Housing Element

BACKGROUND

2015–2023 UPDATE

AUGUST 2014 DRAFT

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Section I

INTRODUCTION

A STATE LAW REQUIREMENTS FOR HOUSING ELEMENTS

State law requires each city and county to adopt a General Plan containing at least seven elements including a Housing Element. Regulations regarding Housing Elements are found in the California Government Code Sections 65580–65589. Although the Housing Element must follow state law, it is by nature a local document. The focus of the Pleasanton Housing Element is on the needs, desires, and vision of Pleasanton residents as it relates to housing in the community. Within these parameters, the intent of the element is also to comply with state law requirements.

Unlike the other mandatory General Plan elements, the Housing Element must be updated every four to eight years, and is subject to detailed statutory requirements and mandatory review by the California Department of Housing and Community Development (HCD). The City's current Housing Element planning period is eight years in length. According to state law, the Housing Element must:

- Provide goals, policies, quantified objectives, and scheduled programs to preserve, improve, and develop housing.
- Identify and analyze existing and projected housing needs for all economic segments of the community.
- Identify adequate sites that will be zoned and available (prior to Housing Element adoption) within the eight-year housing cycle to meet the city's fair share of regional housing needs at all income levels.
- Be internally consistent with other parts of the General Plan (and is critical to having a legally adequate General Plan).
- Be submitted to HCD to determine if the agency will certify the Housing Element as being in compliance with state law.

State law establishes detailed content requirements for Housing Elements and requires a regional "fair share" approach to distributing housing needs. State Housing Element law recognizes that in order for the private sector to address housing needs and demand, local governments must adopt land use plans and implementing regulations that provide opportunities for, and do not unduly constrain, housing development.

In accordance with state law, the Housing Element must be consistent and compatible with other General Plan elements. Additionally, the Housing Element should provide clear policy and direction for making decisions pertaining to zoning, subdivision approval, housing allocations, and capital improvements. The housing action program must also identify adequate residential sites available for a variety of housing types for all income levels; assist in developing adequate housing to meet the needs of low- and

moderate-income households; address governmental constraints to housing maintenance, improvement, and development; conserve and improve the condition of the existing affordable housing stock; and promote housing opportunities for all persons.

B DEFINITIONS OF KEY HOUSING TERMS

Above Moderate-Income Households: Defined as households earning over 120 percent of the median household income. A family of four earning more than $112,200 per year in 2014 is considered above moderate income.

Accessible Housing: Units accessible and adaptable to the needs of persons with physical disabilities.

Affordable Housing: There is no single definition of affordable housing. What is considered "affordable" by a family earning $100,000 a year will likely be out of reach for another family that earns only $25,000 a year, depending on the housing market and location. Rules of thumb often are used to determine affordability. In the context of Housing Elements, and for this Housing Element, “affordable housing” is defined as housing with rent restrictions or price restrictions to maintain affordability for extremely low-, very low-, low-, and moderate-income households.

Aging in Place: Aging in place is the ability to live in one's own home for as long as confidently and comfortably possible. Livability can be extended through universal design principles and assistive technologies. Technology can support interpersonal communication, health and wellness, home safety and security, learning, and other social interaction.

Association of Bay Area Governments (ABAG): The Bay Area’s regional planning agency that, among other duties, establishes the regional housing needs allocation for each city and county within the Bay Area region. ABAG also prepares biennial projections for jobs, households, and population for the Bay Area as a whole and each jurisdiction.

California Department of Housing and Community Development (HCD): An office of the state government that, among other things, must review each jurisdiction’s Housing Element for compliance with state law and, if it determines compliance, certifies the Housing Element as substantially complying with state law. HCD has 60 days to review a jurisdiction’s draft Housing Element and provide written comments back to the jurisdiction. HCD has 90 days to review a jurisdiction’s adopted Housing Element before sending a letter of certification.

Emergency Shelter: Emergency shelter means housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.

Extremely Low-Income Households: Government Code Section 65583(a)(1) now requires local Housing Elements to provide “documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels, including extremely low income households.” Extremely low income is a subset of the very low-income regional housing needs allocation and is defined as households earning less than 30 percent of the median household income. A family of four earning less than $28,050 per year in 2014 is considered extremely low income.

Housing Affordability: The federal government considers housing to be affordable if a family spends no more than 30 percent of its income on its housing costs, including utilities. For example, a teacher earning $60,000 per year can afford $1,500 per month for housing. A police officer or firefighter earning $75,000 can afford up to $1,875 per month. In the private sector, lenders underwriting home purchases typically

require that families spend no more than some set percentage of income (such as 28 percent) for mortgage payments, taxes, and insurance.

Housing Density: The number of dwelling units per acre of land. Gross density includes all the land within the boundaries of a particular area and excludes nothing. Net density excludes certain areas such as streets, open space, easements, etc.

Housing Element: A mandatory section of the General Plan which addresses a city's housing needs, analyzes the housing stock and community demographics, and proposes goals, objectives, policies, and programs to meet the identified needs for all economic segments of the community.

Inclusionary Zoning: A mechanism that requires that each approved residential development must set aside a minimum percentage of the development for affordable housing. Pleasanton has adopted an Inclusionary Zoning Ordinance to implement this program, which emphasizes providing affordable units but which also provides for payment of fees, dedication of land, or use of alternate methods to comply with inclusionary requirements.

Income Limits: Income limits are updated annually by the US Department of Housing and Urban Development (HUD) for Alameda County and are posted on the California Department of Housing and Community Development (HCD) website along with income limits established annually for state Community Development Block Grant and HOME Investment Partnerships programs. HCD income limits regulations are similar to those used by HUD. The 2014 income limits for Alameda County are shown in **Table 1** below. For additional information, see the HUD website at www.huduser.org/datasets/il.html and the City of Pleasanton Affordable Housing programs website at http://www.ci.pleasanton.ca.us/community/housing/.

Table 1: Alameda County 2014 Income Limits

Family Size	Extremely Low 30%	Very Low 50%	Low 80%	Median 100%	Moderate 120%	Above Moderate
1	$19,650	$32,750	$47,350	$65,450	$78,550	> $78,550
2	$22,450	$37,400	$54,100	$74,800	$89,750	> $89,750
3	$25,250	$42,100	$60,850	$84,150	$101,000	> $101,000
4	$28,050	$46,750	$67,600	$93,500	$112,200	> $112,200
5	$30,300	$50,500	$73,050	$101,000	$121,200	> $121,200
6	$32,550	$54,250	$78,450	$108,450	$130,150	> $130,150

Source: Department of Housing and Community Development 2014. http://www.hcd.ca.gov/hpd/hrc/rep/state/inc2k14.pdf

Jobs/Housing Balance: The relationship of the number and types of jobs in a community with the amount and affordability of housing. An appropriate balance is commonly thought to be 1.5 jobs for every 1 housing unit.

Lower-Income Housing: In general, the term "lower-income housing" refers to housing affordable to extremely low-, very low-, and low-income households. For the purposes of the Pleasanton Housing Element, extremely low-income households are also included in this definition. The City's Lower Income Housing Fund is intended to address the needs of extremely low-income, very low-income, and low-income households.

Low-Income Households: California Health and Safety Code Section 50079.5 provides that the low-income limits established by the US Department of Housing and Urban Development (HUD) are the state

limit for low-income households. HUD limits for low-income household are households earning 50-80 percent of the median household income, adjusted for family size, with some adjustment for areas with unusually high or low incomes relative to housing costs. According to the 2014 State Income Limits, a family of four earning between $46,750 and $67,600 per year is considered very low or low income.

Median Household Income: The middle point at which half of the City's households earn more and half earn less. The median household income, according to the 2007–2011 ACS for Alameda County, is $70,821. By way of comparison, the 2000 Census Median Family Income for Alameda County was $68,902. The median household income in the City of Pleasanton is $118,713 (2007–2011 ACS (5-year estimates) from the 2013 ABAG Housing Element Data Profiles).

Moderate-Income Households: Defined by Section 50093 of the California Health and Safety Code as households earning 80-120 percent of the median household income. A family of four in Alameda County earning between $67,600and $112,200 per year in 2014 is considered moderate income (HCD State Income Limits for 2014).

Persons per Household: Average number of persons in each household.

Planned Unit Development (PUD): A type of development review process which is based directly on the General Plan instead of on a specific zoning district and which is intended to encourage variety and diversity of development and to provide flexibility to the City and developer.

Regional Housing Needs Allocation (RHNA): The number of housing units determined by the Association of Bay Area Governments to be each jurisdiction's "fair share" of the regional housing need for the next Housing Element planning period which must be included in each jurisdiction's Housing Element. These numbers of units are broken down into income categories of "above moderate," "moderate," "low," and "very low."

Second Unit: An attached or a detached residential dwelling unit on the same site as a single-family dwelling which provides complete independent living facilities and which is not considered to increase the density of the lot on which it is located.

