

## Planning Commission Staff Report

April 23, 2014  
Item 6.b.

- SUBJECT:** P14-0440
- APPLICANT:** City of Pleasanton
- PURPOSE:** Status report on the 2015– 2023 Housing Element Update and Summary of Input from first Community and Stakeholder Meetings
- EXHIBITS:**
- A. [Community Workshop Summary Report](#)
  - B. [Sites Inventory Map](#)
  - C. [Letters Received Regarding Requested Rezoning](#)
  - D. [Properties Requested for Potential Zoning Change Map](#)
  - E. [2007-2014 Housing Element Goals, Policies and Programs](#)

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The Housing Element is part of the City's General Plan and is a comprehensive statement by the community of its current and future housing needs and proposed actions to facilitate the provision of housing to meet those needs at all income levels. The policies contained in the Housing Element are an expression of the statewide housing goal of "attaining decent housing and a suitable living environment for every California family," as well as a reflection of the unique concerns of the community.

The current Housing Element adopted in 2012 covers the period of 2007 to 2014. The City has retained Jennifer Gastelum from PMC to assist in preparing a revised Housing Element for the period of January 31, 2015 to January 31, 2023, which is required to be submitted to the state by January 31, 2015. Periodic updates of the Housing Element, including State certification, are required to ensure that City policies continue to reflect the changing community needs, challenges, and opportunities in compliance with State law. Lack of a State-certified Housing Element could also subject the City to penalties as a result of legal challenge. If a court finds that the Housing Element does not comply with State law, the court may suspend City authority to issue building permits or grant zone changes.

As part of the required update, HCD requires each City to demonstrate capacity to meet their assigned affordable housing obligation, known as the "Regional Housing Needs Allocation" (RHNA). Based on State law, our Housing Element update is required to

designate specific locations to accommodate our assigned affordable housing obligation for the review period. In order to address this requirement, the updated Housing Element includes a site inventory of parcels within the City that demonstrates the City's capacity to accommodate sufficient housing to meet our assigned RHNA goals.

This agenda report provides the Planning Commission with a summary of the first community and stakeholder meetings, includes a project schedule for the Housing Element Update and seeks input from the Planning Commission, residents, and other stakeholders regarding the City's current goals, policies and programs as well as the estimated housing site inventory.

## **DISCUSSION**

**Goals, Policies and Programs:** State law requires the Housing Element include quantified objectives for the maximum number of units that can be constructed, rehabilitated or conserved. Policies and programs establish the strategies to achieve these objectives. The City's quantified objectives are described under each program, and represent the City's best effort in implementing each of the programs. Assumptions are based on past program performance and funding availability, construction trends, land availability, and future programs that will enhance program effectiveness and achieve full implementation of the City's housing goals.

Staff is recommending that most of the programs included in the 2007-2014 Housing Element be carried forward with adjustments and refinements where necessary. A copy of the existing programs included in the Housing Element is shown in Exhibit E. Since adoption of the previous Housing Element, the City addressed all legislative mandates that were previously enacted related to reducing barriers to development of housing for special needs groups including the homeless, disabled and agricultural employees. The City also adopted new policies to reduce barriers and restrictions to facilitate the development of second units, and adopted a Density Bonus ordinance. The focus of the next eight years will be to provide a variety of programs to assist housing development for a diversity of household needs throughout the City and in newer mixed-used use locations.

Other areas where staff believes refinements and additions to programs are needed include:

- Refine goals, policies and programs to include more detailed timelines and quantifiable objectives and outcome goals (example: rehab a minimum of 5 affordable units per year.) Government Code 65583 requires that each program is implemented during the planning period and that the number of units or families assisted (or other metric) is estimated.
- New goals, policies and programs to meet Senate Bill (SB) 812 requirements which require the City to include in the special housing needs analysis the needs of individuals with a developmental disability within the community. A "developmental disability" can be defined as a disability that originates before an individual attains age 18 years, continues, or can be expected to continue, indefinitely, and constitutes a substantial

disability for that individual which includes mental retardation, cerebral palsy, epilepsy, and autism.

- Review current goals, policies and programs to be consistent with Government Code Section 65583(c)(1), which allows local governments to meet up to 25 percent of the housing site inventory requirements by making available affordable units through rehabilitation, conversion, and/or preservation.

