

UC Berkeley

IURD Conferences & Seminars

Title

The Potential for Second Units in the East Bay

Permalink

<https://escholarship.org/uc/item/4hg2z73w>

Authors

Chapple, Karen
Nemirow, Alison
Wegmann, Jake
[et al.](#)

Publication Date

2013-03-01

Supplemental Material

<https://escholarship.org/uc/item/4hg2z73w#supplemental>

The Potential for Second Units in the East Bay

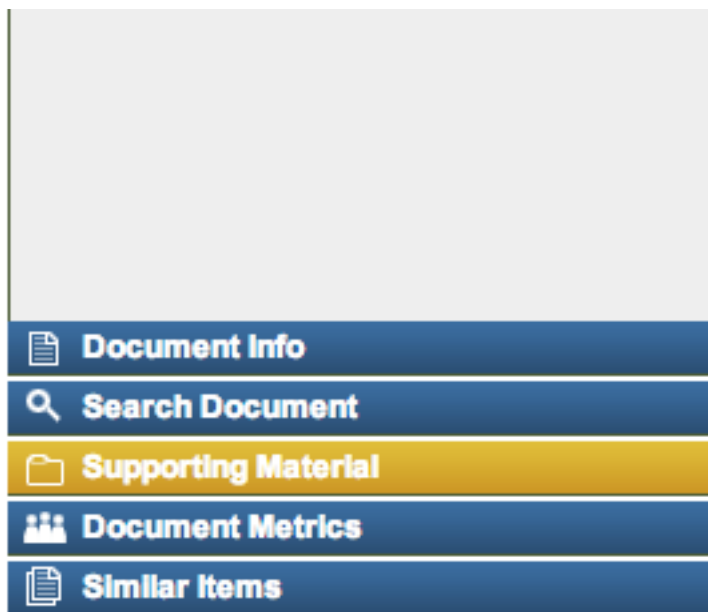
**Karen Chapple, Associate Professor
with**

**Alison Nemirow, Jake Wegmann, and Colin Dentel-Post
Center for Community Innovation/IURD
UC-Berkeley**

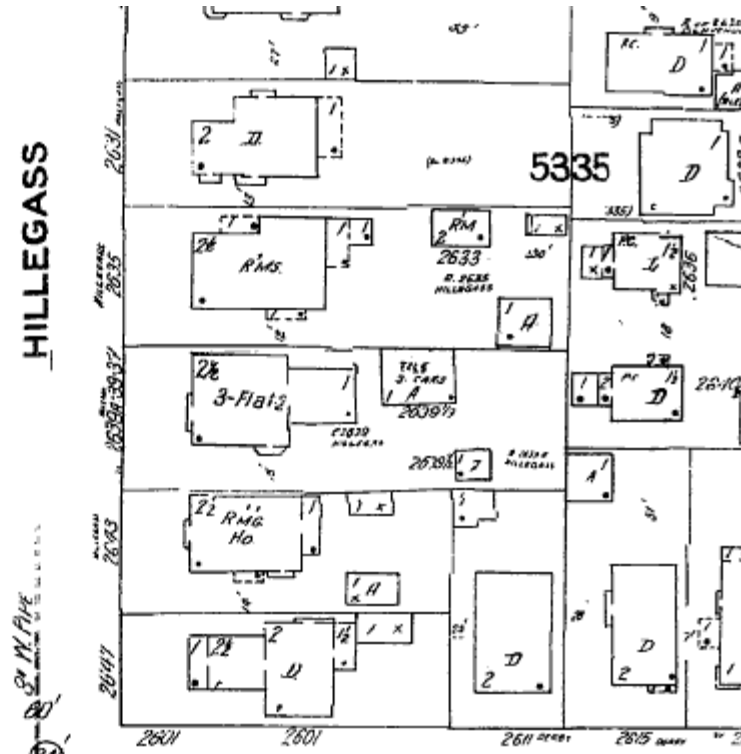


CENTER FOR COMMUNITY INNOVATION
at the Institute of Urban and Regional Development

Click on
Supporting
Material in the
sidebar to the left
to download an
audio recording of
the presentation.



By the 1900s, in-law units were already part of the neighborhood fabric.



Now, 12-15% of homes have them

- garage retrofits
- new in-law units
- basement apartments



The Puzzle: Why Aren't More Built?



- Lack of a market?

The Puzzle: Why Aren't More Built?



- Lack of a market?
- Regulatory barriers?

The Puzzle: Why Aren't More Built?



- Lack of a market?
- Regulatory barriers
 - Parking?

The Solution: Transportation Alternatives?



There is a precedent...