Senior Housing: Defined by California Housing Element law as projects developed for, and put to use as, housing for senior citizens. Senior citizens are defined as persons at least 62 years of age.

Supportive Housing: Defined by California Government Code Section 65582(f) as housing with no limit on length of stay, that is occupied by the target population, and that is linked to an on-site or off-site service that assists the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

Target Population: Defined by California Government Code Section 65582(g) as persons with low incomes who have one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other chronic health condition, or individuals eligible for services provided pursuant to the Lanterman Developmental Disabilities Services Act (Division 4.5 (commencing with Section 4500) of the Welfare and Institutions Code) and may include, among other populations, adults, emancipated minors, families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, and homeless people.

Transitional Housing: Defined by California Government Code Section 65582(h) as buildings configured as rental housing developments, but operated under program requirements that require the termination of assistance and recirculating of the assisted unit to another eligible program recipient at a predetermined future point in time that shall be no less than six months from the beginning of the assistance.

Very Low-Income Households: California Health and Safety Code Section 50079.5 provides that very low-income limits established by the US Department of Housing and Urban Development establish the state limit for very low-income households, which are households earning less than 50 percent of the median household income (adjusted as described for low-income households above). A family of four earning less than $46,750 per year in 2014 is considered very low income, according the HCD State Income Limits for 2014.

Workforce Affordable Housing: Housing that is affordable to the workforce in the community. Workforce housing is housing for the occupations needed in every community, including teachers, nurses, police officers, firefighters, and many other critical workers. The families in need of workforce housing do not fall neatly into a single narrow income category. Employees in some industries (e.g., retail sales, food service, tourism) are likely to be in the lower income ranges. Seasoned workforce jobs with education or training requirements, such as teachers, police officers, or nurses, may fall into the middle income brackets but still find it difficult to afford homes in the community where they work.

C 2007–2014 HOUSING ELEMENT REVIEW

Summary of Key Accomplishments

State law (California Government Code Section 65588(a)) requires each jurisdiction to review its Housing Element as frequently as appropriate and evaluate:

- The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal.
- The effectiveness of the Housing Element in attainment of the community's housing goals and objectives.
- The progress in implementation of the Housing Element.

The evaluation provides valuable information on the extent to which programs have been successful in achieving stated objectives and addressing local needs, and to which these programs continue to be relevant to addressing current and future housing needs in Pleasanton. The evaluation provides the basis for recommended modifications to policies and programs and the establishment of new objectives in the Housing Element.

This section summarizes the City's accomplishments in implementing the 2007–2014 Housing Element. Later sections in this document summarize the quantified objectives contained in the City's 2007–2014 Housing Element, and compares the City's progress in fulfilling these objectives. A program-by-program review is contained in Appendix A. The City's 2007–2014 Housing Element has supported implementation of a number of programs providing affordable housing. One of the objectives of the Housing Element update is to build upon the City's successes. Below are some of the key accomplishments of the City:

The Pleasanton General Plan Housing Element was adopted on October 12, 2012, and certified by HCD on October 29, 2012.

BMR Apartments. Over 1,000 below-market rental (BMR) apartment units have been built in Pleasanton since the mid-1980s. The City has encouraged the construction of affordable rental housing by allowing special consideration for projects that provide units at BMR levels. Four of the largest apartment complexes in Pleasanton include some units in which rents are lower than market rents due to a regulatory agreement between the City and the apartment owner. As an example, three projects that occupy the City's former 14-acre corporation yard site (The Promenade, Ridge View Commons, and The Parkview) demonstrate a variety of housing types and also the City's willingness to contribute land and

other assistance for affordable housing. . Whereas the earliest BMR apartment projects had 15-year expiration terms, the most recent projects will remain affordable in perpetuity.

- Building permits were issued for 1,025 dwelling units between 2007–2014. Of these 173 units or 16.8 percent of the total units will be affordable to very low-, low-, and moderate-income househlds.

- Planning approvals were awarded to seven high density/mixed-use projects with a combined total of 1,711 rental apartments (two BRE projects in Hacienda, Auf de Maur site, Carr America site, Pleasanton Gateway, Nearon site and half of the CM Capital site). Affordable housing agreements were negotiated and approved for all projects to provide for a total of 288 units at varying affordability levels.

- The City's Growth Management Program was amended to ensure that it does not prevent the City from meeting its share of the regional housing need.

- The City circulated a Request for Proposal and selected a consultant to conduct a comprehensive nexus study to review and potentially update the City's Lower Income Housing Fee. The consultant presented the Lower Income Housing Fee Study to the City Council and Housing Commission at a joint workshop in October 2013, at which the Council voted to maintain the current Lower Income Housing Fee.

- Multifamily Development Standards and Guidelines were adopted for high density housing. These standards and guidelines promote residential development at densities that support work force housing and are compatible with Pleasanton's existing high-quality neighborhoods.

- City Housing Programs. The City of Pleasanton operates a number of housing programs to support affordable housing, including the City's BMR Rental Program, temporary rental assistance (in coordination with the City of Livermore and Abode Services through the Tri-Valley Housing Scholarship Program), Section 8 vouchers in coordination with the Alameda County Housing Authority, the Pleasanton Homeownership Assistance Program (PHAP) for first-time homebuyers, the Down Payment Assistance (DPA) program, the Housing and Human Services Grant (HHSG) program (which uses Community Development Block Grant (CDBG), HOME Investment Partnerships Program (HOME), and local funds), the Housing Rehabilitation Program for low-income homeowners and mobile home owners, a Lower Income Housing Fund, and inclusionary zoning requirements for new development.

- Staff outreach in support of affordable housing included promotion of the City's affordable housing incentives, meetings with several nonprofit developers regarding potential projects, and preparation for a workshop for nonprofit developers held in February 2013. Additional outreach was hosted in February and March 2014.

- The City maintained active support for a wide range of nonprofit organizations and worked directly with MidPen Housing and Habitat for Humanity on project-specific activities.

- Homeownership Assistance. In addition to the PHAP, which makes available homes for sale at below-market prices, the City established the DPA program in 2004 using local funds combined with an allocation of state HELP (Housing Enabled by Local Partnership) funds from the California Housing Finance Agency (CalHFA). HELP funds were depleted in 2007, and since then the program has been funded 100 percent locally. The DPA program currently provides up to $20,000 in down payment assistance for low- and moderate-income buyers. Assistance is in the form of a low interest (3.5%) loan that is amortized over 20 years.

- Housing for Persons with Disabilities. Through programs such as HHSG, the City has assisted the development of specific housing units in Pleasanton that are reserved for persons with disabilities

using federal and local funds. Rental opportunities in these developments are administered either by the on-site management or by a supporting agency. For example, the City worked with East Bay Innovations and HCD to reserve four BMR apartments at The Promenade for very low-income persons with developmental disabilities who are able to live independently. The City also provided deferred zero-interest loans to Tri-Valley REACH to acquire and rehabilitate several group homes for adults with developmental disabilities.

- Housing Data Collection and Preservation of At-Risk Affordable Housing. The City conducts an annual survey of rents and vacancy rates in order to monitor affordability in the local rental housing stock. The City has also worked to ensure the preservation of existing affordable housing, such as the redevelopment of Kottinger Place and Pleasanton Gardens, two aging complexes that provide housing for extremely low-income seniors. This project exemplifies the City's efforts to be creative in solving housing problems using infill and existing subsidies. Kottinger Place is shown in the photos below.

- The City approved a MidPen Housing proposal, Kottinger Gardens, which was appropriated $10 million from the Lower Income Housing Fund to assist in the redevelopment of Kottinger Place and Pleasanton Gardens, two aging rental complexes that provide housing to extremely low-income elderly. The project proposal consists of demolishing all 90 existing units and constructing a new 185-unit senior rental housing project with 100 percent of the units designated as affordable. This project is described in further detail later in this document as part of the City's available land inventory.

Reuse options are being explored for Kottinger Place, shown above, which currently provides housing for extremely low-income seniors

- Senior Affordable Housing. Presently, over 400 apartments in Pleasanton are for rental exclusively by low- and very low-income seniors. These apartments are in seven separate complexes located throughout Pleasanton. With the exception of The Parkview, all of the complexes are for "independent living" and generally do not include services such as meals, housekeeping, or personal care. Because these apartments are often significantly below local market rents, leasing is highly competitive and, for complexes with the lowest rents, eligible applicants must often wait a year or more for an available apartment.

