

**DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT  
DIVISION OF HOUSING POLICY DEVELOPMENT**

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June 3, 1999

**To:** Alex Amoroso, ABAG  
**From:** Linda Wheaton *LW*  
**Subject:** Response to Request for Definitions

Attached are the applicable definitions for a housing unit and for group quarters from the U.S. Census Bureau. These are the same definitions used by DOF, and thus, by HCD. For post-Census estimates of housing units and group quarters, DOF uses what the City reports to them or the Census Bureau (in their annual reporting on occupancy certificates issued). Cities are supposed to report consistent with Census Bureau definitions. If the City reports a new senior housing development as group quarters, then DOF would not count it as housing (units), nor would HCD credit it as housing (units). DOF has no plan to seek modification of the definition of a housing unit from the U.S. Census Bureau.

I hope this material responds to the question raised. If there are further questions on this, please let me know.

Attachment

Excerpted definitions of "Group Quarters" & "Housing Unit" from:  
Appendix B. Definitions of Subject Characteristics, Census '90, Bureau of the Census, U.S. Department of Commerce.

classification. For institutions which had multiple types of major services (usually general hospitals and Veterans' Administration hospitals), patients were classified according to selected types of wards. For example, in psychiatric wards of hospitals, patients were classified in "mental (psychiatric) hospitals"; in hospital wards for persons with chronic diseases, patients were classified in "hospitals for the chronically ill." Each patient or inmate was classified in only one type of institution. Institutions include the following types:

**Correctional Institutions**—Includes prisons, federal detention centers, military stockades and jails, police lockups, halfway houses, local jails, and other confinement facilities, including work farms.

**Prisons**—Where persons convicted of crimes serve their sentences. In some census products, the prisons are classified by two types of control: (1) "Federal" (operated by the Bureau of Prisons of the Department of Justice) and (2) "State." Residents who are criminally insane were classified on the basis of where they resided at the time of enumeration: (1) in institutions (or hospital wards) operated by departments of correction or similar agencies; or (2) in institutions operated by departments of mental health or similar agencies.

**Federal Detention Centers**—Operated by the Immigration and Naturalization Service (INS) and the Bureau of Prisons. These facilities include detention centers used by the Park Police; Bureau of Indian Affairs Detention Centers; INS Centers, such as the INS Federal Alien Detention Facility; INS Processing Centers; and INS Contract Detention Centers used to detain aliens under exclusion or deportation proceedings, as well as those aliens who have not been placed into proceedings, such as custodial required departures; and INS Detention Centers operated within local jails, and State and Federal prisons.

**Military Stockades, Jails**—Operated by military police and used to hold persons awaiting trial or convicted of violating military laws.

**Local Jails and Other Confinement Facilities**—Includes facilities operated by counties and cities that primarily hold persons beyond arraignment, usually for more than 48 hours. Also included in this category are work farms used to hold persons awaiting trial or serving time on relatively short sentences and jails run by private businesses under contract for local governments (but not by State governments).

**Police Lockups**—Temporary-holding facilities operated by county and city police that hold persons for 48 hours or less only if they have not been formally charged in court.

## GROUP QUARTERS

All persons not living in households are classified by the Census Bureau as living in group quarters. Two general categories of persons in group quarters are recognized: (1) institutionalized persons and (2) other persons in group quarters (also referred to as "noninstitutional group quarters").

**Institutionalized Persons**—Includes persons under formally authorized, supervised care or custody in institutions at the time of enumeration. Such persons are classified as "patients or inmates" of an institution regardless of the availability of nursing or medical care, the length of stay, or the number of persons in the institution. Generally, institutionalized persons are restricted to the institutional buildings and grounds (or must have passes or escorts to leave) and thus have limited interaction with the surrounding community. Also, they are generally under the care of trained staff who have responsibility for their safekeeping and supervision.