Research Methodology



- 5 East Bay cities, focus on BART station areas
- Assessor's parcel data
- Fieldwork
- Surveys
 - Homeowners
 - Car share users
- Estimates of feasibility

Preliminary Findings: El Cerrito

Key Requirements

- 50% max coverage
- Setbacks:
 - 15 ft. rear
 - 5 ft. interior side; 8.5 ft. corner side
 - 6 ft. building separation
- 3 parking spaces:
 - 2 covered for primary unit
 - 1 uncovered for second unit
 - Tandem parking OK

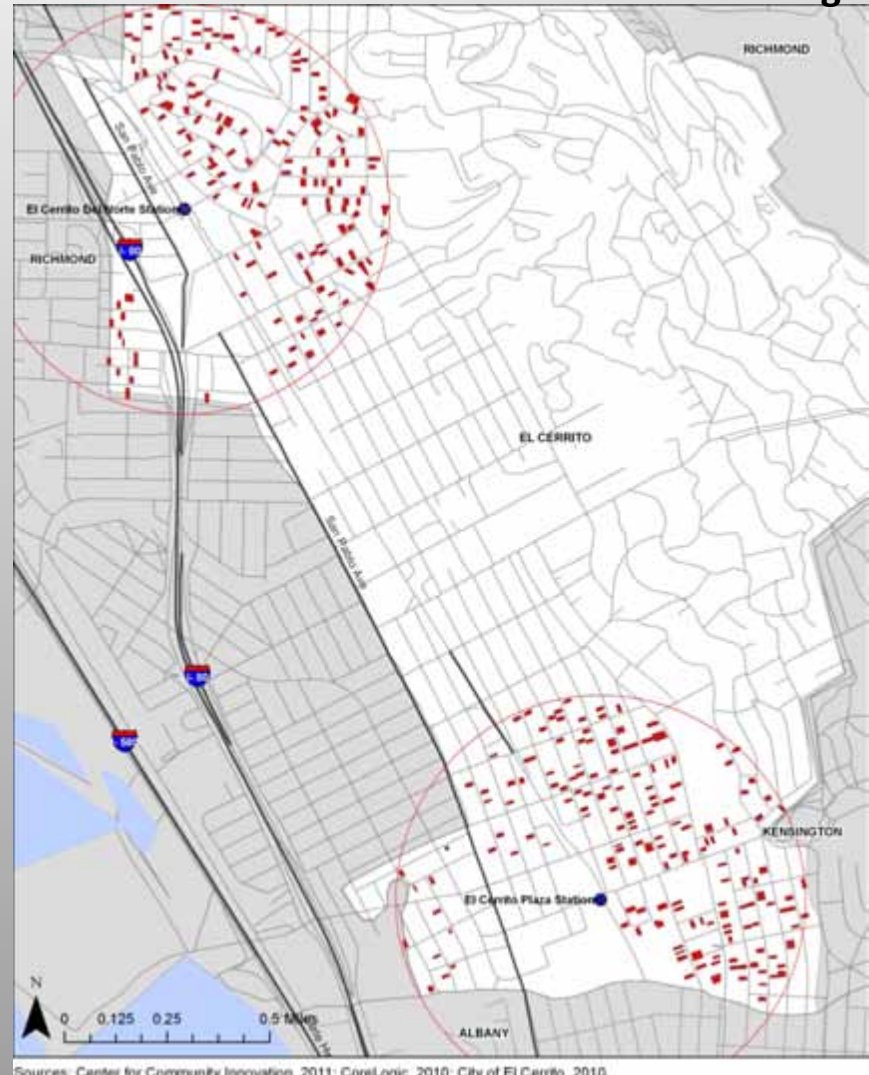
ADUs Allowed in Study Areas

350 attached (15% of SFR)

or

270 detached (12% of SFR)

Attached ADUs Allowed Under Current Zoning



Sources: Center for Community Innovation, 2011; CoreLogic, 2010; City of El Cerrito, 2010.

Preliminary Findings: Berkeley

Key Requirements

- 4,500 s.f. lot minimum
- Lot coverage ratio maximums: 40-50 percent
- 4 ft. setbacks
- 1 off-street parking space required per unit
 - New spaces may be waived with AUP
 - Tandem parking with AUP
 - Existing parking spaces must be maintained or replaced

ADUs Allowed in Study Areas

1,110 (37% of SFR)

Assumes parking waivers as necessary.

ADUs Allowed Under Current Zoning



Sources: Center for Community Innovation, 2011; CoreLogic, 2010; City of El Cerrito, 2010.