- Persons with Developmental Disabilities. The City has contributed significant funding through its federal CDBG and HOME grants to REACH (Resources Education Activities Community and Housing for Special Adults of the Tri-Valley, formerly HOUSE, Inc.), a local nonprofit agency, to purchase and remodel several homes in Pleasanton. These homes provide BMR housing for low-income adults with

developmental disabilities who are able to live independently with supportive services, fostering community integration, dignity, and independence. The City also provided funding through its federal CDBG grant to Bay Area Community Services (BACS) to purchase and rehabilitate a six-unit apartment complex in downtown Pleasanton to provide BMR housing for low-income individuals with mental disabilities who are able to live independently. Through its Valley Creative Living Center, BACS provides supportive services including activity and employment programs that promote independence and community integration.

- Housing Rehabilitation. The Housing Rehabilitation Program has become an increasingly significant component of the City's housing and community development efforts. As Pleasanton's housing stock has continued to age (along with its population), home maintenance and repair have increased in importance. An active housing rehabilitation program is a necessary element of Pleasanton's affordable housing policies in that it addresses preservation of existing housing which is very affordable to the present occupants. Beneficiaries of the program have included a large number of elderly residents and single-parent households. An eligible household must live in and hold title to the home, and the household income cannot exceed 80 percent of the median income for the area. The program is also available to rehabilitate rental apartments where a large percentage of the occupants are low income.

- Efforts to Reduce Discrimination and Ensure Fair Housing Opportunities. The City of Pleasanton contracts with ECHO Housing (Eden Council for Hope and Opportunity, Inc.) to provide housing counseling and fair housing programs and services to Pleasanton residents. ECHO provides services in the Tri-Valley area through the Livermore Multi-Service Center. ECHO conducts site investigations in response to reports of housing discrimination complaints, does informational surveys to determine degrees of housing discrimination existing in designated areas, and holds educational seminars for property managers, owners, realtors, and others. ECHO also helps to disseminate information on the City's affordable housing programs and services.

- Collaboration on Special Needs Housing with Adjacent Jurisdictions. The City of Pleasanton contributed funds from its federal HOME allocation to assist several housing projects that have a regional benefit and/or address a specialized housing need. For example, the City provided financial assistance to Affordable Housing Associates (AHA) to assist the development of the Carmen Avenue Apartments in Livermore for persons with disabilities and special needs and formerly homeless victims of domestic violence. The City also provided funding to Allied Housing to assist the development of the Lorenzo Creek apartments in Castro Valley for homeless and persons with chronic disabilities and to the Fremont Oak Gardens complex in Fremont for deaf senior citizens. The City has also assisted with funding for homeless programs and support for regional homeless organizations such as EveryOne Home.

- Addressing Needs of the Homeless. The City of Pleasanton has endorsed the EveryOne Home plan which is Alameda County's road map for ending homelessness. The plan aims to end homelessness in Alameda County by emphasizing a coordinated, efficient regional response to a regional problem. EveryOne Home envisions a housing and services system that partners with consumers, families, and advocates; provides appropriate services in a timely fashion to all who need them; and ensures that individuals and families are safely, supportively, and permanently housed. In addition, Pleasanton has participated in East County collaborative which received $900,000 through the federal Homelessness Prevention and Rapid Re-Housing Program (HPRP). The HPRP provides housing relocation and stabilization services to individuals and families in Pleasanton and the Tri-Valley who are homeless or at risk of becoming homeless. Access to the HPRP is through the 211 program which is a free, accessible, three-digit telephone number (funded in part by the City of Pleasanton) that enables all Alameda County residents easy access to customized multilingual health, housing, and human services information 24 hours a day, year-round. The 211 resource is especially critical for vulnerable populations such as single parent and very low-income families, frail elders, people with disabilities, caregivers, and non-English speakers who are in need of such vital

resources as emergency housing, food, financial aid, healthcare, and legal assistance. 211 has also proven to be a critical public communications tool during recovery efforts after a disaster.

- Amendments to the zoning regulations were approved to achieve compliance with state laws regarding emergency homeless shelters and supportive and transitional housing, agricultural employee housing, and requests for reasonable accommodation for the disabled. Program 47.1 in this Housing Element requires an amendment to the Zoning Ordinance to permit transitional and supportive housing as a residential use in all zones allowing residential uses and define transitional and supportive housing as residential uses allowed in the same way and subject to the development regulations that apply to other dwellings of the same type in the same zone.

D PUBLIC PARTICIPATION IN THE PREPARATION OF THE HOUSING ELEMENT

Public participation by all economic segments in preparation of the element is important and is required by state law. To meet this requirement, several opportunities have been provided to review and comment on the City's Housing Element and to recommend strategies.

The City of Pleasanton hosted a community workshop and stakeholder meetings to obtain community feedback and assistance in reviewing existing sites for housing and to obtain ideas and suggestions for the Housing Element update. The first three workshop/stakeholder meetings were conducted in March/April 2014. Additional input was provided by the Housing Commission and Planning Commission at a study session to help guide the process.

Throughout the process the City has made a special effort to notify and involve all economic segments of the community. Outreach and noticing efforts are described in further detail below.

Pictures from the community workshop that the City of Pleasanton hosted on March 24, 2014 to obtain feedback and direction for the Housing Element update.

Community Workshop #1, March 24, 2014

The City of Pleasanton held a Housing Element community workshop to kick off the project on Monday, March 24, 2014, from 6:30 to 8 p.m. at the Remillard Conference Center, 3333 Busch Road, Pleasanton, Calif. The first community meeting was noticed twice in *Tri-Valley Times* and once 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 1,488 notices were mailed out and 175 emails were sent which included all properties within 1000 feet of the Irby-Kaplan-Zia property, all properties within 1000 feet of the CM Capital Site, and all people requesting special notification on either of those properties or the Housing Element update. Approximately 25 participants attended the meeting, which started with a brief presentation made by staff and the consultant.

The 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 that is due to be adopted by January 31, 2015. Following the presentation, participants were asked to visit various stations set up throughout the room to discuss housing programs, challenges, opportunities, and the City's housing inventory.

Several themes and priorities were identified by the residents during this workshop. There were residents in attendance that felt Pleasanton needs more housing within walking distance of shops and services, more energy-efficient homes, and more housing for special needs households including housing for persons with developmental disabilities. In terms of priorities for housing services that the City should support, residents felt strongly that the City should partner with developers that provide housing for residents to age in place and energy-efficient housing. The City should also support housing rehabilitation programs for existing homeowners and work with advocate groups to support programs for persons with developmental disabilities. Lastly, residents in attendance provided numerous responses to the CM Capital property rezoning and were not in support of maintaining zoning for this property to allow for high density housing.

Stakeholder Meeting #1, April 7, 2014: Nonprofit Housing Developers, Local Service Providers, and Community Organizations

The City of Pleasanton held a Housing Element stakeholder meeting on Monday, April 7, 2014, from 3 to 5 p.m. at the Remillard Conference Center, 3333 Busch Road, Pleasanton, Calif. A letter was sent, inviting the nonprofit housing developers, local service providers, and community organizations in the region. Approximately 16 participants attended the meeting. Representatives from the following groups were in attendance:

- Citizens for a Caring Community
- Sunflower Hill
- Community Resources for Independent Living (CRIL)
- Open Heart Kitchen
- Bay Area Community Services
- MidPen Housing
- Local community housing developments
- One Step Forward
- Housing Consortium of the East Bay (HCEB)
- SAHA Housing
- Neighborhood Solutions

The meeting started with introductions and a brief presentation made by staff and the consultant. Participants were asked a series of questions and asked to write responses down on sticky note cards. The note cards were then placed up on the wall. Following each set of questions and responses was a group discussion. Similar to the community workshop, several themes and priorities were echoed by the stakeholders. There was consensus that the City has been very successful with senior housing projects throughout the community and now it is time to tackle other housing groups like special needs households, including housing for persons with developmental disabilities and the City's current workforce. In terms of opportunities and priorities, the City should provide as many incentives as possible to partner with developers who provide housing for residents to age in place as well as housing for persons with developmental disabilities.

Stakeholder Meeting #2, April 10, 2014: For-Profit Housing Developers and Finance Professionals

The City of Pleasanton held a second stakeholder meeting on Thursday, April 10, 2014, from 3 to 5 p.m. at 157 Main Street, Conference Room 3, Pleasanton, Calif. The City sent out approximately 120 letters inviting developers and finance professionals in the region. There were approximately 13 participants at the meeting. Representatives from the following groups were in attendance:

- Citizens for a Caring Community
- Ponderosa Homes
- Sunflower Hill
- Equity Enterprises
- Habitat for Humanity
- ROEM Development

- MAS Real Estate

The meeting started with introductions and a brief presentation made by staff and the consultant. Similar to the first stakeholder meeting, participants were asked a series of questions; their responses were written on sticky note cards and placed up on the wall, which led to a group discussion. The stakeholder group at this meeting varied widely, ranging from developers who have built housing in Pleasanton and developers who would like to pursue housing projects in the city to interested residents and affordable housing advocates. The consensus at this meeting was that Pleasanton's housing market is highly desirable. Some of the for-profit developers in attendance would like to see more development certainty in their projects and a more streamlined review process in terms of concurrent reviews. In terms of opportunities, the City should continue to provide as many incentives as possible to entice affordable housing developers and bank what little funding the City has into housing for the City's workforce through rental and some ownership opportunities.