**Type of Institution**—The type of institution was determined as part of census enumeration activities. For institutions which specialize in only one specific type of

**Halfway Houses—Operated for correctional purposes and include probation and restitution centers, pre-release centers, and community-residential centers.**

**Other Types of Correctional Institutions—Privately operated correctional facilities and correctional facilities specifically for alcohol/ drug abuse.**

**Nursing Homes—Comprises a heterogeneous group of places. The majority of patients are elderly, although persons who require nursing care because of chronic physical conditions may be found in these homes regardless of their age. Included in this category are skilled-nursing facilities, intermediate-care facilities, long-term care rooms in wards or buildings on the grounds of hospitals, or long-term care rooms/ nursing wings in congregate housing facilities. Also included are nursing, convalescent, and rest homes, such as soldiers', sailors', veterans', and fraternal or religious homes for the aged, with or without nursing care. In some census products, nursing homes are classified by type of ownership as "Federal," "State," "Private not-for-profit," and "Private for profit."**

**Mental (Psychiatric) Hospitals—Includes hospitals or wards for the criminally insane not operated by a prison, and psychiatric wards of general hospitals and veterans' hospitals. Patients receive supervised medical/ nursing care from formally-trained staff. In some census products, mental hospitals are classified by type of ownership as "Federal," "State or local," "Private," and "Ownership not known."**

**Hospitals for Chronically Ill—Includes hospitals for patients who require long-term care, including those in military hospitals and wards for the chronically ill located on military bases; or other hospitals or wards for the chronically ill, which include tuberculosis hospitals or wards, wards in general and Veterans' Administration hospitals for the chronically ill, neurological wards, hospices, wards for patients with Hansen's Disease (leprosy) and other incurable diseases, and other unspecified wards for the chronically ill. Patients who had no usual home elsewhere were enumerated as part of the institutional population in the wards of general and military hospitals. Most hospital patients are at the hospital temporarily and were enumerated at their usual place of residence. (For more information, see "Wards in General and Military Hospitals for Patients Who Have No Usual Home Elsewhere.")**

**Schools, Hospitals, or Wards for the Mentally Retarded—Includes those institutions such as wards in hospitals for the mentally retarded, and intermediate-care facilities for the mentally retarded that provide supervised medical/ nursing care from formally-trained**

staff. In some census products, this category is classified by type of ownership as "Federal," "State or local," "Private," and "Ownership not known."

**Schools, Hospitals, or Wards for the Physically Handicapped—Includes three types of institutions: institutions for the blind, those for the deaf, and orthopedic wards and institutions for the physically handicapped. Institutions for persons with speech problems are classified with "institutions for the deaf." The category "orthopedic wards and institutions for the physically handicapped" includes those institutions providing relatively long-term care to accident victims, and to persons with polio, cerebral palsy, and muscular dystrophy. In some census products, this category is classified by type of ownership as "Public," "Private," and "Ownership not known."**

**Hospitals, and Wards for Drug/Alcohol Abuse—Includes hospitals, and hospital wards in psychiatric and general hospitals. These facilities are equipped medically and designed for the diagnosis and treatment of medical or psychiatric illnesses associated with alcohol or drug abuse. Patients receive supervised medical care from formally-trained staff.**

**Wards in General and Military Hospitals for Patients Who Have No Usual Home Elsewhere—Includes maternity, neonatal, pediatric (including wards for boarder babies), military, and surgical wards of hospitals, and wards for persons with infectious diseases.**

**Juvenile Institutions—Includes homes, schools, and other institutions providing care for children (short- or long-term care). Juvenile institutions include the following types:**

**Homes for Abused, Dependent, and Neglected Children—Includes orphanages and other institutions which provide long-term care (usually more than 30 days) for children. This category is classified in some census products by type of ownership as "Public" and "Private."**

**Residential Treatment Centers—Includes those institutions which primarily serve children who, by clinical diagnosis, are moderately or seriously disturbed emotionally. Also, these institutions provide long-term treatment services, usually supervised or directed by a psychiatrist.**

**Training Schools for Juvenile Delinquents—Includes residential training schools or homes, and industrial schools, camps, or farms for juvenile delinquents.**

**Public Training Schools for Juvenile Delinquents—Usually operated by a State agency (for example, department of welfare, corrections, or a**

public authority). Some are operated by county and city governments. These public training schools are specialized institutions serving delinquent children, generally between the ages of 10 and 17 years old, all of whom are committed by the courts.

**Private Training Schools**—Operated under private auspices. Some of the children they serve are committed by the courts as delinquents. Others are referred by parents or social agencies because of delinquent behavior. One difference between private and public training schools is that, by their administrative policy, private schools have control over their selection and intake.