Staff is seeking the Planning Commission's input regarding any other refinements or additions to the Housing Elements Goals, Policies and Programs.

**Public Outreach To Date:** Housing Element law requires communities to make a diligent effort to achieve public participation of all economic segments of the community in the development of the Housing Element. The City's Housing Element update process incorporates a number of opportunities for public input. Events so far have included:

- **Community Workshop:** The first Community Meeting was held on March 24, 2014. The meeting was noticed in the Tri-Valley Times, in the Community Calendar of the Pleasanton Weekly, as well as on the City's website Community Calendar and Housing Element website. In addition, approximately 1488 notices were mailed out and 175 emails were sent. There were approximately 25 participants at the meeting. A presentation included a summary of Housing Element state law requirements, identification of new laws affecting this Housing Element update, and a timeline for the process for the 5th round Housing Element update. Following the presentation, participants were asked to visit various stations set up throughout the room to discuss the following topics:
  - Housing Programs and Services
  - Housing Types
  - Housing Challenges and Opportunities
  - Current Housing Inventory and Potential Changes
  - Other Comments and Ideas

A complete summary of the meeting is attached as Exhibit A

- **Stakeholder Meetings:** Stakeholder Meetings were held on Monday April 7, 2014 and Thursday April 10, 2014. Notice was provided by email to approximately 175 local agencies, organizations, non-profit and for-profit developers and service providers. The first meeting included non-profit housing developers, local service providers and community organizations. It was attended by approximately 16 housing professionals. The second meeting included for-profit housing developers and finance professionals and was attended by approximately 13 housing professionals. A complete summary of the meetings will follow under separate cover.

**Sites:** The preparation of an inventory of land suitably zoned to meet the City's housing need, and the rezoning that had to be undertaken by the City to meet our housing need was a large part of the effort for the last Housing Element update. Several of these multifamily sites remain available and can be included in the City's inventory. In addition, staff recently confirmed with

the California Department of Housing and Community Development (HCD) that we may count units approved but not occupied prior to the end of 2013 towards our RHNA requirement. The City's housing inventory will therefore be split into two categories, Vacant/Underutilized Residential Sites and Housing Sites with Planning Approval (Inventory Maps – Exhibit B). Due to the existing residential site inventory within these two categories, the City does not anticipate having to rezone any properties to meet the City's housing needs during the current Housing Element Update.