Commission Meetings, April 2014

The City also conducted outreach with the Housing Commission (April 17, 2014) and the Planning Commission (April 23, 2014). Recommendations from the Housing Commission included consideration of additional programs for affordability and encouraging second unit construction. Specifically, the Housing Commission provided the following comments:

- Consider additional programs to create incentives to rehabilitate apartments in exchange for affordability units using incentives such as a density bonus for additional units.

- Consider additional programs and incentives to encourage second unit construction. Incentives may include waiving fees or development standard variances.

- Consider additional programs for aging-in-place development.

- Continue to encourage a variety of housing types and densities within the East Pleasanton Specific Plan.

The Planning Commission also provided comments on housing programs, including the following:

- Reevaluate condominium conversion ordinance and programs.

- Reevaluate the Inclusionary Zoning Program and initiate discussions regarding program effectiveness.

- Continue to community discussion regarding a Master Plan for East Pleasanton.

SECTION II

HOUSING CONDITIONS AND TRENDS

A POPULATION, HOUSING AND JOBS TRENDS

Overview

The housing crisis in the Bay Area has been an evolving phenomenon over the past 30 years as high demand (and need) has continually exceeded supply (and affordability). Despite recent economic conditions, all projections indicate that it is likely to remain a major regional issue for many years to come, with long-term economic repercussions and significant impacts on our quality of life. Workers are traveling increasingly long distances to get to work, and many young families, long-time residents, and other members of the community find it difficult to afford housing where they want to live.

This section of the Background presents information for housing planning purposes for the Pleasanton Housing Element. The implications of this analysis can help to inform decision-makers and the community about the types of housing needed, desired affordability levels, possible location considerations for various types of housing, and specialized housing needs in the community. Assessing housing needs helps to support the overall goals of the recently adopted City of Pleasanton General Plan as they relate to sustainability and creating attractive and well-kept neighborhoods, abundant and well-maintained public facilities, a strong economic base, and a high quality of life for residents.

The analysis in this section primarily utilizes data compiled by the Association of Bay Area Governments (ABAG) in the Data Profiles for Housing Elements, released in January 2014. The profiles include population, housing stock, and economics data from the 2000 and 2010 US Census, the California Department of Finance (DOF), 2013 ABAG projections, the US Department of Housing and Urban Development's (HUD) Comprehensive Housing Affordability Strategy (CHAS) database, and the US Census American Community Survey (ACS). The ABAG Data Profiles for Housing Elements uses a combination of both 2006–2010 ACS data and 2007–2011 ACS data. Where the ABAG Data Profile presents ACS data, this Housing Element is consistent and uses the ACS data set that is included in the ABAG Data Profile. ACS figures are estimates based on samples; reported figures may be subject to large margins of error. Relying on data that was vetted by ABAG and included in the ABAG Data Profile for Housing Elements helps minimize the risk of using erroneous data. Data that was not included in the ABAG Data Profiles for Housing Elements packet was obtained from the US Census, the US ACS, and direct contact with public agencies, city staff, or other publicly available data sources.

Population Growth

Population growth closely parallels the development of housing. In Pleasanton, population tripled during the 1960s, doubled during the 1970s, and increased by 44 percent in the 1980s. Due to poor economic conditions and the limited supply of easily developable land, population growth slowed during the first half of the 1990s to roughly 3 percent annually. The end of the 1990s and beginning of the 2000s showed population growth growing to almost 5 percent annually for most years, reflecting a strong economy which

fueled job growth and housing production. The 2000 Census showed Pleasanton's population as 63,654, up from 50,553 in 1990; as of January 1, 2013, the population in Pleasanton was 70,285 according to the 2010 Census. Population growth from 2000 to 2010 is summarized in **Table 2**. The number of workers in Pleasanton increased from 29,580 in 1990, to 33,608 in 2000, and to an estimated 33,765 between 2007 and 2011.

Table 2: City of Pleasanton Population Growth, 2000–2010

2000	2010	Absolute Change	Percent Change
63,654	70,285	6,631	10%

Source: 2000 and 2010 US Census (ABAG Data Profiles for Housing Elements 2013)

In comparison to other jurisdictions in Alameda County, Pleasanton's 10.4 percent population growth from 2000 to 2010 was average. The cities of Oakland and Piedmont experienced population declines of 2 percent and 3 percent from 2000 to 2010, respectively. In comparison, both the cities of Dublin and Emeryville experienced high growth of 54 percent and 46 percent from 2000 to 2010, respectively. Although in 2010 the City of Pleasanton was just 5 percent of total population in Alameda County, population growth in Pleasanton from 2000–2010 accounted for 3 percent of countywide growth. **Table 3** summarizes changes in population from 2000 to 2010 for all jurisdictions in Alameda County.

Table 3: Population Change in Alameda County, 2000–2010

Jurisdiction	2000	2010	Absolute Change	Percentage Change
Alameda County Total	1,443,741	1,510,271	66,530	5%
Alameda	72,259	73,812	1,553	2%
Albany	16,444	18,539	2,095	13%
Berkeley	102,743	112,580	9,837	10%
Dublin	29,973	46,036	16,063	54%
Emeryville	6,882	10,080	3,198	46%
Fremont	203,413	214,089	10,676	5%
Hayward	140,030	144,186	4,156	3%
Livermore	73,345	80,968	7,623	10%
Newark	42,471	42,573	102	0%
Oakland	399,484	390,724	-8,760	-2%
Piedmont	10,952	10,667	-285	-3%
Pleasanton	**63,654**	**70,285**	**6,631**	**10%**
San Leandro	79,452	84,950	5,498	7%
Union City	66,869	69,516	2,647	4%
Unincorporated Alameda County	135,770	141,266	5,496	4%

Source: 2000 and 2010 US Census (ABAG Data Profiles for Housing Elements 2013)

Table 4 shows the existing and projected population, households, and jobs numbers for the City of Pleasanton. ABAG forecasts a 31 percent growth in population from 2010 to 2040 to 91,800 residents, an increase of 21,515 people. As shown in **Table 4**, both households and jobs are anticipated to grow 28 percent by 2040. The number of local jobs is expected to increase by 15,300, from 54,340 jobs in 2010 to 69,640 jobs in 2040.

Table 4: Projections for Population, Households and Total Jobs (2000-2025)

City of Pleasanton	2010	2020	2030	2040	2010–2040 Change	2010–2040 Percentage Change
Population	70,285	76,800	83,900	91,800	21,515	31%
Households	25,245	27,590	29,940	32,300	7,055	28%
Persons Per Household	2.78	2.78	2.80	2.84	0.06	2%
Jobs	54,340	63,050	65,620	69,640	15,300	28%

Source: ABAG Data Profiles for Housing Elements 2013

Jobs/Housing Balance

Commute distance and time is an important factor in housing availability and affordability and is also an indicator of jobs/housing balance. Communities with extended commutes generally have a poor jobs/housing balance, while communities with short average commutes tend to have a strong jobs/housing balance. The burden of the additional costs associated with extended commuting disproportionately affects lower-income households who must spend a larger portion of their overall income on fuel. This, in turn, affects a household's ability to occupy decent housing without being overburdened by cost.

As shown in **Table 5**, 56 percent of local workers commute less than 30 minutes to work, 31 percent commute 30–59 minutes, and 13 percent commute more than 60 minutes. .

Table 5: 2010 Commute Time to Work

Travel Time to Work	Number	Percentage
Less than 30 minutes	18,078	56%
30 to 59 minutes	10,209	31%
60 or more minutes	4,194	13%
Total	**32,514**	**100%**

Source: 2006–2010 US Census American Communities Survey

Pleasanton's transformation from a bedroom community to a regional job center has resulted in a demand by workers for housing within commute distance to Pleasanton. A certain percentage of workers employed in Pleasanton will seek housing in Pleasanton, and a certain percentage of workers employed outside of Pleasanton will also seek housing here. The key to accommodating employment-generated housing need is to recognize that these various commute behaviors occur within an area much larger than Pleasanton itself and to provide housing opportunities within a reasonable commute distance of local jobs.

Table 6 indicates that the majority of Pleasanton residents work outside of the city, with just 15 percent of residents working in the city (4,647 residents). Other common work locations for Pleasanton residents include the cities of San Jose (primary jobs for 2,306 Pleasanton residents) and San Francisco (primary jobs for 1,835 Pleasanton residents). The City of San Jose is approximately 30 miles from Pleasanton, while the City of San Francisco is approximately 40 miles away. Other common work locations for Pleasanton residents include the cities of Oakland (approximately 30 miles from Pleasanton) and Fremont (approximately 15 miles from Pleasanton).