Regulatory Barriers



- **Lot size**
- **Setbacks**
- **Parking**

Lot Size Minimums

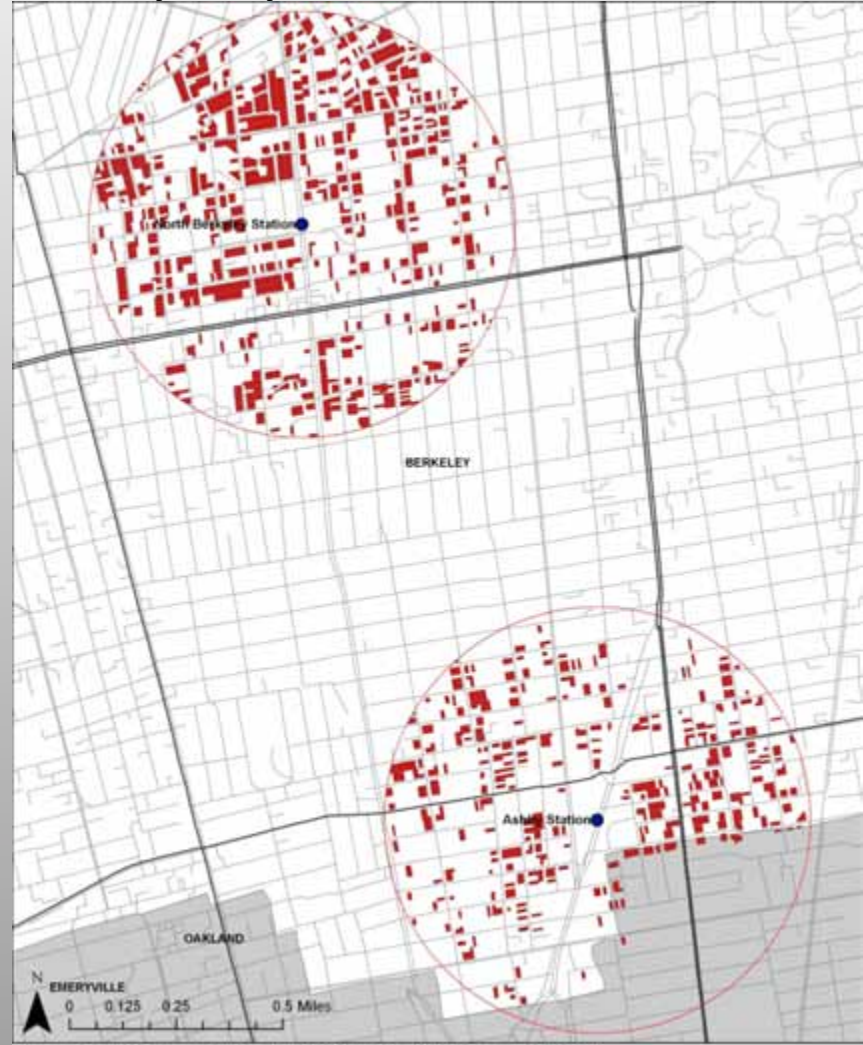
- Berkeley: 4,500 s.f.
 - Eliminates 1,800 parcels in study areas (60% of SFR)
- Richmond: 5,000 s.f.
 - Eliminates 290 parcels in study areas (52% of SFR)

Existing Small Lot ADUs



Source: Google Earth Pro

Berkeley Study Area Parcels Under 4,500 s.f.



Sources: Center for Community Innovation, 2011; CoreLogic, 2010; City of El Cerrito, 2010.

Setbacks: Barriers to Garage Conversion





Providing Parking for Primary Unit

El Cerrito

2 covered spaces for primary unit (must come into conformance)

+

1 uncovered space for second unit



Accommodates 3+ parking spaces,
but only 1 is covered



De facto 2-car garage requirement

Tandem Parking Requirements

Richmond

2 covered spaces for primary unit + 1 uncovered space for second unit

Parking space for second unit may not be in tandem with spaces for primary unit



Albany: A Voter Mandated Parking Requirement

- Measure D (1978) requires 2 parking spaces per dwelling unit.
- State law requires 1 space/ADU unless City makes specific findings.

Parking Requirements for ADUs

Construction Date of Main Dwelling Unit	Number of Parking Spaces:	
	Prior to Creation of Second Unit	With Second Unit
Before 1958	0	2
1958 - 1978	1	3
After 1978	2	4

D MEASURE D: Shall the proposed initiative to amend the Zoning Ordinance of the City of Albany be passed to do the following, as provided in Resolution 78-67:

1. Article 2, Section 203 thereof (Zoning Map) be amended as follows:
All residential areas bounded by the rear property lines between Kains and Stannage Avenues to the west, Brighton Avenue to the north, Masonic Avenue to the east, and the Albany City Limits to the south are zoned R-1 (Single Family Residential).
(reduces the density in the above-listed areas of Albany)
2. Article 4, Section 404.9 be added to read as follows:
Zoning changes are permitted in R-1 zoned areas only if at least fifty-percent (50%) of the resident voters within three hundred (300) feet of the proposed change indicate their approval by signing a verified petition to that effect.
(additional requirement)
3. Article 2, Section 217.3(g) be deleted and Article 3, Section 305.3(a) be amended to read as follows:

