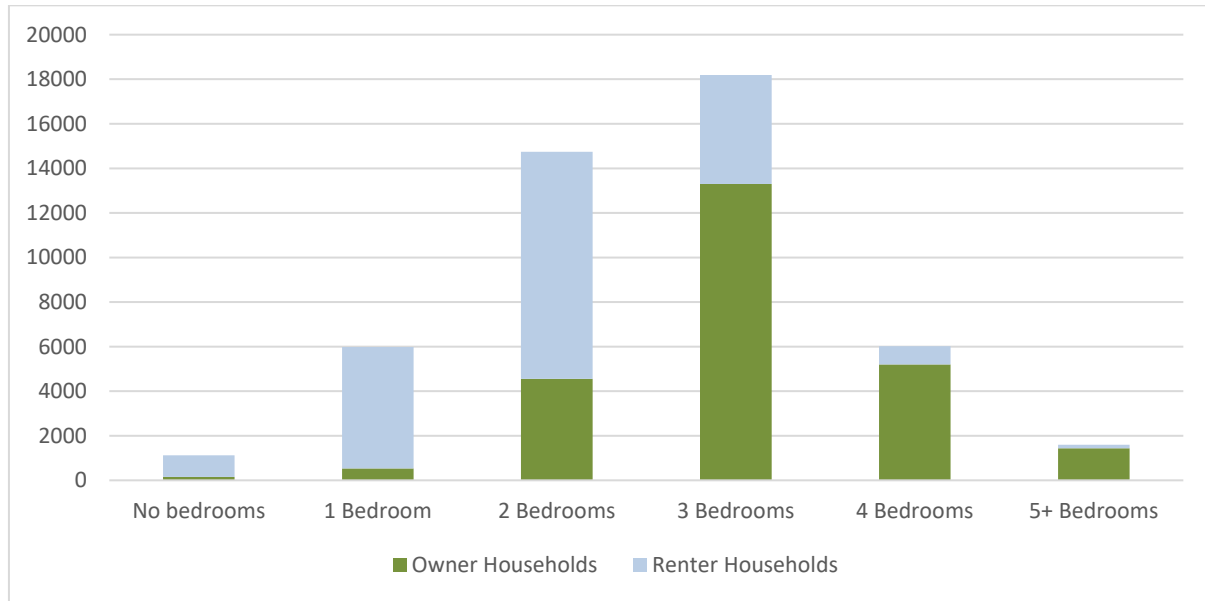
Table B-21 Household Size by Tenure

Tenure	Average Household Size 2000	Average Household Size 2010	Average Household Size 2019
Owner-Occupied	3.08	3.14	3.32
Renter-Occupied	3.13	3.10	3.22
Total	3.02	3.12	3.27

Sources: Bureau of the Census, 2000 and 2010; American Community Survey, 2015-2019.

In 2019, among the City’s occupied housing units, an estimated 54 percent were owner-occupied, while 46 percent were renter occupied. As shown in Figure B-3, renter-occupied households had a slightly smaller average household size than owner-occupied households in 2019. The average renter-household size in 2019 was 3.22 persons compared to 3.32 persons for the average owner-household. Though the average homeowner household size and renter household size is similar, the City’s rental housing stock offers a smaller percentage of larger units (three and four bedrooms). Figure B-4 shows that larger units were more likely to be owner occupied than rented. Larger sized units constituted 79 percent of owner-occupied housing and only 20 percent of renter-occupied units. This disparity in the availability larger sized rental housing may make accessing adequate housing difficult for larger households unable to afford home ownership.

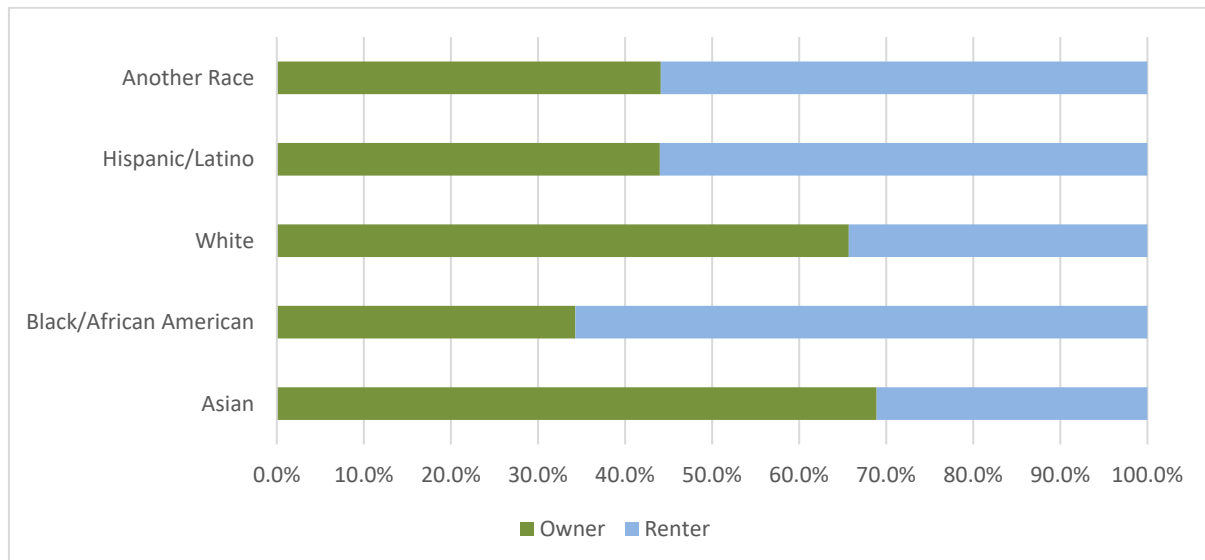
Figure B-3 Distribution of Units by Number of Bedrooms and Tenure (2019)