Table 6: City of Employment for Pleasanton Residents

Place	Number	Percent*
Pleasanton city	4,647	15%
San Jose city	2,306	8%
San Francisco city	1,835	6%
Fremont city	1,647	5%
Oakland city	1,617	5%
Livermore city	1,361	4%
San Ramon city	1,049	3%
Hayward city	980	3%
Dublin city	887	3%
Santa Clara city	825	3%
All Other Locations	13,457	44%
Total	**30,611**	**100%**

**Percent of total primary jobs of residents who live in Pleasanton*

Source: US Census Bureau, Longitudinal Employer-Household Dynamics, OnTheMap application. July 2013. http://onthemap.ces.census.gov/

Pleasanton's successful transition to an employment center is reflected in the community's high ratio of jobs to employed residents. In 2010, Pleasanton had a jobs-to-employed-residents ratio of 1.72 (54,340 jobs/31,630 employed residents). This ratio shows that there were more workers commuting into Pleasanton than there were employed residents. The ratio of jobs to employed residents is projected to decline slightly through 2040. T**able 7** shows the estimated and projected jobs/housing balance for the years 2010 through 2040.

Table 7:Jobs/Housing Balance, 2010–2040

Year	Number of Jobs	Number of Employed Residents	Ratio of Jobs to Employed Residents
2010	54,340	31,630	1.72
2015*	58,520	34,580	1.69
2020*	63,050	37,780	1.67
2025*	64,320	38,950	1.65
2030*	65,620	40,170	1.63
2035*	67,600	41,830	1.62
2040*	69,640	43,530	1.60

Sources: Association of Bay Area Governments, 2013

** ABAG projection*

Since employment projections are based on projected annual absorption of new commercial, office, and industrial development, employment growth is more directly tied to economic factors than to City control. Thus, employment growth is difficult to project. Employment projections have declined somewhat from previous years due to the recent downturn in the economy. Less job growth will mean less housing demand, which could reduce housing prices.

The construction of new commercial, office, and industrial space in Pleasanton has occurred generally in parallel with the growth of the city's housing stock. Commercial, office, and industrial growth affects

residential growth in two ways: (1) it contributes to housing demand through local employment growth, and (2) it contributes to the demand for infrastructure and services which, to a certain extent, results in competition with new residential development for infrastructure capacity and services.

For planning purposes, the potential economic considerations for businesses as they relate to workforce housing include: (1) the cost of recruitment and retention of employees; (2) loss of experienced personnel; (3) lost investment in staff training; and (4) money earned locally that is spent elsewhere. The economic vitality of smaller businesses and very low wage jobs may also be disproportionately impacted. Public agencies, school districts, social services, and child and elder care can have a difficult time attracting people to work in the community as affordable housing becomes more difficult to find.

The construction of several thousand housing units during the early 1970s led to an overburdened sewage treatment system and a resulting slowdown of housing growth during the late 1970s. The City adopted a Growth Management Program (GMP) in 1978 which has limited the residential growth rate according to infrastructure and environmental quality constraints. Since the time the GMP was adopted, the City has made substantial progress in reducing these constraints and has modified the procedures accordingly. The City has maintained its GMP in order to continue to phase residential growth according to the availability of infrastructure, to ensure environmental sensitivity, to manage the supply of buildable residential sites to meet continued future demand, and to encourage affordable housing. The GMP was updated since adoption of the 2007–2014 Housing Element to ensure it does not prevent the City from meeting its regional housing need.

Ethnic and Social Diversity

Pleasanton's population is generally less racially mixed than Alameda County as a whole. However, between 2000 and 2010, the City's population became more racially diverse. As shown in **Table 8**, Pleasanton's population declined from 76 percent White in 2000 to 61 percent White in 2010. As of 2010, Pleasanton's population was also 23 percent Asian, 2 percent Black or African-American, less than 1 percent American Indian or Alaskan Native, less than 1 percent "Other," less than 1 percent Native Hawaiian and other Pacific Islander, and 4 percent two or more races. The chart below shows the change in the racial composition of Pleasanton between 2000 and 2010 based on the US Census. Since 2010, the number of Black or African Americans increased to 2 percent of total population, while the number of Asians increased to 23 percent of total population.

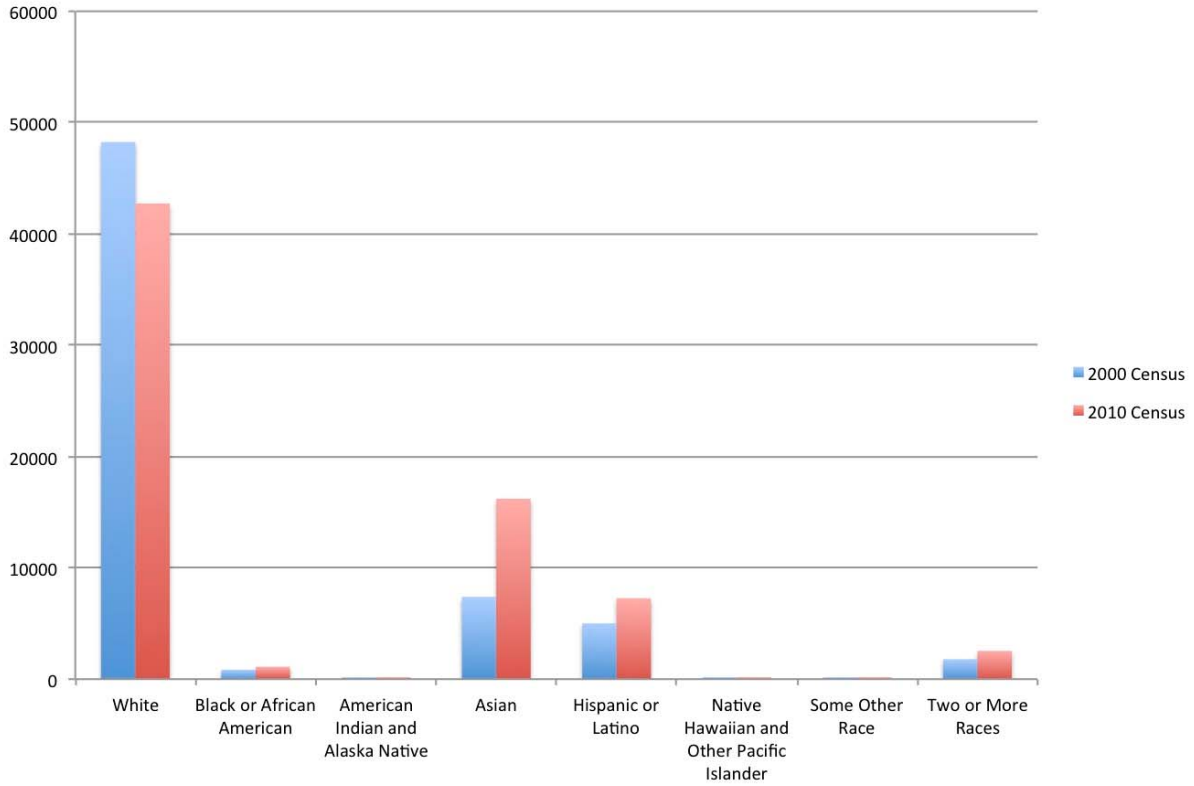


Table 8: Population by Race/Ethnicity

	2000		2010	
	Population	**Percentage**	**Population**	**Percentage**
White	48,253	76%	42,738	61%
Black or African American	845	1%	1,116	2%
American Indian and Alaska Native	147	0%	143	0.2%
Asian	7,387	12%	16,209	23%
Hispanic or Latino	5,011	8%	7,264	10%
Native Hawaiian and Other Pacific Islander	74	0%	125	0.2%
Some Other Race	143	0%	153	0.2%
Two or More Races	1,794	3%	2,537	3.6%
Total	**63,654**	**100%**	**70,285**	**100%**

Source: 2000 US Census; 2010 US Census (ABAG Data Profiles for Housing Elements 2013)

Population Trends

In 1990, Pleasanton's median age was lower than it was for California as a whole. As of 2000, Pleasanton's median age was 37 years compared to 33 for the state and 35 for the county. According to the 2010 US Census, Pleasanton's median age is now 41 years, which is a significant increase in just 10 years. The gradual increase of the median age from 26 years in 1970 to 41 years in 2010 indicates a significant aging of the population. This is occurring despite the increases in school enrollment, indicating that the aging of the existing population is more than compensating for the increase of school-age children. The 2010 median age in Pleasanton is higher than the median age for both the county (37 years) and the state (35 years).