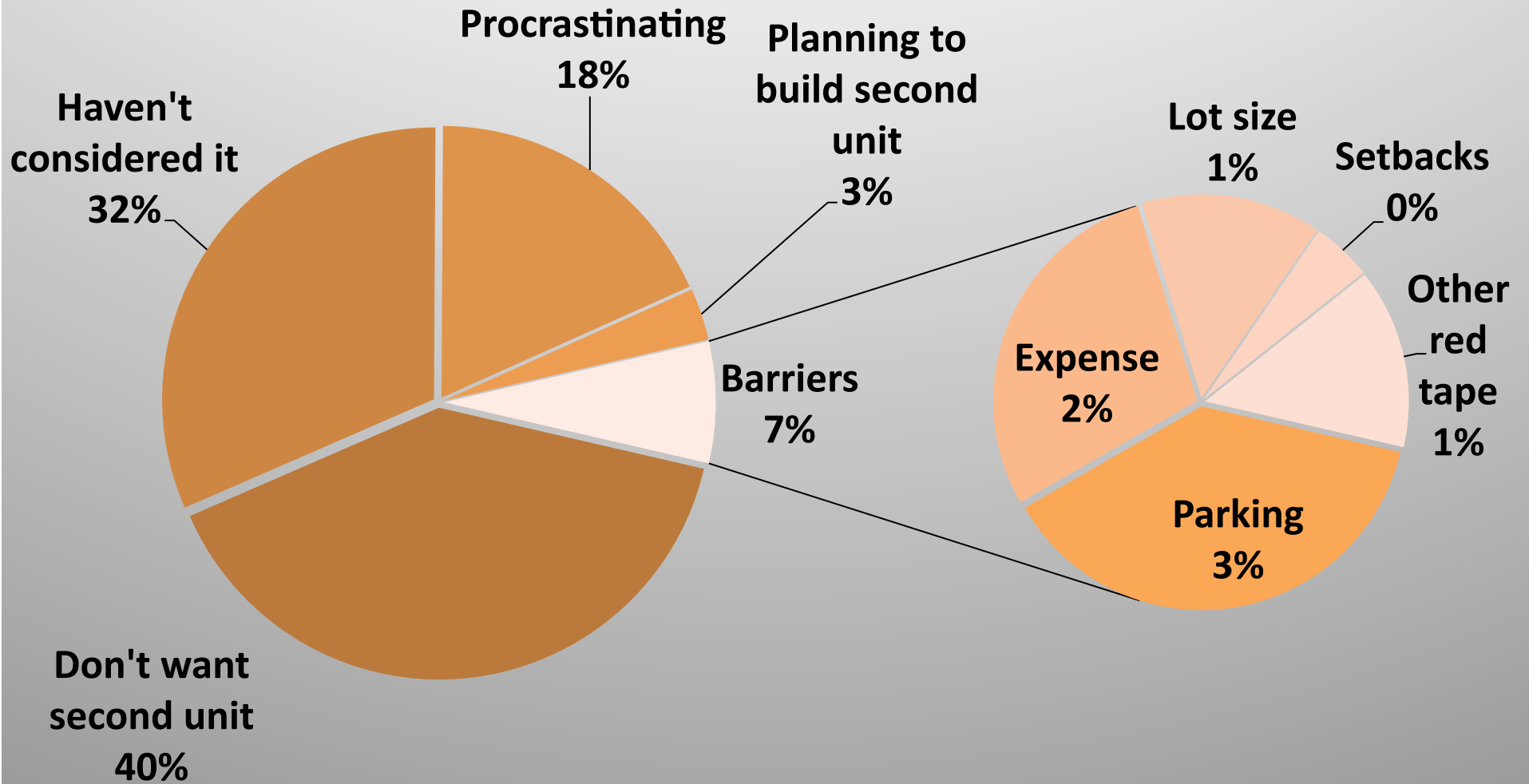
USES	REQUIREMENTS
RESIDENTIAL	Two (2) spaces per dwelling unit districts (requires two spaces per each dwelling unit rather than the present requirement of one or one and one-half)