**Detention Centers**—Includes institutions providing short-term care (usually 30 days or less) primarily for delinquent children pending disposition of their cases by a court. This category also covers diagnostic centers. In practice, such institutions may be caring for both delinquent and neglected children pending court disposition.

**Other Persons in Group Quarters (also referred to as "noninstitutional group quarters")**—Includes all persons who live in group quarters other than institutions. Persons who live in the following living quarters are classified as "other persons in group quarters" when there are 10 or more unrelated persons living in the unit; otherwise, these living quarters are classified as housing units.

**Rooming Houses**—Includes persons residing in rooming and boarding houses and living in quarters with 10 or more unrelated persons.

**Group Homes**—Includes "community-based homes" that provide care and supportive services. Such places include homes for the mentally ill, mentally retarded, and physically handicapped; drug/alcohol halfway houses; communes; and maternity homes for unwed mothers.

**Homes for the Mentally Ill**—Includes community-based homes that provide care primarily for the mentally ill. In some data products, this category is classified by type of ownership as "Federal," "State," "Private," and "Ownership not known." Homes which combine treatment of the physically handicapped with treatment of the mentally ill are counted as homes for the mentally ill.

**Homes for the Mentally Retarded**—Includes community-based homes that provide care primarily for the mentally retarded. Homes which combine treatment of the physically handicapped with treatment

of the mentally retarded are counted as homes for the mentally retarded. This category is classified by type of ownership in some census products, as "Federal," "State," "Private," or "Ownership not known."

**Homes for the Physically Handicapped**—Includes community-based homes for the blind, for the deaf, and other community-based homes for the physically handicapped. Persons with speech problems are classified with homes for the deaf. In some census products, this category is classified by type of ownership as "Public," "Private," or "Ownership not known."

**Homes or Halfway Houses for Drug/Alcohol Abuse**—Includes persons with no usual home elsewhere in places that provide community-based care and supportive services to persons suffering from a drug/alcohol addiction and to recovering alcoholics and drug abusers. Places providing community-based care for drug and alcohol abusers include group homes, detoxification centers, quarterway houses (residential treatment facilities that work closely with accredited hospitals), halfway houses, and recovery homes for ambulatory, mentally competent recovering alcoholics and drug abusers who may be re-entering the work force.

**Maternity Homes for Unwed Mothers**—Includes persons with no usual home elsewhere in places that provide domestic care for unwed mothers and their children. These homes may provide social services and post-natal care within the facility, or may make arrangements for women to receive such services in the community. Nursing services are usually available in the facility.

**Other Group Homes**—Includes persons with no usual home elsewhere in communes, foster care homes, and job corps centers with 10 or more unrelated persons. These types of places provide communal living quarters, generally for persons who have formed their own community in which they have common interests and often share or own property jointly.

**Religious Group Quarters**—Includes, primarily, group quarters for nuns teaching in parochial schools and for priests living in rectories. It also includes other convents and monasteries, except those associated with a general hospital or an institution.

**College Quarters Off Campus**—Includes privately-owned rooming and boarding houses off campus, if the place is reserved exclusively for occupancy by college students and if there are 10 or more unrelated persons. In census products, persons in this category are classified as living in a college dormitory.

Persons residing in certain other types of living arrangements are classified as living in "noninstitutional group quarters" regardless of the number of people sharing the unit. These include persons residing in the following types of group quarters:

**College Dormitories**—Includes college students in dormitories (provided the dormitory is restricted to students who do not have their families living with them), fraternity and sorority houses, and on-campus residential quarters used exclusively for those in religious orders who are attending college. Students in privately-owned rooming and boarding houses off campus are also included, if the place is reserved exclusively for occupancy by college-level students and if there are 10 or more unrelated persons.

**Military Quarters**—Includes military personnel living in barracks and dormitories on base, transient quarters on base for temporary residents (both civilian and military), and military ships. However, patients in military hospitals receiving treatment for chronic diseases or who have no usual home elsewhere, and persons being held in military stockades were included as part of the institutional population.

**Agriculture Workers' Dormitories**—Includes persons in migratory farm workers' camps on farms, bunkhouses for ranch hands, and other dormitories on farms, such as those on "tree farms."