The distribution of Pleasanton's population by age group is shown in **Table 9**. As individuals age, their lifestyles, household composition, living preferences, and income levels tend to change as well. For example, young adults (18–34) typically move more frequently and earn less than older adults. As a result, younger adults generally are not ready, or cannot afford, to purchase homes, and instead look for rental units to meet their housing needs. In contrast, middle-aged residents (35–54) typically have higher earning potential and higher homeownership rates. Residents approaching retirement age or recently retired (early 60s to mid-70s) tend to have the highest rates of homeownership. After individuals retire, many look for smaller homes on properties that are easier to maintain, or for residential communities that cater specifically to their lifestyles, needs, and preferences.

The age distribution of the City's population has shifted between 2000 and 2010. The number of residents between the ages of 55 and 64 increased by approximately 48 percent, while the number of residents 65 years and older increased by approximately 58 percent. The City experienced a simultaneous decline in residents less than 5 years old (10% decline), between 25 to 34 years old (21% decline), and 35 to 44 (18% decline). In general, shifts in age distribution likely reflect aging demographics within the community of Pleasanton.

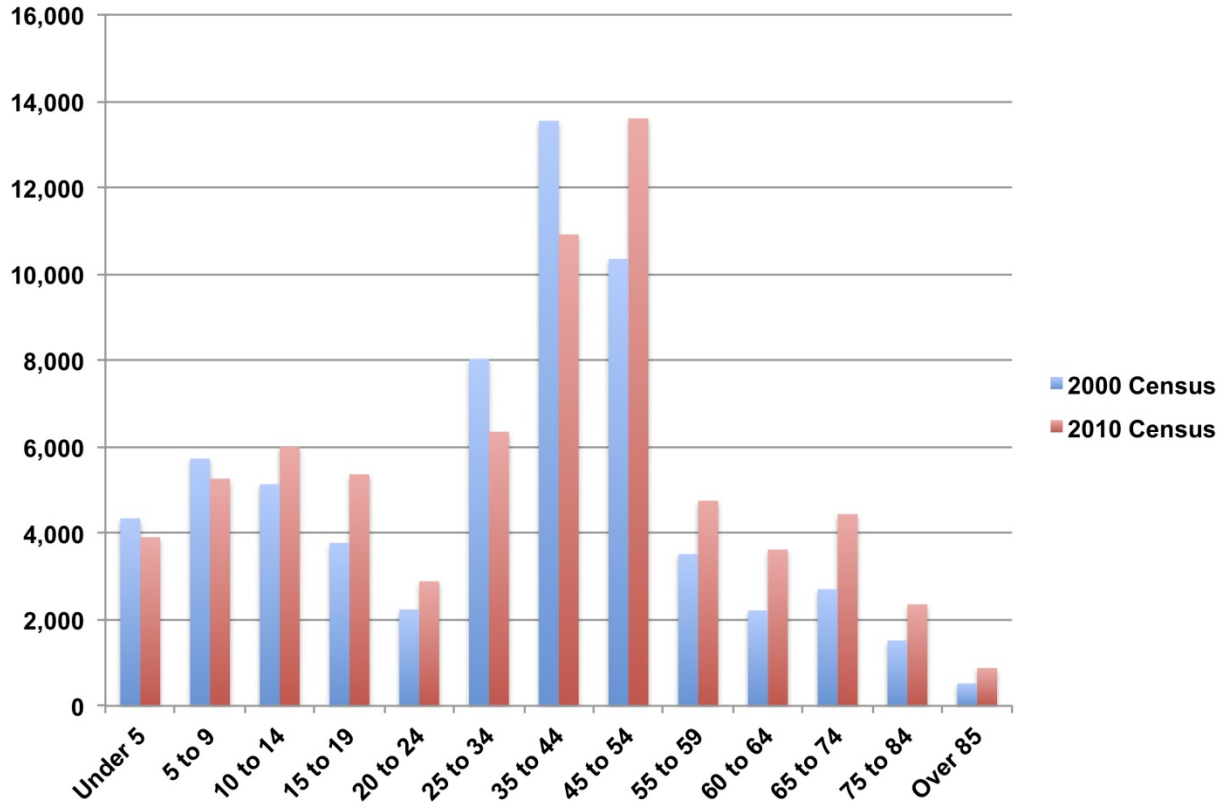
Table 9: Population by Age, 2000–2010

Age (years)	2000		2010		Percent Change
	Persons	Percent	Persons	Percent	
< 5	4,359	7%	3,904	6%	-10%
5 to 14	10,807	17%	11,256	16%	4%
15 to 24	6,288	10%	8,242	12%	31%
25 to 34	7,988	13%	6,345	9%	-21%
35 to 44	13,251	21%	10,912	16%	-18%
45 to 54	10,487	16%	13,599	19%	30%
55 to 64	5,636	9%	8,366	12%	48%
65+	4,838	8%	7,661	11%	58%
Total	**63,654**	**100%**	**70,285**	**100%**	**10%**

Source: 2000 and 2010 U.S. Census (ABAG Data Profiles for Housing Elements 2013)

A more detailed comparison of age cohorts in Pleasanton in 2000 and 2010 is shown in the graph below. The graph shows the significant increase in the number of teens and adults under 25, seniors, and those nearing senior age in Pleasanton over the past 10 years. The most significant decline has been in the number of young adults in the 25 through 44 years of age cohorts. Some of this decline may be due to

the availability of lower cost housing in the community, as young adults seek more affordable housing elsewhere.



Another trend relates to the significant increase in single-person households. Nationwide, about one in every three new households created during the 1990s was a single-person household. In Pleasanton in 2010, according to the 2006–2010 ACS, it is estimated there are a total of 25,245 households, with approximately 82 percent (18,670) considered family households (10,411 with children) and 5,552 considered non-family households. Single-person households comprise an estimated 4,417 households in Pleasanton in 2010 (18% of households). Persons living in group quarters are counted separately and are considered to be non-family households. According to the 2010 Census estimates, there are 456 people living in group quarters in Pleasanton in 2010.1

1 As defined in the US Census, "Group Quarters" are a place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents. This is not a typical household-type living arrangement. These services may include custodial or medical care as well as other types of assistance, and residency is commonly restricted to those receiving these services. People living in group quarters are usually not related to each other. Examples of group quarters include correctional facilities; juvenile facilities; nursing homes; hospitals with long-term care facilities; college or university dormitories, fraternities, sororities; dormitories for workers; religious group quarters; shelters; and group homes.

According to US Census and California DOF data, the average household size in Pleasanton over the past 10 years has only risen slightly from 2.72 persons in 2000 to 2.79 persons per household in 2010 and to 2.85 according to the 2007–2011 US American Communities Survey. The average household size in Pleasanton is similar to Alameda County as a whole (2.52 persons per household, according to the ACS).

According to the 2007–2011 ACS, nearly 20 percent of residents were single persons living alone. For future planning purposes, it should be anticipated that about one-fifth of new households in Pleasanton will comprise one adult. There is now a clear consensus among medical researchers that social connection for people has powerful effects on their health. Socially connected people live longer, respond better to stress, use fewer resources, have more robust immune systems, and do better at fighting a variety of specific illnesses. In terms of housing, these studies underscore the importance of creating quality living environments for single persons, including common areas, gathering places, and areas for people to interact. In addition, the importance of supporting communal types of housing choices, such as co-housing and other 'non-traditional' forms of housing, should be considered.

Housing Types and Condition

The City's existing housing stock reflects its varied history in terms of its mix of types, tenure, age, and condition. Most of the City's 26,174 dwelling units (as of January 2013 DOF estimates) consist of detached single-family housing. As shown in **Table 10,** from 2000 to 2010, multi-family housing with five or more units increased to 18 percent of total housing units, from 4,045 units to 4,723 units. The total number of single-family housing units increased from 2000 to 2010, while the respective percentage of each declined, with detached single-family housing dropping to 64 percent of total housing units and attached single-family housing dropping to 10 percent of total housing units.

Table 10: Housing Units by Type, 2000 and 2010

	2000		2010	
	Units	**Percentage**	**Units**	**Percentage**
Single-Family				
Detached	15,641	65%	16,736	64%
Attached	2,706	11%	2,615	10%
Multi-Family				
2-4 units	1,139	5%	1,599	6%
5 or more	4,045	17%	4,723	18%
Mobile Homes	433	2%	380	1%
Total Units	**23,964**	**100%**	**26,053**	**100%**

Sources: 2000 US Census; California Department of Finance, E-5 Population and Housing Estimates for Cities, Counties, and the State, 2011-2013 with 2010 Census Benchmark (ABAG Data Profiles for Housing Elements 2013)

The City's oldest housing, including several heritage homes as well as a number of apartment buildings constructed between the 1960s through the 1980s, is found in the downtown area. Also, although Pleasanton's housing stock has always been predominately single-family detached, the proportion of multiple-family and single-family attached housing has been increasing in recent years. Small-lot single-family housing became very popular as a means of increasing affordability while providing a single-family detached product. At the same time, development of large-lot single-family housing in the hill

areas of Pleasanton has seen the construction of a number of homes over 4,000 square feet on one-acre-plus lots.