4. Article 3, Section 305.3(c) be added to read as follows:
Special Reduction

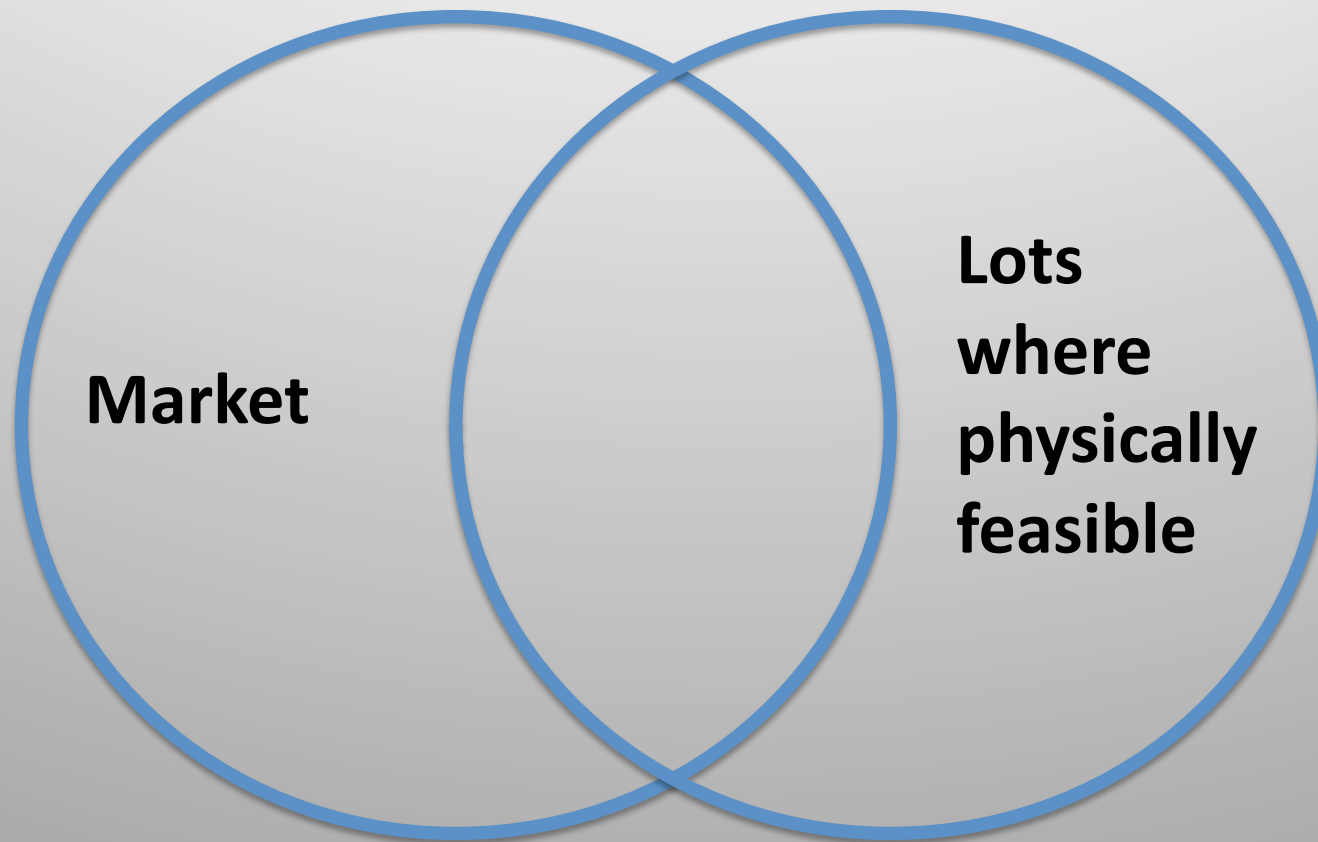
Psychological barriers



Market barriers: survey results



How many are likely to get built?



Market: 28-60% of Homeowners

Solutions

- Eliminate lot size minimums
- Reduce parking requirements
- Make transit/car share options available
- Create new perceptions