**Estimated Current Capacity Table**

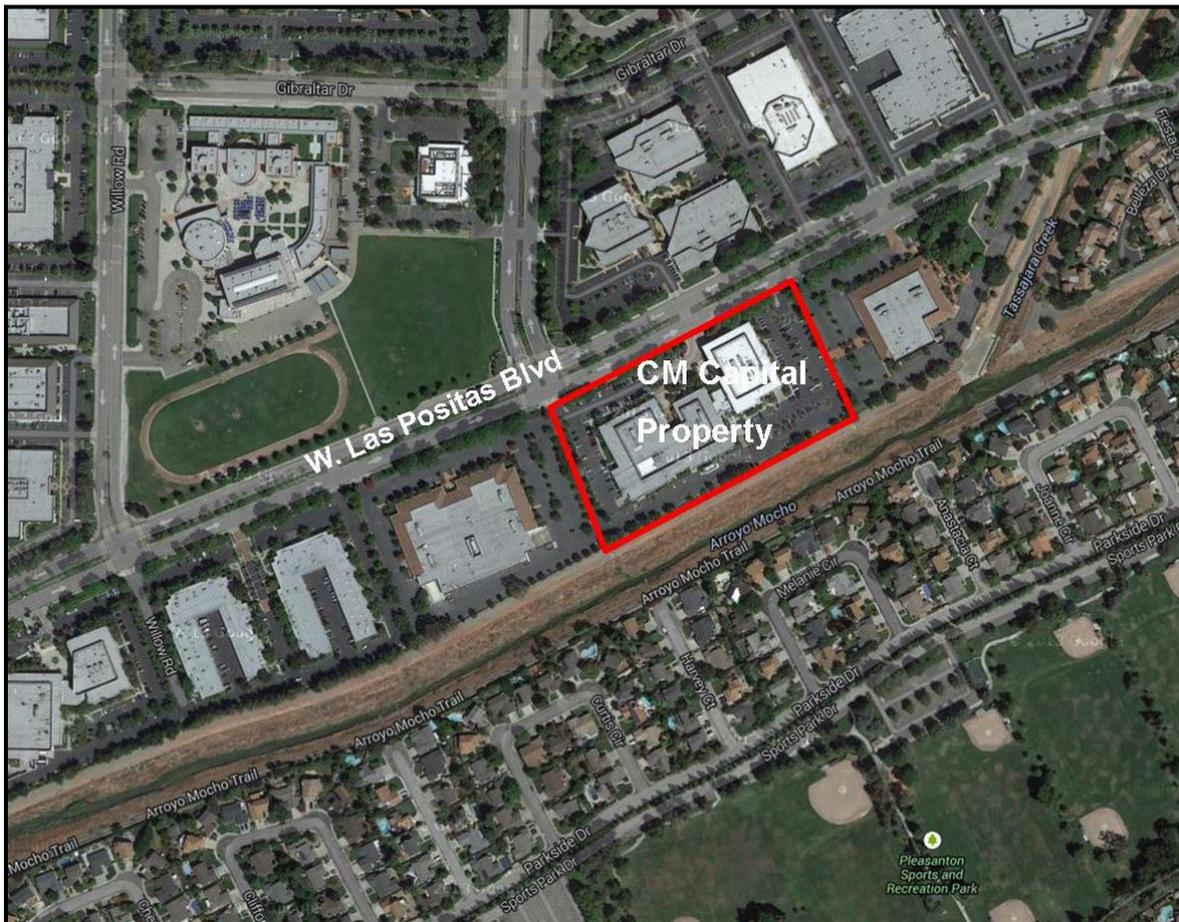
Income Levels	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total
2014-2022 RHNA	716	391	407	553	2,067
Total Vacant/underutilized Site Capacity	1,191		0	194	1,385
Total Projects w/ Planning Approvals Capacity	212		1,499	121	1,832
Kottinger Place & Pleasanton Gardens (Excluding original 90 units)	95		0	0	95
Estimated Capacity	<b>1,498</b>		<b>1,499</b>	<b>315</b>	<b>3,312</b>
RHNA surplus/shortfall	<b>+386</b>		<b>+1,092</b>	<b>-238</b>	<b>+1,245</b>

Although the City does not anticipate being required to rezone any properties to meet RHNA requirements, the City has been requested by several property owners to review the potential of rezoning multiple properties to allow for residential development (Irby-Kaplan-Zia, Pleasant View Church of Christ, Lester, Shriners, Merritt and CenterPoint Church sites). In addition, residential neighbors of the CM Capital Properties site on West Las Positas have request the City consider the rezoning of the property, currently zoned for Mixed-Use, to convert it to commercial use only (CM Property 1 site). The owner of the property have requested that the option for residential be retained on the property. Letters received requesting rezoning consideration as well as a Map of all properties under consideration can be found in Exhibit C and D.

### **CM Capital Site – Aerial 1**

The CM Capital property consisting of two parcels (5.9 acres and 6.7 acres) was zoned MU (Mixed-Use) in 2012 as part of the previous Housing Element Update. The 5.9 acre property at 5850 W. Las Positas has received approvals for Summer Hill Apartments to construct a new 177 unit apartment development. The remaining 6.7 acre site located at 5758 and 5794 W. Las Positas remains unentitled with an existing commercial office building.

The adjacent residents across the arroyo within the Parkside Neighborhood have requested the City consider zoning the property back to a commercial zone to allow no further residential development. The property owner has submitted a letter (Exhibit E attached) in opposition to any re-designation of their property and expressing a wish to maintain the current Mixed-Use zoning. All properties within 1,000 ft. of the site were noticed for the first Community Meeting. At the meeting, comments were made by a number of residents in support of rezoning the property back to commercial. Comments were also received regarding restricting trail access adjacent to the residential homes and to keep any trail along the Commercial side and away from the existing Parkside neighborhood.



**Aerial 1 – CM Capital Site**

## **Irby-Kaplan-Zia Site – Aerial 2**

The Irby and Zia properties are generally located at 3760, 3780, and 3988 Stanley Boulevard are currently zoned A (Agriculture) district. The two properties are developed with single family compounds including barns and agricultural buildings. The Kaplan property located at 3878 Stanley Boulevard is zoned C-S (Service Commercial) district and is developed with an existing contractor’s storage facility. All together the three properties total approximately 14.91 acres of land. The property owners wish to restore and retain the historic buildings on-site and develop a medium density residential development around them. No specific plans have been presented at this time.

