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Title
The Potential for Second Units in the East Bay

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The Potential for Second Units in the East Bay

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with

Alison Nemirov, Jake Wegmann, and Colin Dentel-Post

Center for Community Innovation/IURD

UC-Berkeley
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)
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.
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

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

<table>
<thead>
<tr>
<th>Construction Date of Main Dwelling Unit</th>
<th>Number of Parking Spaces:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Prior to Creation of Second Unit</td>
</tr>
<tr>
<td>Before 1958</td>
<td>0</td>
</tr>
<tr>
<td>1958 - 1978</td>
<td>1</td>
</tr>
<tr>
<td>After 1978</td>
<td>2</td>
</tr>
</tbody>
</table>
Psychological barriers
Market barriers: survey results

- Haven't considered it: 32%
- Don't want second unit: 40%
- Procrastinating: 18%
- Planning to build second unit: 3%
- Barriers: 7%
- Lot size: 1%
- Expense: 2%
- Parking: 3%
- Other red tape: 1%
- Setbacks: 0%
How many are likely to get built?

Market

Lots where physically feasible

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

Reduced Setbacks

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

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

% of households with no car

- Car share members: 70%
- Second unit residents: 40%
- Local residents: 10%

Car share members
Second unit residents
Local residents
## Scaling Up

<table>
<thead>
<tr>
<th></th>
<th>Est. ADUs Allowed in Station Areas</th>
<th>Est. ADUs Allowed in Flatlands (inc. Station Areas)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>EL CERRITO</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under Current Zoning</td>
<td>350 (15% of SFR)</td>
<td>420 (10% of SFR)</td>
</tr>
<tr>
<td>Reduced Setbacks</td>
<td>480 (20% of SFR)</td>
<td>860 (20% of SFR)</td>
</tr>
<tr>
<td>Reduced Parking Requirement</td>
<td>1450 (55% of SFR)</td>
<td>2,040 (47% of SFR)</td>
</tr>
<tr>
<td><strong>BERKELEY</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under Current Zoning</td>
<td>1,110 (37% of SFR)</td>
<td>3,800 (37% of SFR)</td>
</tr>
<tr>
<td>No Lot Size Minimum</td>
<td>2,118 (71% of SFR)</td>
<td>6,400 (64% of SFR)</td>
</tr>
</tbody>
</table>
Lots: 45-60% of Single-Family Residences

Market

Lots where physically feasible

Market: 28-60% of Homeowners
1/3 of Allowable ADUs
Potential Impacts

<table>
<thead>
<tr>
<th>Category</th>
<th>Economic Impact</th>
<th>Fiscal Impact</th>
<th>Transit Impact</th>
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</thead>
<tbody>
<tr>
<td>Spending</td>
<td>$382 million</td>
<td>$2.7 million/ year</td>
<td>??????</td>
</tr>
<tr>
<td>Jobs (person-years)</td>
<td>2112</td>
<td>673</td>
<td>??????</td>
</tr>
<tr>
<td>Property tax</td>
<td>$2.7 million/ year</td>
<td>$0.9 million/ year</td>
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<tr>
<td>El Cerrito</td>
<td>$122 million</td>
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<td>??????</td>
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<tr>
<td>Berkeley</td>
<td>$382 million</td>
<td></td>
<td>??????</td>
</tr>
</tbody>
</table>
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