According to the ABAG Data Packet for Housing Elements (2013), more than half (56%) of the City's housing stock was constructed after 1979. Only 651 units were built prior to 1950. As noted in the ABAG Data Packet for Housing Elements, only 136 units, or half a percent of the total housing stock, were found to be lacking complete plumbing facilities, and only 191 units lacked complete kitchen facilities.

The City's Building and Safety Division estimates that, citywide, no more than 100 units require major rehabilitation and no more than 10 require replacement. Through the City's housing rehabilitation program (targeted toward lower-income households), approximately 77 dwellings received minor home repair assistance and 17 homes have received major rehabilitation assistance between 2006 and 2013. In addition, many property owners conducted their own rehabilitation work independent of the City's program; there are several hundred older buildings in the downtown area which have been privately restored and/or which have been well maintained through the years.

Pleasanton has historically been a city of predominantly single-family detached homes in traditional subdivisions of three to five units per acre. However, recent increases in other housing types have decreased the proportion of detached single-family homes, which have declined from 74 percent in 1985 to 64 percent of the total housing stock in 2013. The lack of vacant land for large developments in urban portions of the Bay Area, including Pleasanton, has led in part to an escalation of land values. This has resulted in an acceptance of smaller houses on smaller lots which are more affordable to middle-income households. According to the 2007–2011 ACS, 28 percent of units in Pleasanton (6,789 units) were constructed after 1990. **Table 11** presents the age of housing units in the City of Pleasanton. Less than 10 percent of the total housing units were constructed before 1960 (1,438 units).

Table 11: Age of Housing Units

Year Built	Housing Units	Percentage
1939 or earlier	445	2%
1940 to 1949	206	1%
1950 to 1959	787	3%
1960 to 1969	3,845	15%
1970 to 1979	5,696	23%
1980 to 1989	7,156	29%
1990 to 1999	4,727	19%
2000 or later	2,152	9%
Total	**25,014**	**100%**

Source: 2007-2011 ACS 5-year estimates (ABAG Data Profiles for Housing Elements 2013)

According to the California DOF, as of January 2013, there were 16,829 detached single-family homes (64.3%), 2,615 attached single-family homes (10%), 1,612 units in structures of two to four units (6.2%), 4,738 units in structures of five or more units (18.1%), and 380 mobile homes (1.5%). In 2013 the DOF

estimated that 3 percent of the units were vacant, and the average number of persons per household (occupied housing unit) was 2.82 persons.

In the future, the proportion of multiple-family housing is projected to continue to increase on multi-family sites zoned at higher densities required for the previous Housing Element as they continue to develop.

Housing Tenure and Overcrowding

Housing tenure refers to the status of the occupant, that is, whether he/she owns or rents the unit. Housing tenure tends to conform to the type of housing unit. For example, multiple-family units tend to be renter-occupied, and single-family units tend to be owner-occupied, although condominiums are examples of owned multiple-family housing, and some single-family homes are rentals. As shown in **Table 12**, in 2010, owner-occupied units comprised approximately 71 percent of the housing stock while rental units comprised the remaining 29 percent. The City experienced a slight increase in renter-occupied units since 2000, from 27 percent to 29 percent of total households, with a growth of 1,142 units.

Table 12: Households by Tenure

Household Type	2000		2010	
	Number	Percentage	Number	Percentage
Owner Occupied	17,099	73%	17,891	71%
Renter Occupied	6,212	27%	7,354	29%
Total	**23,311**	**100%**	**25,245**	**100%**

Source: 2000 US Census; 2010 US Census (ABAG Data Profiles for Housing Elements 2013)

In the 2007–2011 ACS, dwellings had an average of 6.1 rooms per unit. Over time, the trends in new home construction have favored larger units. Consequently, very few examples of overcrowding exist in the City of Pleasanton. The state of California defines an overcrowded unit as one occupied by more than 1.01 people per room excluding bathrooms and kitchens. A unit with more than 1.50 people per room is considered severely overcrowded. In 2000, a total of 239 units were severely overcrowded (35 owner-occupied and 204 renter-occupied). In Pleasanton, according to the 2006–2010 CHAS database (based on ACS data), between 2006 and 2010, 110 households in owner-occupied housing units were overcrowded and about 30 households were severely overcrowded. In renter-occupied units, 350 households were also overcrowded, and 65 households were severely overcrowded. Data on overcrowding is provided in **Table 13** below. Accounting for both owner- and renter-occupied housing units, overcrowded units between 2006 and 2010 were just 2 percent of total occupied housing units.

Table 13: Overcrowded Housing Units

	Owner Occupied	Renter Occupied	Total
Overcrowded	110	350	460
Severely Overcrowded	30	65	95
Total Occupied Units		**23,715**	

Source: CHAS, based on 2006-2010 ACS 5-year estimates (ABAG Housing Element Data Profiles)

B HOUSING AFFORDABILITY

Distribution of Households in Pleasanton by Type and Income

In 2010, 19 percent of the City's households were considered lower income (earning less than 80% of median income). The exact income category of a household is dependent upon the size and overall income of the household. According to ABAG and the 2006–2010 ACS for the year 2010, 11 percent of households in Pleasanton are estimated to be very low income (< 50% of AMI), 9 percent are estimated to be low income (50–80% of AMI), 16 percent are estimated to be moderate income (80–120% AMI), and the remaining 66 percent are estimated to be above moderate income (above 120% of median income).

The City of Pleasanton had a median household income of $118,713 in 2010. Table 15 presents household income by tenure. This table organized income ranges estimated by the US ACS into the income categories defined by HCD. As shown in **Table 14,** owner-occupied and renter-occupied households comprised a similar proportion of very low and low-income households. The very low-income category in 2010 comprised approximately 940 renter-occupied units and 1,230 owner-occupied units. The ABAG Data Packet for Housing Elements (2013) does not include extremely low-income household tenure data.

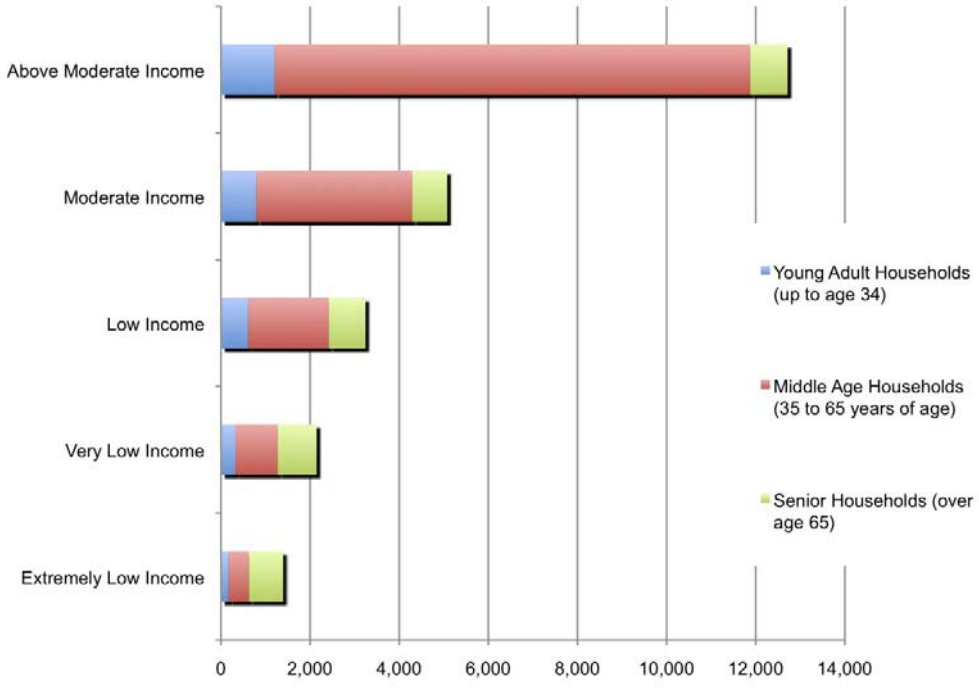
Table 14: Household Income by Tenure, 2010

Income Category	Number	Percentage of Occupied Units
Owner Occupied		
Very Low Income (<50% AMI)	1,230	5%
Low Income (50–80% AMI)	1,095	5%
Moderate (80–120% AMI)	1,890	8%
Above Moderate (>120% AMI)	12,305	52%
Total Owner Occupied	16,520	70%
Renter Occupied		
Very Low Income (<50% AMI)	1,305	6%
Low Income (50–80% AMI)	940	4%
Moderate (80–120% AMI)	1,645	7%
Above Moderate (>120% AMI)	3,305	14%
Total Renter Occupied	7,195	30%
Total Occupied Units	23,715	100%

Source: CHAS, based on 2006–2010 ACS (5-year estimates) (ABAG Data Profiles for Housing Elements 2013)