**Other Workers' Dormitories**—Includes persons in logging camps, construction workers' camps, firehouse dormitories, job-training camps, energy enclaves (Alaska only), and nonfarm migratory workers' camps (for example, workers in mineral and mining camps).

**Emergency Shelters for Homeless Persons (with sleeping facilities) and Visible in Street Locations**—Includes persons enumerated during the "Shelter-and-Street-Night" operation primarily on March 20-21, 1990. Enumerators were instructed not to ask if a person was "homeless." If a person was at one of the locations below on March 20/21, the person was counted as described below. (For more information on the "Shelter-and-Street-Night" operation, see Appendix D, Collection and Processing Procedures.) This category is divided into four classifications:

**Emergency Shelters for Homeless Persons (with sleeping facilities)**—Includes persons who stayed overnight on March 20, 1990, in permanent and temporary emergency housing, missions, hotels/motels, and flophouses charging \$12 or less (excluding taxes) per night; Salvation Army shelters, hotels, and motels used *entirely* for homeless persons regardless of the nightly rate charged; rooms in hotels and motels used *partially* for the

homeless; and similar places known to have persons who have no usual home elsewhere staying overnight. If not shown separately, shelters and group homes which provide *temporary* sleeping facilities for runaway, neglected, and homeless children are included in this category in data products.

**Shelters for Runaway, Neglected, and Homeless Children**—Includes shelters/group homes which provide *temporary* sleeping facilities for juveniles.

**Visible in Street Locations**—Includes street blocks and open public locations designated before March 20, 1990 by city and community officials as places where the homeless congregate at night. All persons found at predesignated street sites from 2 a.m. to 4 a.m. and leaving abandoned or boarded-up buildings from 4 a.m. to 8 a.m. on March 21, 1990, were enumerated during "street" enumeration, except persons in uniform such as police and persons engaged in obvious money-making activities other than begging or panhandling. Enumerators were instructed not to ask if a person was "homeless."

This cannot be considered a complete count of all persons living on the streets because those who were so well hidden that local people did not know where to find them were likely to have been missed as were persons moving about or in places not identified by local officials. It is also possible that persons with homes could have been included in the count of "visible in street locations" if they were present when the enumerator did the enumeration of a particular block.

Predesignated street sites include street corners, parks, bridges, persons emerging from abandoned and boarded-up buildings, noncommercial campsites (tent cities), all-night movie theaters, all-night restaurants, emergency hospital waiting rooms, train stations, airports, bus depots, and subway stations.

**Shelters for Abused Women (Shelters Against Domestic Violence or Family Crisis Centers)**—Includes community-based homes or shelters that provide domiciliary care for women who have sought shelter from family violence and who may have been physically abused. Most shelters also provide care for children of abused women. These shelters may provide social services, meals, psychiatric treatment, and counseling. In some census products, "shelters for abused women" are included in the category "other noninstitutional group quarters."

**Dormitories for Nurses and Interns in General and Military Hospitals**—Includes group quarters for nurses and other staff members. It excludes patients.

## DEFINITIONS OF SUBJECT CHARACTERISTICS



# Appendix A

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**Crews of Maritime Vessels**—Includes officers, crew members, and passengers of Maritime U.S. flag vessels. All ocean-going and Great Lakes ships are included.

**Staff Residents of Institutions**—Includes staff residing in group quarters on institutional grounds who provide formally-authorized, supervised care or custody for the institutionalized population.

**Other Nonhousehold Living Situations**—Includes persons with no usual home elsewhere enumerated during transient, or "T-Night" enumeration at YMCA's, YWCA's, youth hostels, commercial and government-run campgrounds, campgrounds at racetracks, fairs, and carnivals, and similar transient sites.

**Living Quarters for Victims of Natural Disasters**—Includes living quarters for persons temporarily displaced by natural disasters.