Potential benefits of rezoning this site include the assembly and comprehensive planning and development of parcels in multiple ownerships; potential preservation of historic structures; a trail along the arroyo; provision of neighborhood open space; the extension and connection of Nevada Street to Stanley Boulevard; and completion of loop improvements for sewer and water service.

All properties within 1,000 ft. of the site were noticed for the first Community Meeting. No comments were received regarding the site.

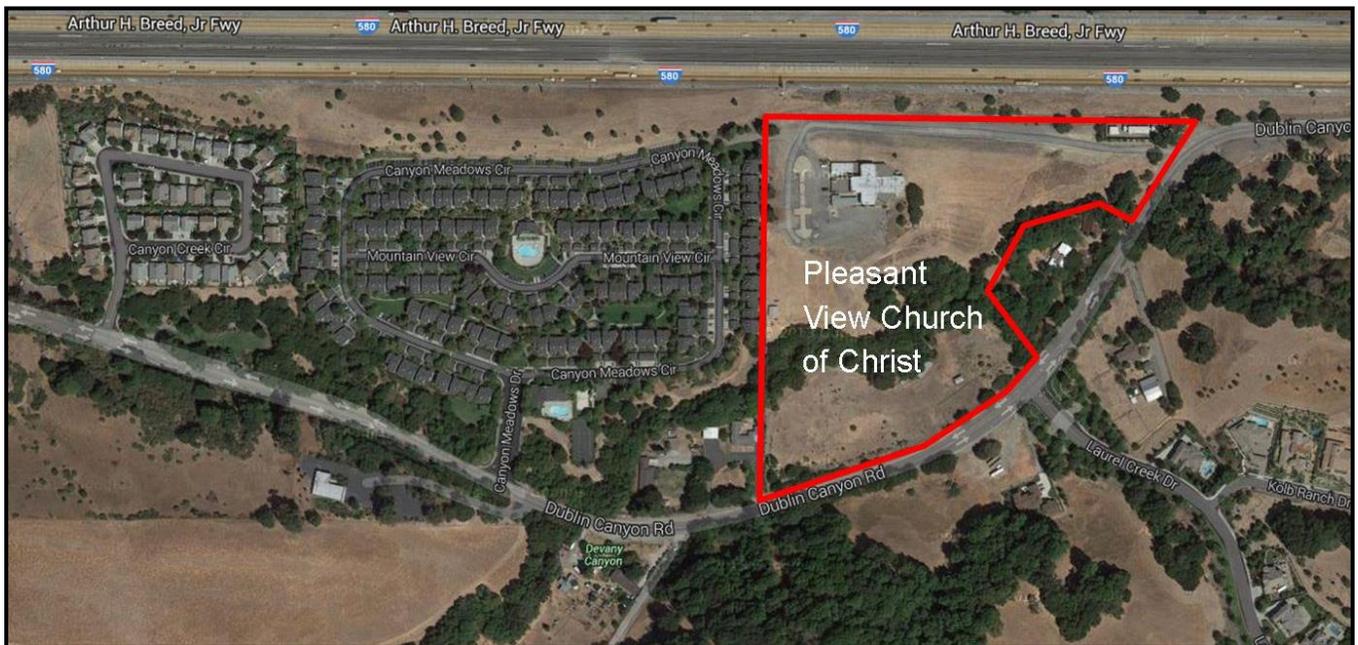


**Aerial 2 – Irby-Kaplan-Zia Site**

### Pleasant View Church of Christ Site – Aerial 3

The Pleasant View property is located at 11300 Dublin Canyon Road and is currently zoned A (Agriculture) district and is approximately 16.23 acres. The Pleasant View Church of Christ is located at the top of the hill on the property. The property also includes a creek running approximately west to east with a flatter section of land adjacent to Dublin Canyon Road.

The property owner has requested that the City consider zoning the lower part of the property along Dublin Canyon Road for future development as well as the option to zone the entire property to allow for residential development if the church ever decides to relocate. The applicant at this time has not submitted any plans for the project but wishes to develop at a medium to high density (4 to 12 units per acre) similar to the adjacent Canyon Creek and Canyon Meadows developments. The applicant's request was not received prior to the first Community Workshop.