Source: American Community Survey 2015-2019

Due to historical patterns of segregation, discriminatory lending, and urban renewal, non-white households are less likely to own their home and access the wealth building opportunity that ownership offers. Figure B-4 shows that rates of home ownership are significantly higher among non-Hispanic White and Asian householders than Black/African American householders, Hispanic/Latino householders, and householders belonging to another racial group.⁷

Figure B-4 Tenure by Race of Householder (2015-2019)



Source: American Community Survey 2015-2019

⁷ Urban Institute, 2021. Available: <https://apps.urban.org/features/tracking-housing-wealth-equity/>

1.7.3 Vacancy

Vacancy rates are an important housing indicator because they indicate the degree of choice available. Too high a vacancy rate can make it difficult for owners trying to sell or rent. Low vacancy rates usually indicate high demand and/or low supply conditions in the housing market. A vacancy rate that is too low can force prices up, making it more difficult for lower and moderate-income households to find housing. Vacancy rates between two and three percent for single-family housing and between 5 and 6 percent for multi-family housing are usually considered optimal for a healthy housing market. However, vacancy rates are not the sole indicator of market conditions. They must be viewed in the context of all the characteristics of the local and regional market. Low rental-housing vacancy rates in a community, common especially in high demand regions like the Bay Area, also contribute to increased rents, increased housing costs, increased homelessness, and difficulties exiting homelessness. Table B-22 shows a comparison of vacancy rates across Alameda County. With a housing stock of 54 percent owner-occupied and 46 percent renter-occupied, the weighted optimum vacancy rate in Hayward should be between 3 and 4 percent. In 2019, the vacancy rate was 5 percent, which is comparable to other cities in Alameda County.

Table B-22 Vacancy Rates by Community (2019)

Jurisdiction	% Vacant	Total Units	# Vacant
Oakland	6.3%	173,300	10,881
Fremont	4.4%	79,170	3,483
Berkeley	6.8%	48,674	3,322
San Leandro	4.3%	32,844	1,410
Union City	4.6%	22,903	1,051
Hayward	4.8%	50,052	2,386
Alameda County	5.1%	60,8096	30,919

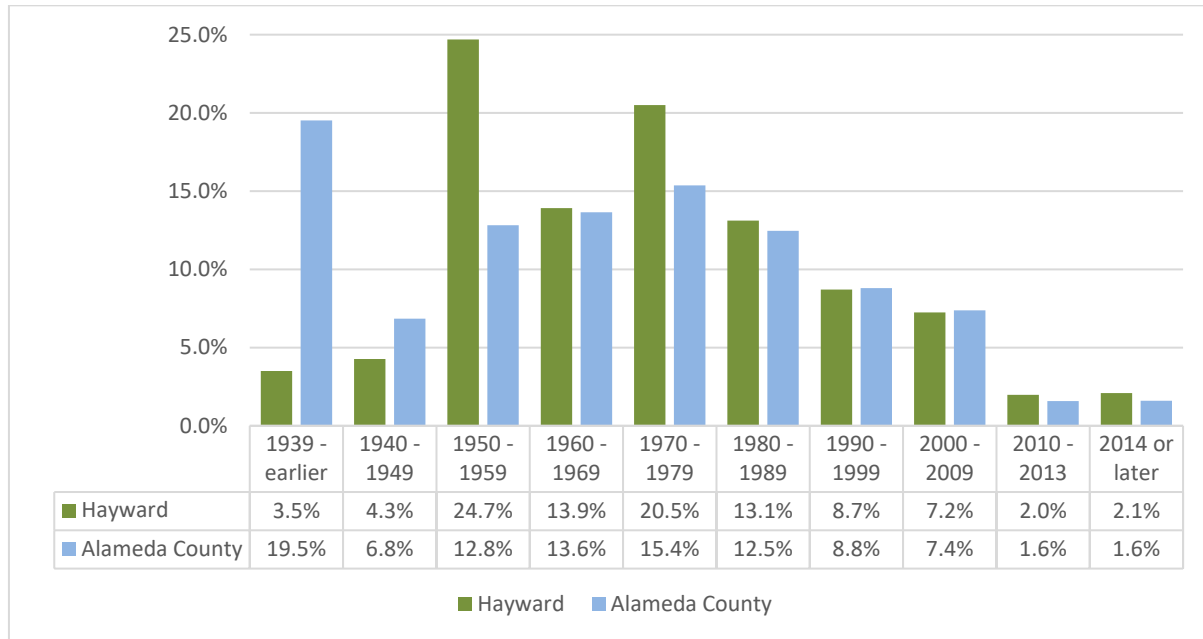
Source: American Community Survey, 2015-2019.

1.7.4 Housing Age and Condition

Housing age can be an important indicator of housing condition in a community. Like any other tangible asset, housing is subject to gradual physical deterioration over time. If not properly and regularly maintained, housing can deteriorate and threaten the health and safety of residents, as well depress neighboring property values and discourage reinvestment. Many federal and state programs also use the age of housing as a factor in determining housing rehabilitation needs. Typically, housing over 30 years of age is more likely to have rehabilitation needs that may include new plumbing, roof repairs, foundation work, and other repairs.

Figure B-5 shows the age of housing stock in Hayward compared to Alameda County. As of 2019, 80 percent of all housing units in Hayward were built prior to 1990, potentially requiring repairs and modernization improvements. Only 4 percent of the city’s housing units were built after 2010.

Figure B-5 Housing Stock Age (2015-2019)



Source: American Community Survey 2015-2019

Although the Census does not include statistics on housing condition based upon observations, it includes statistics that correlate closely with substandard housing conditions. Three factors most commonly used to determine housing conditions are age of housing, overcrowding, and lack of plumbing/kitchen facilities. Table B-23 below summarizes the availability of plumbing and kitchen facilities. In the past, lack of telephone service was also an indicator of housing conditions. Today, however, with the widespread availability of cell and internet phone services, many households have chosen not to install land line telephone services.