**Limitation of the Data**—Two types of errors can occur in the classification of "types of group quarters":

1. **Misclassification of Group Quarters**—During the 1990 Special Place Prelist operation, the enumerator determined the type of group quarters associated with each special place in their assignment. The enumerator used the Alphabetical Group Quarters Code List and Index to the Alphabetical Group Quarters Code List to assign a two-digit code number followed by either an "I," for institutional, or an "N," for noninstitutional to each group quarters. In 1990, unacceptable group quarter codes were edited. (For more information on editing of unacceptable data, see Appendix C, Accuracy of the Data.)
2. **No Classification (unknowns)**—The imputation rate for type of institution was higher in 1980 (23.5 percent) than in 1970 (3.3 percent). Improvements were made to the 1990 Alphabetical Group Quarters Code List; that is, the inclusion of more group quarters categories and an "Index to the Alphabetical Group Quarters Code List." (For more information on the allocation rates for Type of Institution, see the allocation rates in 1990 CP-1, *General Population Characteristics*.)

In previous censuses, allocation rates for demographic characteristics (such as age, sex, race, and marital status) of the institutional population were similar to those for the total population. The allocation rates for sample characteristics such as school enrollment, highest grade completed, income, and veteran status for the institutional and noninstitutional group quarters population have been substantially higher than the population in households at least as far back as the 1960 census. The data, however, have historically presented a reasonable picture of the institutional and noninstitutional group quarters population.

**Shelter and Street Night (S-Night)**—For the 1990 census "Shelter-and-Street-Night" operation, persons well-hidden, moving about, or in locations enumerators did not visit were likely to be missed. The number of people missed will never be known; thus, the 1990 census cannot be considered to include a definitive count of America's total homeless population. It does, however, give an idea of relative differences among areas of the country. Other components were counted as part of regular census procedures.

The count of persons in shelters and visible on the street could have been affected by many factors. How much the factors affected the count can never be answered definitively, but some elements include:

1. How well enumerators were trained and how well they followed procedures.
2. How well the list of shelter and street locations given to the Census Bureau by the local government reflected the actual places that homeless persons stay at night.
3. Cities were encouraged to open temporary shelters for census night, and many did that and actively encouraged people to enter the shelters. Thus, people who may have been on the street otherwise were in shelters the night of March 20, so that the ratio of shelter-to-street population could be different than usual.
4. The weather, which was unusually cold in some parts of the country, could affect how likely people were to seek emergency shelter or to be more hidden than usual if they stayed outdoors.
5. The media occasionally interfered with the ability to do the count.
6. How homeless people perceived the census and whether they wanted to be counted or feared the census and hid from it.

The Census Bureau conducted two assessments of Shelter and Street Night: (1) the quality of the lists of shelters used for the Shelter and Street Night operation; and (2) how well procedures were followed by census takers for the street count in parts of five cities (Chicago, Los Angeles, New York, New Orleans, and Phoenix). (Information about these two assessments is available from the Chief, Center for Survey Methods Research, Bureau of the Census, Washington, DC 20233.)

**Comparability**—For the 1990 census, the definition of institutionalized persons was revised so that the definition of "care" only includes persons under organized medical or formally-authorized, supervised care or custody. As a result of this change to the institutional definition, maternity homes are classified as noninstitutional rather than institutional group quarters as in previous censuses. The following types of other group

quarters are classified as institutional rather than non-institutional group quarters: "halfway houses (operated for correctional purposes)" and "wards in general and military hospitals for patients who have no usual home elsewhere," which includes maternity, neonatal, pediatric, military, and surgical wards of hospitals, other-purpose wards of hospitals, and wards for persons with infectious diseases. These changes should not significantly affect the comparability of data with earlier censuses because of the relatively small number of persons involved.

As in 1980, 10 or more unrelated persons living together were classified as living in noninstitutional group quarters. In 1970, the criteria was six or more unrelated persons.

Several changes also have occurred in the identification of specific types of group quarters. For the first time, the 1990 census identifies separately the following types of correctional institutions: persons in halfway houses (operated for correctional purposes), military stockades and jails, and police lockups. In 1990, tuberculosis hospitals or wards are included with hospitals for the chronically ill; in 1980, they were shown separately. For 1990, the noninstitutional group quarters category, "Group homes" is further classified as: group homes for drug/alcohol abuse; maternity homes (for unwed mothers), group homes for the mentally ill, group homes for the mentally retarded, and group homes for the physically handicapped. Persons living in communes, foster-care homes, and job corps centers are classified with "Other group homes" only if 10 or more unrelated persons share the unit; otherwise, they are classified as housing units.

In 1990, workers' dormitories were classified as group quarters regardless of the number of persons sharing the dorm. In 1980, 10 or more unrelated persons had to share the dorm for it to be classified as a group quarters. In 1960, data on persons in military barracks were shown only for men. In subsequent censuses, they include both men and women.