Eliminating Lot Size Minimums Berkeley

Current Zoning



1,110 (37% of SFR)
Assumes Parking Waivers

No Lot Size Minimum

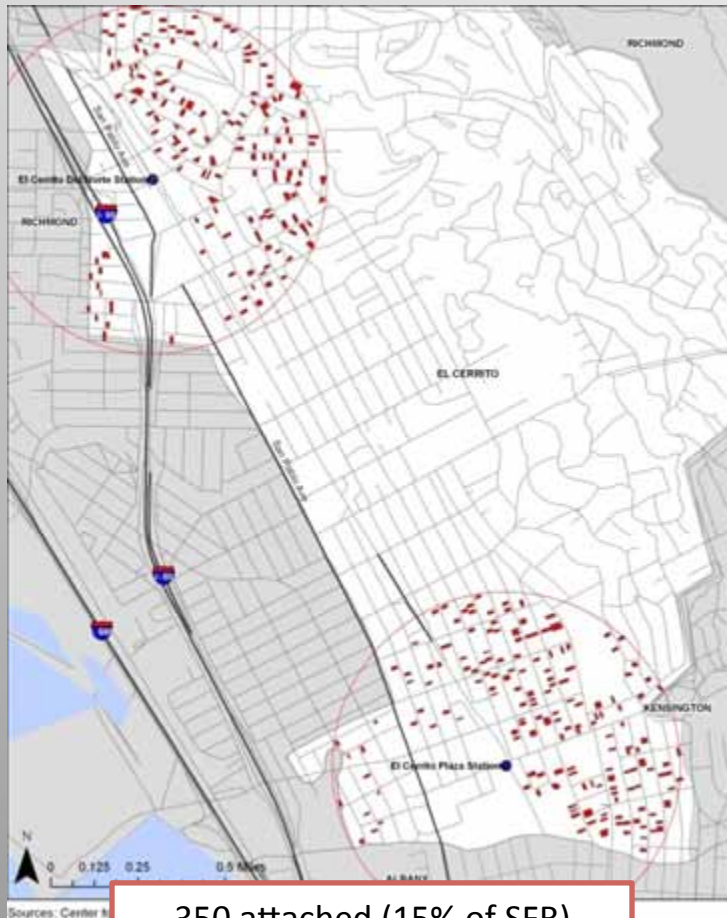


2,120 (71% of SFR)
Assumes Parking Waivers

Reducing Setbacks

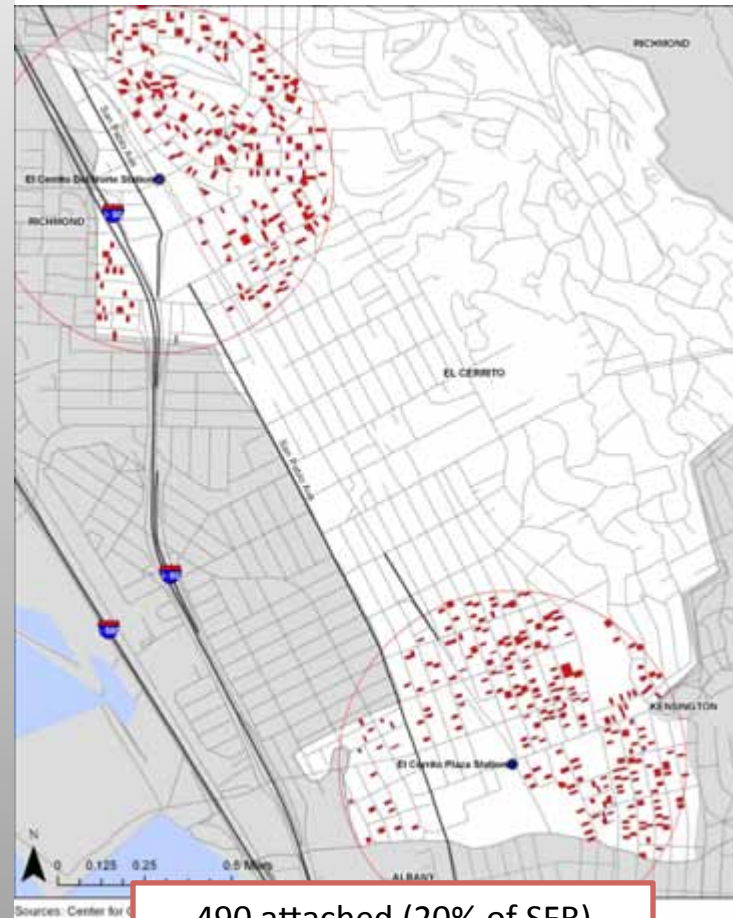
El Cerrito

Current Zoning



350 attached (15% of SFR)
or
270 detached (12% of SFR)

Reduced Setbacks



490 attached (20% of SFR)
or
440 detached (19% of SFR)