Table B-23 Substandard Units (2019)

Condition	Number	Percentage
Lacking complete plumbing facilities	137	0.3%
Lacking complete kitchen facilities	268	0.6%
Total occupied units	47,666	100.0%

Source: American Community Survey, 2015-2019.

According to Table B-23, less than 1 percent of occupied units in Hayward lack plumbing and/or kitchen facilities. The City’s Code Enforcement Division is familiar with the condition of housing and neighborhoods, in general. Because each of the officers within Code Enforcement is assigned to specific districts, the staff gains an in-depth insight into the condition of specific properties.

The Code Enforcement Division considers housing units in compliance with State minimum housing standards, as established under the California Health and Safety Code, and California Building Codes, to be standard and habitable units. Any housing unit that does not meet these requirements is considered substandard. Hayward’s Code Enforcement Department estimates that, based on past experiences and knowledge of specific neighborhoods related to code enforcement cases, 10 percent (approximately 4,700 units) of the City’s occupied units can be considered substandard and in need of rehabilitation and replacement. Housing that is not maintained can discourage

reinvestment, depress neighboring property values, and can negatively impact the quality of life in a neighborhood. Improving housing is an important goal of the City. Common housing code violations and substandard conditions in Hayward include - unpermitted construction, moisture damage, Faulty electrical wiring, plumbing, windows, and roof systems, deteriorated exterior siding, and faulty heating and mechanical systems. Most of Hayward’s substandard units are suitable for rehabilitation.

1.7.5 Overcrowding

The combination of low-incomes and high housing costs has forced many households to live in overcrowded housing conditions. “Overcrowding” is generally defined as a housing unit occupied by more than one person per room. Rooms can include living rooms and dining rooms but excludes hallways, kitchens, and bathrooms. Significant overcrowding can indicate that a community does not have an adequate supply of affordable housing, especially housing that could accommodate large families.

Overcrowding typically occurs when there are not enough adequately sized units in a community, when high housing costs relative to income force more individuals to share a housing unit than it can adequately accommodate, or when families reside in smaller units than they need to devote income to other necessities, such as food and health care. Overcrowding tends to accelerate the physical deterioration of housing and disproportionately affects renter-households.

Table B-24 summarizes overcrowding in Hayward. Overcrowding decreased from approximately 20 to 11 percent between 2000 and 2010, but it rose to 14 percent by 2019. Similarly, the rate of severe overcrowding decreased from 11 percent in 2000 to 4 percent in 2010 and has stayed relatively stable through 2019. Approximately 21 percent of all renters lived in overcrowded conditions compared to 8 percent of owners according to ACS data. This disparity in the rates of overcrowding between owner and renter households is likely due to the relative scarcity of larger housing units available on the rental market as shown in Figure B-3.

Table B-24 Overcrowding

Overcrowding	Owner-Households		Renter-Households		Total Households	
	Number	Percent	Number	Percent	Number	Percent
2000						
Total Overcrowded (> 1.0 person/room)	2,930	12.2%	5,874	28.0%	8,804	19.7%
Severely Overcrowded (>1.5 persons/room)	1,639	6.8%	3,369	16.1%	5,008	11.2%
2010						
Total Overcrowded (> 1.0 person/room)	1,375	6.0%	3,827	16.7%	4,767	11.0%
Severely Overcrowded (>1.5 persons/room)	298	1.3%	1,627	7.1%	1,733	4.0%
2019						
Total Overcrowded (> 1.0 person/room)	1,948	7.7%	4,618	20.6%	6,566	13.8%
Severely Overcrowded (>1.5 persons/room)	488	1.9%	1,683	7.5%	2,171	4.6%

Source: Bureau of the Census, 2000 Census; American Community Survey, 2006-2010 and 2015-2019.