In 1990 census data products, the phrase "inmates of institutions" was changed to "institutionalized persons." Also, persons living in noninstitutional group quarters were referred to as "other persons in group quarters," and the phrase "staff residents" was used for staff living in institutions.

In 1990, there are additional institutional categories and noninstitutional group quarters categories compared with the 1980 census. The institutional categories added include "hospitals and wards for drug/alcohol abuse" and "military hospitals for the chronically ill." The noninstitutional group quarters categories added include emergency shelters for homeless persons; shelters for runaway, neglected, and homeless children; shelters for abused women; and visible in street locations. Each of these noninstitutional group quarters categories was enumerated on March 20-21, 1990.

#### DEFINITIONS OF SUBJECT CHARACTERISTICS

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during the "Shelter and Street Night" operation (for more information on the "Shelter and Street Night" operation, see Appendix D, Collection and Processing Procedures.)

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## HOUSING CHARACTERISTICS (B-15)

### LIVING QUARTERS

Living quarters are classified as either housing units or group quarters. (For more information, see discussion of "Group Quarters" under Population Characteristics.) Usually, living quarters are in structures intended for residential use (for example, a one-family home, apartment house, hotel or motel, boarding house, or mobile home). Living quarters also may be in structures intended for nonresidential use (for example, the rooms in a warehouse where a guard lives), as well as in places such as tents, vans, shelters for the homeless, dormitories, barracks, and old railroad cars.

**Housing Units**—A housing unit is a house, an apartment, a mobile home or trailer, a group of rooms or a single room occupied as separate living quarters or, if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from outside the building or through a common hall.

The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. For vacant units, the criteria of separateness and direct access are applied to the intended occupants whenever possible. If that information cannot be obtained, the criteria are applied to the previous occupants.

Both occupied and vacant housing units are included in the housing unit inventory, except that recreational vehicles, boats, vans, tents, railroad cars, and the like are included only if they are occupied as someone's usual place of residence. Vacant mobile homes are included provided they are intended for occupancy on the site where they stand. Vacant mobile homes on dealers' sales lots, at the factory, or in storage yards are excluded from the housing inventory.

If the living quarters contain 9 or more persons unrelated to the householder or person in charge (a total of 10 unrelated persons), they are classified as group quarters. If the living quarters contain eight or fewer persons unrelated to the householder or person in charge, they are classified as housing units.

**Occupied Housing Units**—A housing unit is classified as occupied if it is the usual place of residence of the person or group of persons living in it at the time of enumeration, or if the occupants are only temporarily absent; that is, away on vacation. If all the persons staying in the unit at the time of the census have their usual place of residence elsewhere, the unit is classified as vacant. A household includes all the persons who occupy a housing unit as their usual place of residence. By definition, the count of occupied housing units for 100-percent tabulations is the same as the count of

**Vacant Housing Units**—A housing unit is vacant if no one is living in it at the time of enumeration, or if occupants are only temporarily absent. Units rarely occupied at the time of enumeration are those of persons who have a usual residence elsewhere and are classified as vacant. (For more information, see discussion under "Usual Home Elsewhere.")

New units not yet occupied are classified as vacant housing units if construction has reached a point at which all exterior windows and doors are installed and usable floors are in place. Vacant units are those that are open to the elements; that is, the roof, windows, and/or doors no longer protect the interior from the elements, or if there is positive evidence as a sign on the house or in the block) that the unit is condemned or is to be demolished. Also excluded are quarters being used entirely for nonresidential purposes, such as a store or an office, or quarters used for the storage of business supplies or inventory, machinery, or agricultural products.

**Hotels, Motels, Rooming Houses, Etc.**—Only rooms or suites of rooms in hotels, motels, and similar places are classified as housing units only when occupied by permanent residents; that is, persons who consider the hotel as their usual place of residence and have no usual place of residence elsewhere. Only rooms or suites of rooms are classified as housing units only in those hotels, motels, and similar places in which 75 percent or more of the accommodations are occupied by permanent residents.

If any of the occupants in a rooming or boarding house live and eat separately from others in the building and have direct access, their quarters are classified as separate housing units.