**Aerial 3 – Pleasant View Church Site**

#### Lester and Shriner Sites - Aerial 4

The Lester property is generally located at 11033 and 11021 Dublin Canyon Road and consists of three parcels with approximately 121.06 acres of land and the Shriner Hospital parcel located at 10807 Dublin Canyon Road is approximately 12.53 acres. There are currently two single-family homes located on the Lester properties and the Shriner property remains undeveloped. The properties are currently part of unincorporated Alameda County. The Shriner property and two of the Lester parcels are within the Urban Growth Boundary (UGB) and the UGB bisects the third parcel. The properties have General Plan Designations of Low Density Residential, Public Health and Safety, and Agriculture and Grazing. The Lester property is currently rezoned A (Agriculture) district. The property owners have requested that the City consider annexation and zoning the properties to allow for up to 42 units of residential development. The applicants request was not received prior to the first Community Workshop.

The Lester properties topography varies with a main ridge rising from the northeast corner to a small knoll approximately 160 feet above the Dublin Canyon Road elevation. The southern portions of the parcel slopes down into a heavily treed Devaney Canyon which contains Devaney Creek, running in a southwest to northeast directions across the property. Another heavily treed canyon branches off of Devaney Canyon at the western portion of the parcel.

The property would be regulated by both Measure PP and Measure QQ. Measure PP prohibits both grading for, and the placement of, structures on slopes of 25% or greater, or within 100 vertical feet of a ridgeline. Measure QQ maintained policies regarding preservation of scenic hillsides and ridgeviews. The site topography, geologic factors, flora/fauna, creek drainage ways, and other features could limit the number of units.



## Aerial 4 – Lester and Shriner Sites

### **Merritt Sites - Aerial 5**

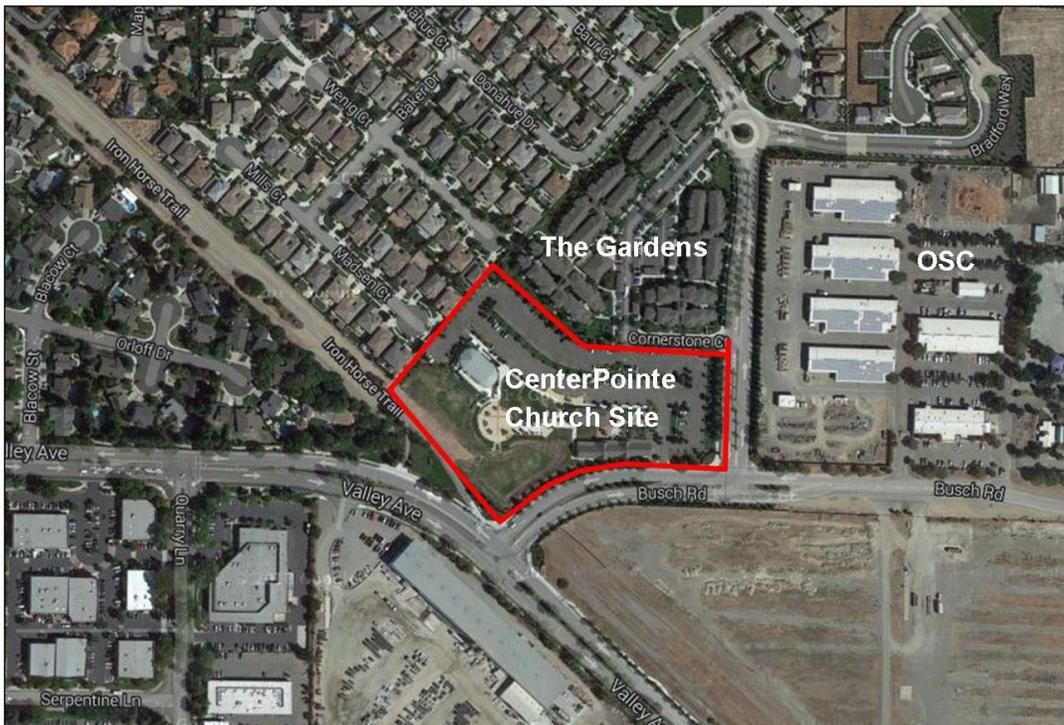
The Merritt properties generally located at 4131 and 4141 Foothill Road consist of four parcels totaling approximately 46 acres of land located in an unincorporated Alameda County island. Two single-family homes are located on the property as well as associated agricultural buildings and walnut grove. The two-existing homes are generally at grade along Foothill Road with a substantial slope behind the homes leading to the relatively flat walnut grove extending to the rear of the property along Interstate 680. The properties are located within the City's Urban Growth Boundary and have a General Plan Designation of Low Density Residential. In December 1998, the property owner obtained City approvals to prezone the property PUD-LDR (Planned Unit Development- Low Density Residential) to construct 91 single-family homes. In June 1999 a referendum was passed by the people to overturn the City approval. The property owners at this time have not brought forward a specific plan but have indicated they wish to develop a low density residential development in the future. The applicant's request was not received prior to the first Community Workshop.