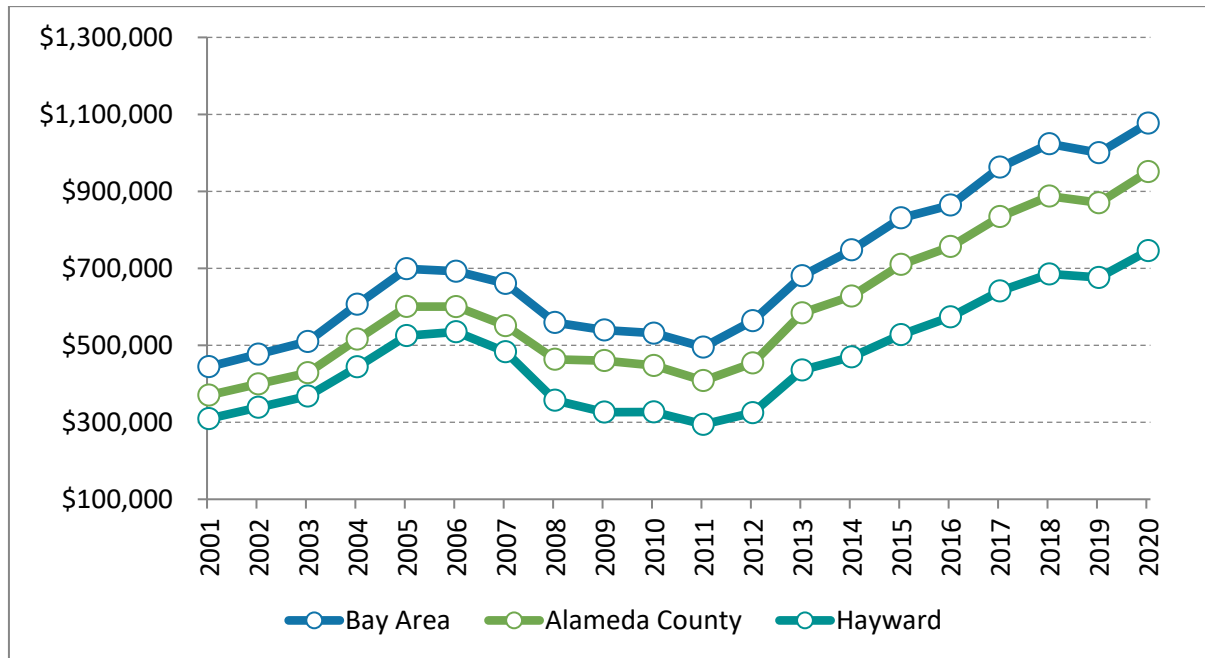
1.8 Housing Costs and Affordability

Housing costs are indicative of housing accessibility to all economic segments of the community. The cost of housing in a community is directly correlated to the number of housing problems and affordability issues. High housing costs can price low-income families out of the market, cause extreme cost burdens, or force households into overcrowded or substandard conditions. This section summarizes the cost and affordability of the housing stock to Hayward residents.

1.8.1 Home Values

The real estate listing services company Zillow estimates that Hayward’s typical home value in December of 2020 was approximately \$745,855. This value is lower than the countywide typical value of \$951,381 and the Bay Area as a whole (Figure B-6). Home values in the city were approximately 12 percent lower than Oakland and 22 percent lower than Alameda County as a whole, but comparable to home values in San Leandro.

Figure B-6 Median Home Values (2020)



Source: Home Value Index, Zillow, 2020.

As demonstrated in Table B-25, home values in Hayward increased by about 41 percent between 2015 and 2020. Other Alameda County cities also saw significant increases in median home prices during this time, as did Alameda County as a whole.

Table B-25 Comparison of Zillow Home Value Index (2015-2020)

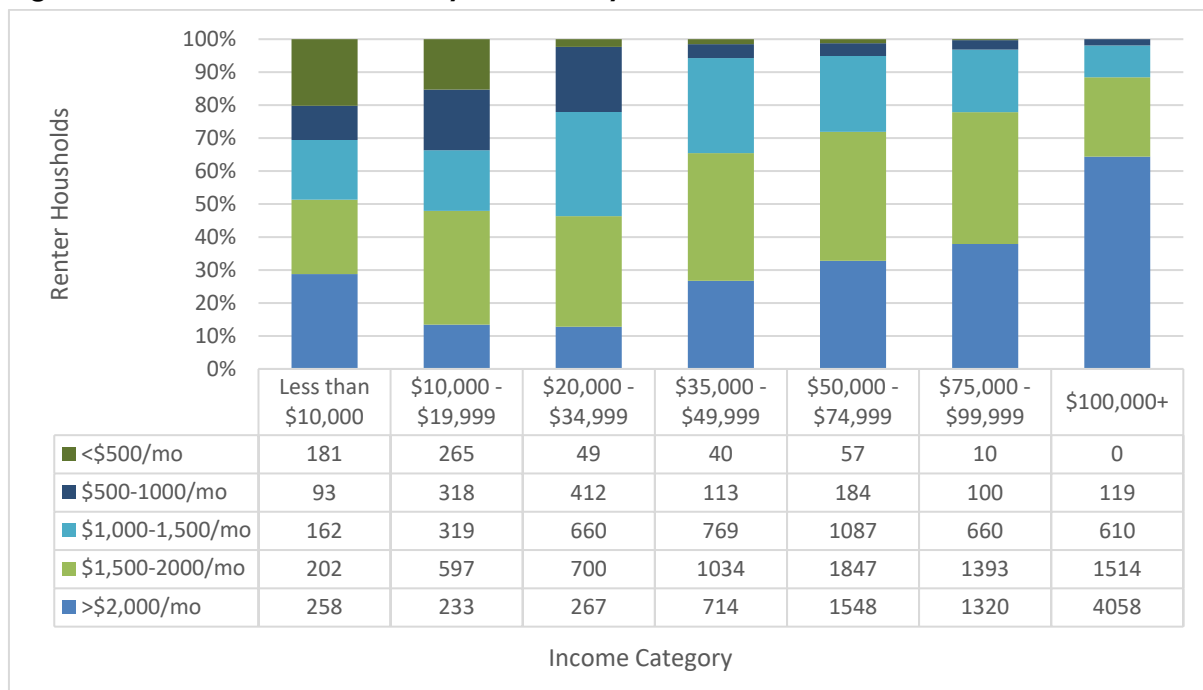
Jurisdiction	December 2015 Price	December 2020 Price	Percent Change in Home Value Index
Oakland	\$598,530	\$845,670	+41.3%
Fremont	\$886,652	\$1,180,205	+33.1%
Berkeley	\$1,031,750	\$1,405,908	+36.3%
San Leandro	\$540,460	\$763,777	+41.3%
Union City	\$706,084	\$991,876	+40.5%
Hayward	\$527,757	\$745,855	+41.3%
Alameda County	\$710,019	\$951,381	+34.0%

Source: Home Value Index, Zillow, 2020.

1.8.2 Rental Costs

Less than half of Hayward households (46 percent) live in rental housing. According to the 2015-2019 ACS, monthly rent ranges from less than \$500 per month (3 percent of Hayward renters) to more than \$2,000 per month (38 percent of Hayward renters). The most common rent category in the city is greater than \$2,000 per month. Figure B-7 shows the distribution of monthly rental rates by income category.

Figure B-7 Household Income by Rent in Hayward



Source: American Community Survey, 2015-2019.