**Staff Living Quarters**—The living quarters occupied by staff personnel within any group quarters are classified as housing units if they satisfy the housing unit criteria of separateness and direct access; otherwise, they are considered group quarters.

**Comparability**—The first Census of Housing established the "dwelling unit" concept. Although the term became "housing unit" and the definition has been modified slightly in succeeding censuses, the current definition is essentially comparable to previous ones. There was no change in the housing unit definition between 1980 and 1990.

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**DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT  
Division of Housing Policy Development**

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October 14, 1999

Mr. Eugene Leong, Executive Director  
Association of Bay Area Governments  
101 Eighth Street  
Oakland, California 94607

Dear Mr. Leong:

**RE: Regional Housing Needs Determination**

Government Code Section 65584 requires the Department of Housing and Community Development (HCD) to provide our determination of the region's existing and projected housing needs to the Association of Bay Area Governments (ABAG). ABAG plays an important role in working together with State and local government to address the State's serious housing needs. Enclosed are determinations of need for your use in preparing a new regional housing needs plan for housing elements within your region. As you know, the housing elements are to be updated by July 2001.

In preparing these determinations, HCD has had extensive consultations with your staff, and has met with your Housing Methodology Committee. We have also consulted with, and used data and assumptions of the State Department of Finance (DOF) Demographic Research Unit, such that the determination incorporates DOF's most recent household population projections, issued December 17, 1998, and household population and housing estimates as of January 1999 issued in May 1999. In accordance with statutory provisions, our housing need projections are intended to facilitate consistency with ABAG's projections currently being updated for use in regional transportation planning. The Attachments show the housing need for the region and its distribution by income group.

Attachment 1 contains HCD's determination of your region's minimum housing need for the period from the date of the most recent estimate of the existing stock (January 1, 1999) through the end of the next housing element planning cycle (June 2006) and describes the methodology used to project the housing construction need. It also includes the regional estimate of the number and percentage of households in each of four income groups applied to the projected housing need for the period.

Mr. Eugene Leong, Executive Director

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The distribution of the attached regional determination among counties is predominantly based on demographic factors. The COG's distribution of the housing need among jurisdictions within the region is to be determined by your planning process, considering the statutory factors of employment opportunities, commuting patterns, type and tenure of housing need, market demand, availability of suitable sites and public facilities, the loss of affordability of assisted housing units, and the housing needs of farmworkers. Thus, your plan is likely to incorporate a different distribution among counties. Your agency is required to submit the assumptions and methodology on which your plan is based to us, and you are also responsible for making the assumptions and methodology upon which the plan is based available to the affected local governments.

Attachment II illustrates the income group distribution of the housing construction need for the period within the region. Although the income distribution among counties within the region in your plan may also vary from the attachment based on the statutory direction to seek to reduce the concentration of lower-income households from jurisdictions which have disproportionately high proportions of lower-income households, actual income distribution at a county level would not be anticipated to change substantially within a short term planning period.

The DOF January 1, 1999 estimates should be used as the base year for your regional housing needs plan. The January 1, 1999 to July 1, 2006 allocations should be used in the housing element. At the time of preparation of each of their individual housing elements, jurisdictions may reduce their allocation by net units developed during the interim period (i.e., January 1, 1999 to July 1, 2001).

We are happy to further discuss implementation of your plan, including its relationship to how the allocations are implemented in the housing element update process. In addition, if you should have other questions or concerns regarding the process, Linda Wheaton, of our staff, can assist you. You can reach Linda at (916) 327-2642. We look forward to cooperating with you in your development of the housing needs plan.

Sincerely,



Cathy E. Creswell  
Acting Deputy Director

cc: Gary Binger, Deputy Executive Director & Planning Director, ABAG  
Paul Fassinger, Research Director, ABAG  
Alex Amoroso, Senior Regional Planner, ABAG