**Aerial 5 – Merritt Sites**

**CenterPointe Church Site - Aerial 6**

The Center Pointe Presbyterian Church site is generally located at 3410, 3420, 3430, 3440, and 3450 Cornerstone Court and is part of the larger Ironwood neighborhood development that was approved in 2002 which included a variety of low and medium density single-family homes, and the high density Gardens senior apartment community. The approximately 6 acre church site is zoned P & I (Public & Institutional) district. The applicant at this time has not submitted any plans for the project but wishes to retain the existing child care facility on-site, expand the existing higher density senior apartments as well as construct new single family homes. They estimate approximately 50 total units can be developed on-site between the low and medium density single-family homes, and the high density Gardens senior apartment community expansion. The applicant’s request was not received prior to the first Community Workshop.



**Aerial 6 – CenterPointe Church Site**

## Summary of Sites

Site	Acreage	Anticipated Density	Estimated No. of Units	Affordability Level
<b>CM Capital Site 1</b>	6.7 acres	30 units/acre	200	% of units at Very Low and Low
<b>Irby-Kaplan- Zia Site</b>	14.91 acres	2-8 units/acre	75	Above Moderate
<b>Pleasant View Church Site</b>	4 acres on lower portion of site 16.23 total	4-12 units/acre	16-48 on lower portion	Above Moderate
<b>Lester and Shriner Sites</b>	135 acres	<2 units/acre	45	Above Moderate
<b>Merritt Site</b>	46 acres	2 units/acre	46	Above Moderate
<b>CenterPointe Site</b>	5 acres for residential, 6 acres total	2-8 units/acre for Single family 30 units/acre for Senior Apartments	50	Single-family at Above Moderate Senior Apartments at Moderate
<b>TOTAL</b>			432 - 464	

Staff is seeking the Planning Commission's input regarding additional information needed to consider the requested rezonings and any feedback as to whether the Planning Commission wishes to pursue any or all of these rezonings.

### NEXT STEPS

Using input from the community and Housing and Planning Commissions, staff and the consultant will prepare a preliminary draft Housing Element for review and comments by the Housing and Planning Commissions in June. A tentative schedule of future meetings is as follows:

Upcoming Meetings	Date	Agenda
<b>Housing Commission</b>	June 19, 2014	Review of Preliminary Draft and public input
<b>Planning Commission</b>	June 25, 2014	Review of Preliminary Draft and public input
<b>Community Meeting #2</b>	Early July 2014	Discuss Draft Housing Element
<b>Planning Commission</b>	July 23, 2014	Consideration of Draft Housing Element
<b>City Council</b>	August 19, 2014	Consideration of Draft Housing Element and authorization to submit to

		HCD
<b>Submit to HCD for review</b>	August / September	
	November	Consideration of HCD and public Comments
<b>Planning Commission</b>	December, 2014/ January, 2015	Adoption hearings
<b>City Council</b>	December, 2014/ January, 2015	Adoption hearings

**PUBLIC NOTICE**

Notice of this item was published in The Valley Times. In addition the City sent notification to about 2670 properties adjacent to the Irby-Kaplan-Zia Site, the CM Capital Site, the Pleasant View site, the Lester site, the Shriner’s site, and the CenterPoint site as well as all interested parties who have provided contact information during the Housing Element update process.

**STAFF RECOMMENDATION**

Staff recommends that the Commission provide feedback as appropriate on the Housing Element update process, the Goals, Policies and Programs for the 2015-2023 Housing Element update, and potential sites for rezoning.

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