As shown on Table B-26, average monthly rents in Hayward ranged from \$2,079 for a one-bedroom apartment to \$2,523 for a three-bedroom apartment in 2021. Rents for efficiency units (studios) in Hayward are typically higher than comparable units in other Alameda County jurisdictions, but larger units in Hayward were significantly less expensive than similar units in Oakland, Fremont, and

Berkeley. Only in the City of San Leandro are apartments of all sizes typically less expensive than apartments in Hayward.

Table B-26 Comparison of Median Monthly Rent (2021)

Unit Size	Studio	1-Bed	2-Bed	3-Bed
Oakland	\$1,405	\$2,626	\$3,642	\$6,154
Fremont	\$2,090	\$2,293	\$2,782	\$3,883
Berkeley	\$1,741	\$1,904	\$3,938	\$4,052
San Leandro	\$1,709	\$1,701	\$2,047	\$2,483
Hayward	\$2,159	\$2,079	\$2,608	\$2,523

Source: Median rent search conducted on October 10, 2021, on Apartments.com.

Rents increased throughout the nation during the 2009 recession in response to continued high foreclosure rates, few new units, tightened standards for home loans, and demand from young workers. In addition, more people moved from homeownership to renting, which increased demand on rental housing. According to HCD's Final Statewide Housing Assessment, rental costs in California have continued upward from 1990.

1.8.3 Housing Affordability

The cost of housing compared to the income of local households is used to determine the affordability of an area. If costs are high relative to income, housing problems such as overcrowding, and cost burden are more likely to occur. The lack of affordable housing contributes to cost burden, overcrowding, and even homelessness. "Affordable housing cost" for lower-income households is defined in California law as not more than 30 percent of gross household income with variations (Health and Safety Code Section 50052.5). The comparable federal limit, more widely used, is 30 percent of gross income, with variations. "Housing cost" commonly includes rent or mortgage payments, utilities (gas, electricity, water, sewer, garbage, recycling), and property taxes and insurance on owner-occupied housing.

The median income for renter households in Hayward \$68,591 which equates to an affordable monthly housing cost of \$1,714. The median income for owner households is \$109,359 which equates to an affordable monthly housing cost of \$2,740. According to CHAS data, half of all renters and 30 percent of homeowners in Hayward spend more than 30 percent of their gross monthly income on housing.

Severe cost burden occurs when 50 percent of a household's monthly income goes towards paying housing costs. In Hayward, 23 percent of renter households experience severe cost burden. Comparing rental housing costs in Hayward and maximum affordable prices for low-income households in Alameda County shows that households with HUD defined low-income can afford rental housing in Hayward. Very- and extremely low- income households (the majority of which are renter households) are being priced out of Hayward.

Table B-27 shows the affordable rent for each income category as shown in the Alameda County HCD income limits. According to the table, affordable monthly rent for lower income households (0-80 percent AMI) would range from \$1,028 at 30 percent AMI to \$2,740 at 80 percent AMI. Alternatively, households in the moderate and above moderate-income categories could afford rent over \$3,700.

Table B-27 Alameda County Income Limits (2021)

AMI 4-Person Household	Standard HUD Income Groups	Adjusted HUD 4 – Person Household	Adjusted HUD Income as % of AMI	Affordable Monthly Rent
\$125,600	Extremely Low Income (30% AMI)	\$41,100	32.7%	\$1,028
	Very Low Income (50% AMI)	\$68,500	54.5%	\$1,713
	Low Income (80% AMI)	\$109,600	87.2%	\$2,740
	Moderate Income (120% AMI)	\$150,700	–	\$3,768
	Above Moderate (> 120% AMI)	> \$150,700	–	> \$3,768

The defined “Affordable Monthly Rent” is affordable for households at the income threshold. The Alameda County income levels are upwardly adjusted for high housing costs using the VLI 4-person household as the basis for all other income calculations for HUD’s income groups.

The ELI, VLI and LI income groups are provided by HUD, Moderate and Above Moderate are generated using HUD-provided ratios.

Source: Alameda County Housing & Community Development Income and Rent Limits, 2021.

Source: HUD adjusts income limits upward to account for high-cost housing markets such as Alameda County.

Housing affordability can be inferred by comparing the cost of renting or owning a home in the city with the maximum affordable housing costs for households at different income levels. Taken together, this information can generally show who can afford what size and type of housing and indicate the type of households most likely to experience overcrowding and overpayment.

HUD conducts annual household income surveys nationwide to determine a household’s eligibility for federal housing assistance. Based on this survey, HCD developed income limits that can be used to determine the maximum price that could be affordable to households in the upper range of their respective income category. Households in the lower end of each category can afford less by comparison than those at the upper end.

1.8.4 Cost Burden

Measuring the portion of a household’s gross income that is spent for housing is an indicator of the dynamics of demand and supply. This measurement is often expressed in terms of “over payers”: households paying an excessive amount of their income for housing, thereby decreasing the amount of disposable income available for other needs. This indicator is an important measurement of local housing market conditions because it reflects the affordability of housing in the community. Federal and state agencies use overpayment indicators to determine the extent and level of funding and support that should be allocated to a community. State and federal programs typically define over-payers as those lower-income households paying over 30 percent of household income for housing costs. A household is considered experiencing a severe cost burden if it spends more than 50 percent of its gross income on housing.

Housing cost burden affects a substantial portion of households in Hayward, particularly lower income renter households and Hispanic/Latino and Black/African American households. Table B-28 presented earlier provides overpayment detail by income group and household type in Hayward between 2014 and 2018. At lower-income levels, cost burden has a greater impact on renters than on owners. For households with moderate and above moderate incomes, cost burden is less prevalent and impacts renters and owners at similar rates. While approximately 40 percent of all households in Hayward are housing cost burdened, 48 percent of Hispanic/Latino households and 53 percent of Black/African American households are cost burdened.