Attachments

## Attachment I

Housing Construction Need for ABAG Region  
January 1999 - July 2006

County	A	B	C	D	E
	July 1, 2006 Household Population	January 1, 1999 Household Population	July 1, 2006 Households	January 1, 1999 Households	1999-2006 Housing Construction Need
Alameda	1,546,769	1,400,839	557,374	504,384	52,990
Contra Costa	975,653	906,621	364,013	332,111	31,902
Marin	245,416	239,041	100,277	98,225	2,052
Napa	131,280	119,257	49,990	45,231	4,759
San Francisco	768,796	768,288	316,700	312,679	4,021
San Mateo	779,963	710,771	272,614	251,161	21,453
Santa Clara	1,881,878	1,678,786	623,651	559,166	64,485
Solano	431,580	377,856	148,401	127,129	21,272
Sonoma	500,596	436,100	194,976	167,168	27,808
Region	7,261,931	6,637,559	2,627,997	2,397,254	230,743

Methodology

- Column A: Projection based on DOF population projections issued 12/98: County Population Projections with Age, Sex and Race/Ethnic Detail.
- Column B: DOF E-5 January 1999 Estimate of Population and Households, issued May 1999
- Column C: Projection based on DOF population projections issued 12/98, @ 1999 headship rate by age, sex & ethnic cohorts, applied to household population.
- Column D: DOF E-5 January 1999 Estimate of Population and Households, issued May 1999
- Column E: Difference between January 1999 and projected July 2006 households (A-B)  
Construction need equivalent to household growth.
- DOF: State of California Department of Finance, Demographic Research Unit

## Income Distribution of Housing Need

Income Category		Percentage
Very Low	49,379	21.4
Other Lower	24,690	10.7
Moderate	60,916	26.4
<u>Above Moderate</u>	<u>95,758</u>	<u>41.5</u>
Total	230,743	100.0

Attachment II

Distribution of 1999 - July 2006 Housing Construction Need by Income Category

	Number	Percent		Number	Percent
<b>ALAMEDA</b>			<b>SANTA CLARA</b>		
Very Low	13,248	25%	Very Low	12,252	19%
Other Lower	6,359	12%	Other Lower	4,514	7%
Moderate	14,307	27%	Moderate	18,056	28%
Above Mod.	<u>19,076</u>	<u>36%</u>	Above Mod.	<u>29,663</u>	<u>46%</u>
Total	52,990	100%	Total	64,485	100%
<b>CONTRA COSTA</b>			<b>SOLANO</b>		
Very Low	5,742	18%	Very Low	4,042	19%
Other Lower	3,509	11%	Other Lower	3,616	17%
Moderate	7,337	23%	Moderate	5,531	26%
Above Mod.	<u>15,313</u>	<u>48%</u>	Above Mod.	<u>8,083</u>	<u>38%</u>
Total	31,902	100%	Total	21,272	100%
<b>MARIN</b>			<b>SONOMA</b>		
Very Low	349	17%	Very Low	5,284	19%
Other Lower	164	8%	Other Lower	5,005	18%
Moderate	492	24%	Moderate	6,674	24%
Above Mod.	<u>1,047</u>	<u>51%</u>	Above Mod.	<u>10,845</u>	<u>39%</u>
Total	2,052	100%	Total	27,808	100%
<b>NAPA</b>			<b>Regional Distribution:</b>		
Very Low	952	20%			<u>%</u>
Other Lower	857	18%	Very Low	49,379	21.4
Moderate	1,142	24%	Other Lower	24,690	10.7
Above Mod.	<u>1,808</u>	<u>38%</u>	Moderate	60,916	26.4
Total	4,759	100%	<u>Above Mod.</u>	<u>95,758</u>	<u>41.5</u>
<b>SAN FRANCISCO</b>			Total	230,743	100
Very Low	1,247	31%			
Other Lower	402	10%			
Moderate	1,166	29%			
Above Mod.	<u>1,206</u>	<u>30%</u>			
Total	4,021	100%			
<b>SAN MATEO</b>					
Very Low	3,862	18%			
Other Lower	1,716	8%			
Moderate	5,578	26%			
Above Mod.	<u>10,297</u>	<u>48%</u>			
Total	21,453	100%			

**Source:** HUD's CHAS Databook for 1990 Census and HCD calculations using definitions of State and federal law as implemented by HUD and HCD. The income groups "Very Low," "Other Lower," and "Moderate" are defined in Health and Safety Code Sections 50079.5, 50093, and 50105, and Chapter 6.5 of Title 25 of the California Code of Regulations. "Above Moderate" households are households that do not meet the definitions for the other categories. The definitions involve relationships to median family incomes and family size adjustment factors.