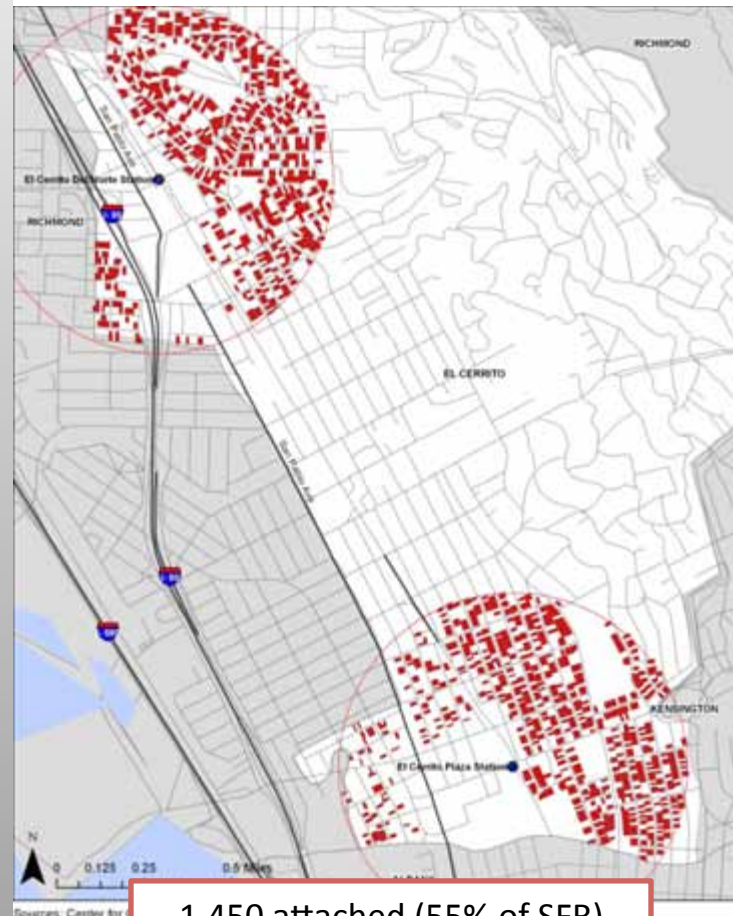
Reducing Parking Requirement El Cerrito

Current Zoning



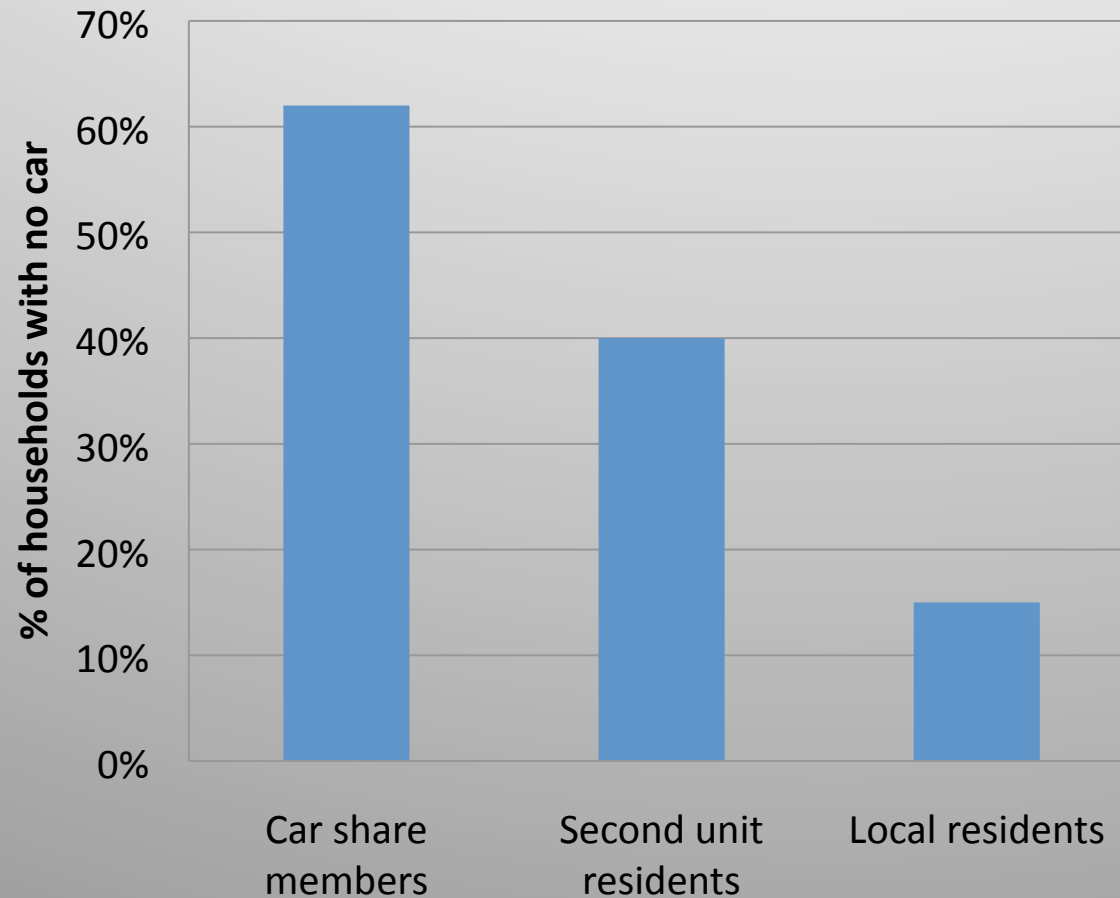
350 attached (15% of SFR)
or
270 detached (12% of SFR)

Reduced Parking



1,450 attached (55% of SFR)
or
1,125 detached (45% of SFR)

Needed: Households with no cars!



- Car share members**
- Rely on transit and walk modes
 - Disproportionately likely to rent