Table B-28 also details the housing assistance needs for lower-income households that rent or own in Hayward. The types of problems vary according to household income, type, and tenure. Some notable trends include:

- Low-income households are more likely to rent their homes;
- Renter-households are significantly more likely to experience housing cost burden (50 percent) compared to owner-households (30 percent);
- Approximately 79 percent of extremely low-income households, 76 percent of very low-income households, and 63 percent of low-income households are housing cost burdened; and
- Over 71 percent of extremely low-income renter households spend more than 50 percent of their income on housing and 83 percent spend more than 30 percent of their income on housing.

Table B-28 Housing Cost Burden by Tenure (2014-2018)

Household by Tenure, Income, and Cost Burden	Renters	Owners	Total Households
Extremely low-income (0-30% AMI)	4,270	2,025	6,295
With cost burden >30%	82.6%	70.4%	78.6%
With cost burden > 50%	71.2%	58.0%	67.0%
Very low-income (31-50% AMI)	3,680	2,380	6,060
With cost burden >30%	88.7%	57.4%	76.4%
With cost burden > 50%	41.3%	38.7%	40.3%
Low-income (51-80% AMI)	4,260	3,170	7,430
With cost burden >30%	68.9%	54.7%	62.9%
With cost burden > 50%	14.9%	12.3%	13.8%
Moderate & Above Income (>80% AMI)	10,800	17,805	27,980
With cost burden >30%	16.6%	16.6%	17.0%
With cost burden > 50%	1.1%	1.7%	1.5%
Total Households	23,015	24,755	47,770
With cost burden >30%	50.0%	30.2%	39.8%
With cost burden > 50%	23.1%	11.3%	16.9%

Note: Data presented in this table are based on special tabulations from the American Community Survey (ACS) data. Due to the small sample size, the margins of errors can be significant. Interpretations of these data should focus on the proportion of households in need of assistance rather than on precise numbers.

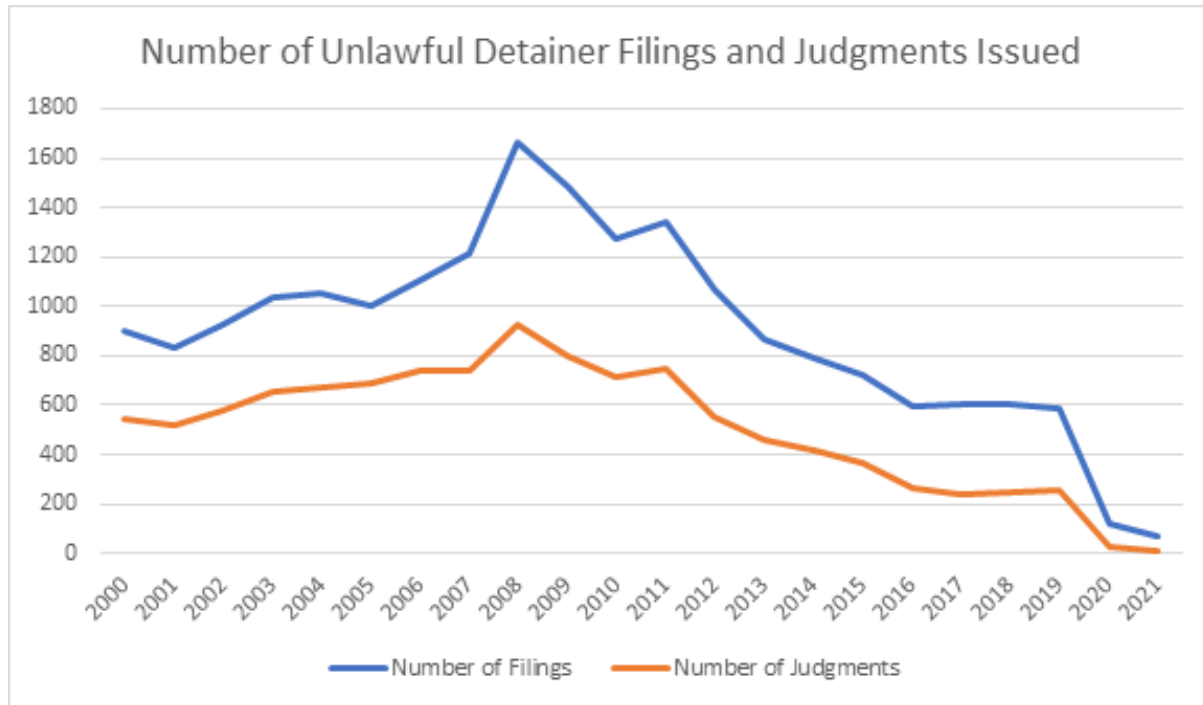
Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2014-2018.

1.9 Eviction

From 2000 to 2019, the annual number of unlawful detainer filings in the City of Hayward averaged 984 per year, with a peak in 2008 of 1,664 filings. As shown on Figure B-8, filings declined steadily from 2008, plateaued from 2016 to 2019, then dropped significantly beginning in March 2020 due to the local, state, and federal COVID-19 eviction moratoria. The proportion of filings that resulted in a judgment (as opposed to a dismissal) remained consistent with the number of filings, as shown in the chart below. From 2010 (when data become available) through 2019, approximately 31% of judgments resulted in a completed writ of possession (i.e., the Sheriff’s Office removed the tenants).

In 2020 and 2021, during the COVID-19 pandemic and its corresponding eviction moratoria, an average of 8% of judgments resulted in a completed writ of possession.

Figure B-8 Number of Unlawful Detainer Filings and Judgments Issued



Notes. ⁱWrit of possession data are only available beginning in 2010. ⁱⁱData source: California Superior Court of Alameda

In July 2019, Hayward City Council enacted the Residential Rent Stabilization and Tenant Protection Ordinance (RRSO), which created a rent increase threshold for covered rental units¹ and just cause eviction protections for all rental units with few exceptions. The number of unlawful detainer filings in the nine months following the enactment of the RRSO decreased by 13% compared to the nine months before the RRSO was passed.

1.10 Affordable Housing

The City of Hayward is committed to facilitating and preserving affordable housing opportunities for its residents. State law requires the analysis of government-subsidized housing that may change from low-income housing to market-rate housing during the next 10 years. This section summarizes tenant-based rental housing in the city as well as affordable housing at-risk of converting to market rates and the cost to preserve or replace the at-risk units.

1.10.1 Rent Stabilization Ordinance and Naturally Occurring Affordable Housing

In June of 2019, the City of Hayward adopted the Residential Rent Stabilization and Tenant Protection Ordinance (RRSO) to encourage investment in local residential rental housing by allowing landlords to make a fair return on their real estate investments while also protecting the welfare of its citizens who are its tenants. The aim of the RRSO is to help mitigate housing problems caused by the lack of available housing for lower income households and rapidly rising rents. Under the RRSO,

landlords of units built before July 1, 1979, may raise the rent of those units a maximum of 5 percent per year. In 2019, the RRSO was updated and extended protections to approximately 12,000 rental units that were initially subject to the City’s 1983 Residential Rent Stabilization Ordinance.

Older housing stock can provide a source of naturally occurring affordable housing which is not subject to rent control or deed restriction. As these units undergo refurbishment or a change in ownership, they will often see an increase in market-rate rent thereby becoming unaffordable to lower income households. There may be significant opportunity for the City to purchase these units outright or facilitate a transfer of ownership to a non-profit entity to maintain affordability in perpetuity. The city seeks to develop and adopt a program to facilitate the purchase of naturally occurring affordable housing to convert to deed restricted affordable housing.

1.10.2 Tenant-Based Rental Housing Assistance

The Housing Authority of Alameda County (HACA) serves Hayward and provides housing choice vouchers for lower-income households. The Section 8 Rental Assistance Program provides rental subsidies to low-income families that spend more than 30 percent of their gross income on housing costs. Additionally, Section 202 program funds development of affordable housing for senior households and Section 811 program provides non-profits with funding to provide supportive housing for disabled, very- and extremely low-income persons. HACA currently provides over 7,000 Alameda County families with housing vouchers through HUD assistance programs. The Alameda County Housing Choice Voucher waiting list is currently closed and fewer than 10 families are placed in assisted housing per month. The City also uses a portion of its HOME allocation to fund a rental assistance program for transition age youth who have “aged-out” of the foster care system. This program typically serves 12 transition age youth (TAY) per year. The City is in the process of establishing a shallow subsidy pilot program, which will provide small monthly rental subsidies to between 40 and 50 extremely low-income households for 12–18-month durations.

1.10.3 Publicly Assisted Rental Housing

The City of Hayward uses various funding sources, including HUD’s housing voucher programs, Community Development Block Grants (CDBG), HOME funds, Low- and Moderate-Income Housing Funds and Affordable Housing Ordinance in lieu fees to preserve and increase the supply of affordable housing in the city through the acquisition and/or rehabilitation of renter-occupied units and the rehabilitation of owner-occupied units.

The city has a range of publicly assisted rental housing affordable to lower and moderate-income households.

Table B-29 provides a summary listing of affordable projects in the city. Overall, 23 projects provide a total of 1,567 assisted rental housing units in the city.

Table B-29 Inventory of Assisted Rental Housing

Project Name	Total Units	Assisted Units	Funding Source	Earliest Date of Conversion
At risk of conversion before 2031				
Hayward Villa	78	78	Section 8 New Construction	10/31/2025
Josephine Lum Lodge	150	106	Section 8 LMSA	12/31/2025
Sycamore Square	26	26	Section 8 New Construction	12/31/2028
Wittenberg Manor II	65	64	Section 202/Section 811	9/30/2022
Weinreb Place	22	21	Section 202/PRAC	12/31/2021
Properties at risk of conversion after 2031				
EC Magnolia Court	21	21	Section 8/Section 202	3/31/2033
Eden Issei Terrace	100	100	Section 8 New Construction	3/31/2033
Montgomery Plaza	50	50	Section 8 New Construction	3/31/2034
Olive Tree Plaza	26	26	Section 8/Section 202	3/31/2033
Tennyson Gardens Apartments/Faith Manor	158	155	Section 8 LMSA/RDA/TC	12/31/2073
Wittenberg Manor	95	95	Section 8 New Construction	5/31/2040
Villa Springs	66	66	RDA/TC	2065
C & Grand Senior Housing	60	60	Inclusionary/RDA/TC	2064
The Majestic Apartments	81	81	Bond/RDA/TC	2063
Walker Landing	78	78	Inclusionary/Bond/TC	2062
Huntwood Commons	40	40	HOME/WFHRGP	2061
Lord Tennyson	252	252	Bond/TC	2060
Sara Connor Court	57	57	HOME/RDA/TC	2059
Park Manor Apartments	81	81	TC/CDBG	2031
742 Harris Court	4	4	HOME	2054
Harris Court Apartments	20	20	HOME/TC	2053
Glen Berry	50	50	HOME/CDBG/TC	2048
Glen Eden	36	36	CDBG/RDA/TC	2047
Total		1,567		

Source: City of Hayward, 2021; HUD Section 8 Database, accessed October 2021

Sycamore Square, Tennyson Gardens Apartments, and Wittenberg Manor II are owned by a non-profit entity and are therefore at low risk of conversion before 2031. Josephine Lum Lodge is owned by a limited dividend housing corporation and is also at a low risk of conversion. Hayward Villa is owned and managed by for-profit entities and is therefore at a higher risk of conversion when its affordability controls expire in 2025. The City will continue to monitor the status of these at-risk units. Should a Notice of Intent to opt out of the voucher program be filed, the City will ensure that tenants are properly notified of their rights under California law. The following section outlines several avenues the City may pursue to preserve affordable housing stock.