1

GETTING STARTED

SECTION ONE

1 Introduction to ADU Development
Understanding the basics

2 How Do I Start?
Planning an ADU project



5

DESIGNING YOUR ADU

SECTION TWO

5 Neighborhood Compatibility
Being a good neighbor

10 Planning Your New ADU
Understanding your needs

16 Prototypical Designs and Designs for ADUs
Design options



37

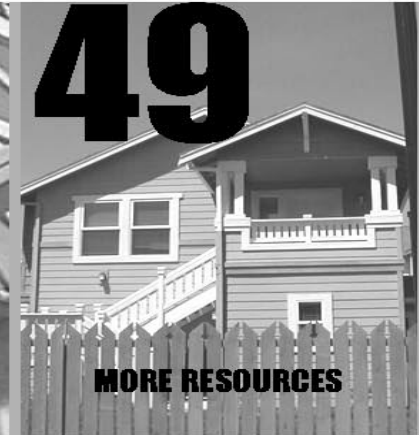
BEING A PROJECT MANAGER

SECTION THREE

37 The Application Process
Moving through the planning and building permit process

42 Building Your ADU
Development basics

44 Renting Your ADU
Landlord basics



49

MORE RESOURCES

APPENDIX

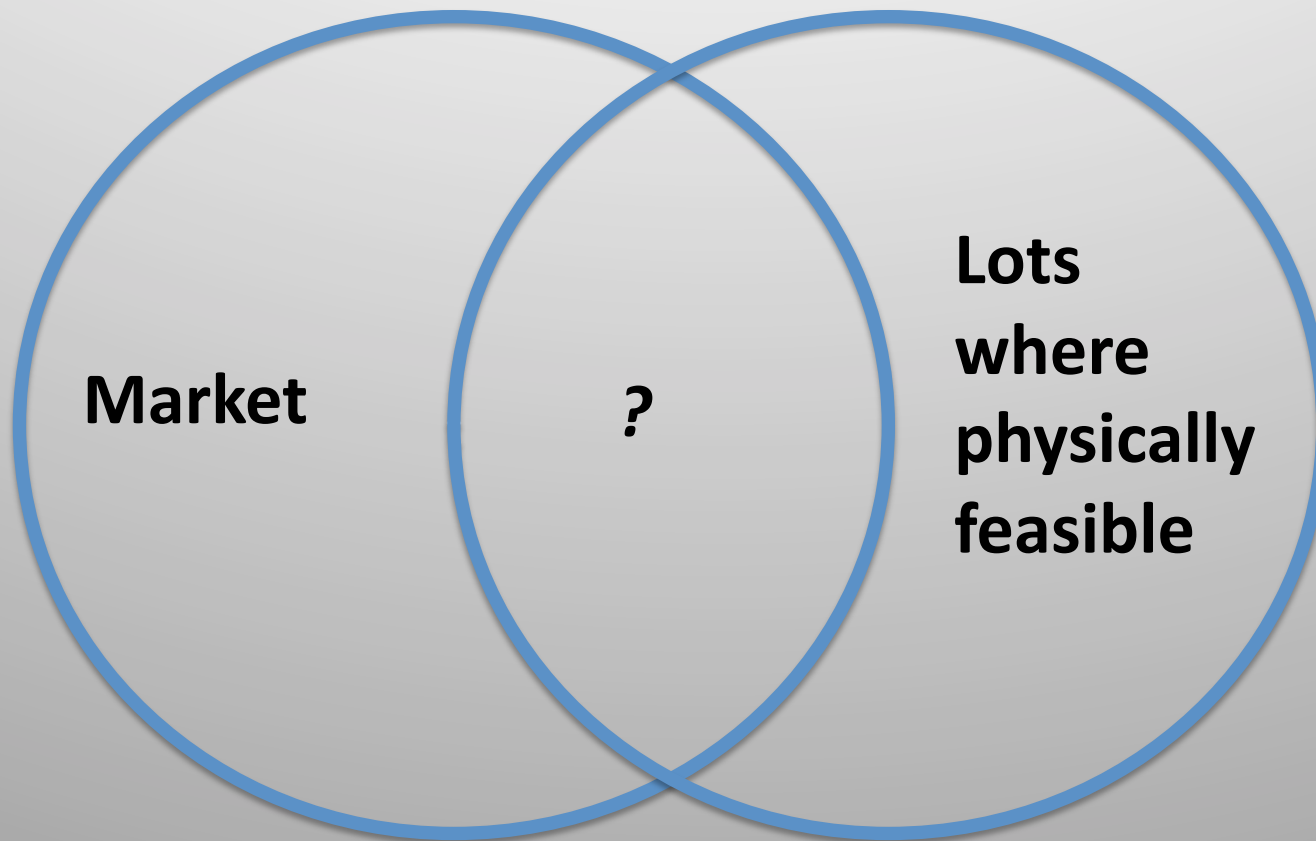
49 More Resources
City Department Contacts
Useful Web Sites
Building Codes
ADU Definitions
ADU Plans Checklist
ADU Permit Fees
ADU Zoning Regulations
Sample Lease Agreement

72 Acknowledgements

Scaling Up

	Est. ADUs Allowed in Station Areas	Est. ADUs Allowed in Flatlands (inc. Station Areas)
EL CERRITO		
Under Current Zoning	350 (15% of SFR)	420 (10% of SFR)
Reduced Setbacks	480 (20% of SFR)	860 (20% of SFR)
Reduced Parking Requirement	1450 (55% of SFR)	2,040 (47% of SFR)
BERKELEY		
Under Current Zoning	1,110 (37% of SFR)	3,800 (37% of SFR)
No Lot Size Minimum	2,118 (71% of SFR)	6,400 (64% of SFR)

Lots: 45-60% of Single-Family Residences



Market: 28-60% of Homeowners

All Allowable ADUs



1/3 of Allowable ADUs



Potential Impacts



	<u>Berkeley</u>	<u>El Cerrito</u>
Economic Impact		
Spending	\$382 million	\$122 million
Jobs (person -years)	2112	673
<hr/>		
Fiscal Impact		
Property tax	\$2.7 million/year	\$0.9 million/year
<hr/>		
Transit Impact	??????	??????

Policy Considerations

- Change regulations!
- Encourage second unit construction
 - Permit streamlining
 - Car share link
 - How-to manuals
 - Pilot program, targeted for smart growth
- Amnesty program
 - e.g., \$2.7 million/year in property tax revenue for 2,000 existing second units in Berkeley