1.10.4 Preservation of At-Risk Housing

State law requires that the City identify, analyze, and propose programs to preserve existing multi-family rental units that are eligible to convert to non- low-income housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions during the next 10 years. Thus, this at-risk housing analysis covers the period from January 2023 and January 2033. Consistent with State law, this section identifies publicly assisted housing units in Hayward, analyzes their potential to convert to market rate housing uses, and analyzes the cost to preserve or replace those units.

Within the 2023-2033 “at-risk” housing analysis period, three of the City’s affordable housing projects are considered at low risk and one is considered at higher risk of being converted to market rate. While the HUD renewal process occurs periodically every five years, the approval is fairly automatic. Though unlikely, it is possible 295 of the City’s affordable housing units could convert to market-rate at some point in the planning period.

1.10.5 Preservation Options

Depending on the circumstances of the at-risk projects, different options may be used to preserve or replace the units. Preservation options typically include: 1) transfer of units to non-profit ownership; and 2) purchase of affordability covenants. In terms of replacement, the most direct option is the development of new assisted multi-family housing units. The following discussion highlights ways that the City’s at-risk projects could be preserved as affordable housing. All the presented alternatives are costly and beyond the ability of the City of Hayward to manage without large subsidies from federal and/or State resources. These options are described below.

Transfer of Ownership

Typically, transferring ownership of an at-risk project to a non-profit housing provider is one of the least costly ways to ensure that the at-risk units remain affordable for the long term. By transferring property ownership to a non-profit organization, low-income restrictions can be secured, and the project would become potentially eligible for a greater range of governmental assistance.

If the current nonprofit organizations managing the units at risk are no longer able to maintain the project, transferring ownership of the affordable units to another nonprofit housing organization is a viable way to preserve affordable housing for the long term. The feasibility of this option depends on the willingness of the owner to sell, funding sources to buy the property, and the existence of a nonprofit organization with sufficient administrative capacity to manage the property. Additionally, projects such as Hayward Villa and Wittenberg Manor, in which all units are affordable, can participate in ownership transfers more easily and are therefore more likely to be feasible. The City will track the at-risk status of these at-risk projects. If these properties indicate plans to convert to market rate, the City will contact qualified entities to explore transfer of ownership options.

California Government Code 65863.11 requires that nonprofit housing organizations are notified of an impending transfer of ownership, but there is no requirement that the current owner sell to an affordable housing developer or organization. Most assisted rental housing units in Hayward are already operated by nonprofit organizations; as such, no changes in ownership in the near future are anticipated.

Rental Assistance

Similar to Housing Choice Vouchers, the City could provide rent subsidies to tenants of at-risk units through a variety of potential funding sources. The level of the subsidy required to preserve the at-risk units is estimated to equal the Fair Market Rent (FMR) for a unit minus the housing cost affordable to a lower income household. Units in the at-risk projects include 74 studios, 189 one-bedroom units, 6 two-bedroom units, and 24 three-bedroom units. According to 2022 data from HUD, FMR for these units range from \$1,595 for a studio to \$3,196 for a 3-bedroom apartment.

State, local, or other funding sources can also be used to provide rental subsidies to maintain the affordability of at-risk projects. These subsidies can be structured to mirror the voucher program, whereby the subsidy covers the cost of the unit above what is determined to be affordable for the tenants' household income (including a utility allowance) up to the fair market value of the apartment. The per-unit subsidy is based on the difference between fair market rents and the annual amount affordable to a low-income household. Assuming a renter contribution of 30% of the fair market rent of each unit, the total subsidy needed for the 295 at-risk affordable units in the city is \$4.8 million.

Purchase of Affordability Covenants

Another option to preserve the affordability of the at-risk project is to provide a financial assistance package to the owner to maintain the project as affordable housing. Assistance could include bonds, writing down the interest rate on the remaining loan balance, providing a lump-sum payment, and/or supplementing the rents to market levels. The feasibility and cost of this option depends on whether the complex is too highly leveraged. By providing lump sum financial incentives or ongoing subsidies in rents or reduced mortgage interest rates to the owner, the City could ensure that some or all the units remain affordable.

Construction of Replacement Units

The construction of new low-income housing units is a means of replacing the at-risk units if they are converted to market-rate units. The cost of developing housing depends upon a variety of factors, including density, size of the units (i.e., square footage and number of bedrooms), location, land costs, and type of construction. According to the 2019 California Tax Credit Allocation Committee (TCAC) staff reports, the typical cost of construction for below market rate housing in Alameda County in 2019 was \$726,469 per unit. The total cost to replace the 295 at-risk affordable units with new construction would be approximately \$214 million.

Cost Comparisons

The above analysis attempts to estimate the cost of preserving the at-risk units under various options. However, because different projects have different circumstances and therefore different options available, a direct comparison would not be appropriate. In general, providing additional incentives/subsidies to extend the affordability covenant would require the least funding over the long run, whereas the construction of new units would be the costliest option. Over the short term, providing rent subsidies would be least costly, but this option does not guarantee the long-term affordability of the units.

To estimate the market value for the at-risk units, the price of multi-family housing developments in the City that are for sale and in good condition were analyzed to calculate an average price per unit. According to recent multifamily developments for sale as of December 2021, the cost per unit is

approximately \$410,000. Therefore, the market value to replace the units at risk for conversion is roughly \$121 million (295 affordable at-risk units multiplied by \$410,000).

1.10.6 Resources for Preservation

Preservation of at-risk housing requires not only financial resources but also administrative capacity of nonprofit organizations. These resources are discussed in detail later in this Housing Element in Appendix C, *Housing Resources*.

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