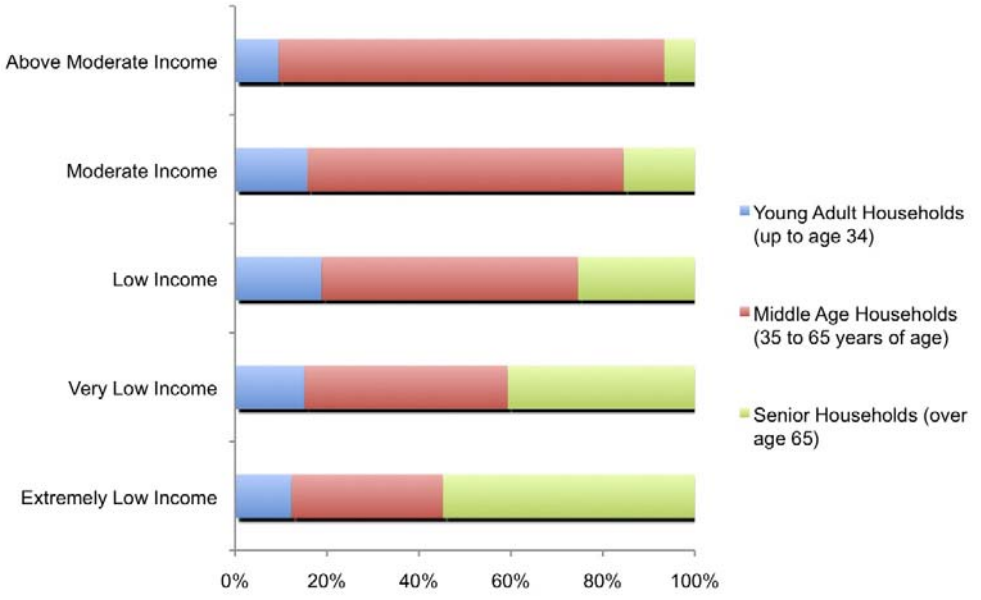
Note: ABAG Data Profiles for Housing Elements does not include extremely low income as a category for this topic

Figure 1: Estimated Distribution of Total Households by Income and Age of Householder in Pleasanton (2010)



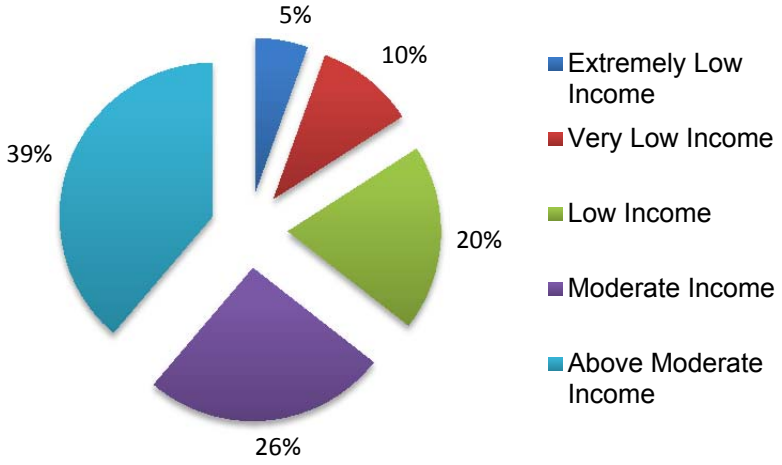
Source: US Census Bureau, 2010 Decennial Census Counts

Figure 2: Estimated Distribution of Total Households by Income and Age of Householder in Pleasanton (2010)



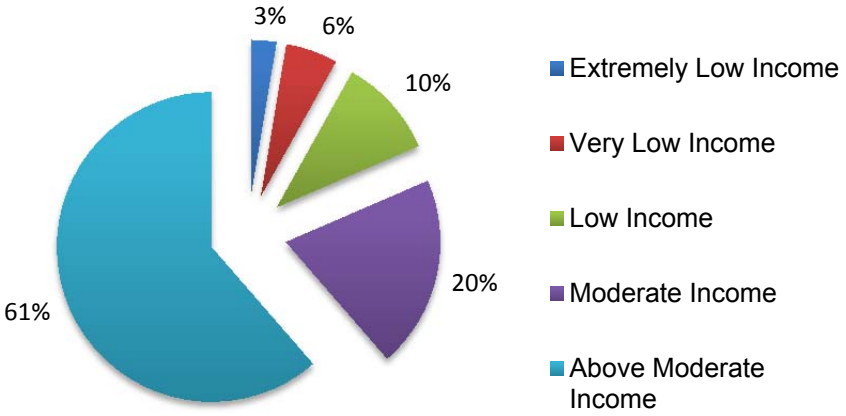
Source: US Census Bureau, 2010 Decennial Census Counts

Figure 3: Estimated Distribution of Young Adult Households by Income in Pleasanton (2010)



Source: US Census Bureau, 2010 Decennial Census Counts

Figure 4: Estimated Distribution of Middle Age Households by Income in Pleasanton (2010)



Source: US Census Bureau, 2010 Decennial Census Counts

State law defines extremely low-income households as those households earning less than 30 percent of the County's area median income (AMI). For Alameda County in 2014, HCD identifies a range of income limits. According to the State Income Limits for 2014, an extremely low-income four-person household earns less than $28,050 per year. The extremely low-income ranges vary based on household size; a household of one person earning less than $19,650 per year would be considered extremely low income, as is a six-person household earning less than $32,550 per year. A very low-income four-person

household earns less than $46,750 per year, while a low-income four-person household earns less than $67,600 per year.

Table 15 shows the distribution of extremely low-income households by tenure, overpayment for housing, and overcrowding in Pleasanton according to the 2006–2010 CHAS database (based on ACS data). As shown, approximately 8,617 households (36% of occupied housing units) in the City of Pleasanton experienced household cost burden, paying 30 percent or more of income for housing. Nearly 40 percent of households paying 30 percent or more for housing consisted of very low- and low-income households (3,385 households). Of the City's total occupied housing units, 3,929 owner-occupied units experienced 30 percent to 50 percent cost burden for housing (17% of total occupied housing units), while approximately 2,279 renter-occupied units experienced 30 percent to 50 percent cost burden (10% of total occupied housing units). Although ABAG data does not analyze cost burden for extremely low-income households, approximately 1,485 very low-income households experienced greater than 50 percent cost burden for housing (680 owner-occupied units, and 805 renter-occupied units). Very low-income households paying greater than 50 percent of their income for housing constituted 6 percent of the City's total occupied housing units.

Table 15: Households Overpaying for Housing

Household Income Category	30% to 50% Cost Burden		50%+ Cost Burden		30%+ Cost Burden (Total Overpaying)	
	Units	Percentage of Occupied Units	Units	Percentage of Occupied Units	Units	Percentage of Occupied Units
Total Owner Occupied	**3,929**	**17%**	**2,279**	**10%**	**6,208**	**26%**
Very Low Income (≤50% of AMI)	160	**1%**	680	**3%**	840	**4%**
Income (50–80%)	235	**1%**	425	**2%**	660	**3%**
Moderate (80–120%)	444	**2%**	580	**2%**	1024	**4%**
Above Moderate (120%+)	3,090	**13%**	594	**3%**	3684	**16%**
Total Renter Occupied	**1,364**	**6%**	**1,045**	**4%**	**2409**	**10%**
Very Low Income (≤50% of AMI)	320	**1%**	805	**3%**	1125	**5%**
Low Income (50– 80%)	520	**2%**	240	**1%**	760	**3%**
Moderate (80–120%)	450	**2%**	0	**0%**	450	**2%**
Above Moderate (120%+)	74	**0%**	0	**0%**	74	**0%**
Total Overpaying Occupied Units	**5,293**	**22%**	**3,324**	**14%**	**8,617**	**36%**
Total Occupied Units			**23,715**			

Source: CHAS, based on 2006-2010 ACS 5-year estimates (ABAG Housing Element Data Profiles)

Note: ABAG Data Profiles for Housing Elements does not include extremely low income as a category for this topic.

Lower-income households are more severely impacted by higher housing prices and rents because there is limited choice in the number of housing units affordable to lower-income households and the impact of spending so much of a household budget on housing reduces the amount available for other necessities. 2006–2010 CHAS database data (based on ACS data) indicate 840 lower-income renter households and 395 lower-income owner households paid between 30 to 50 percent of their income on housing. Additionally, 1,045 lower-income renter households and 1,105 lower-income owner households paid more

than 50 percent of their income on housing. The total 3,385 lower-income households overpaying for housing comprised 14 percent of the total households in the city. This information underscores the importance of enacting and implementing City policies and programs to assist in the development of housing affordable to lower-income households.

Housing Affordability and the Ability to Pay for Housing

Housing affordability refers to the financial ability of a household to rent or buy a housing unit. Government agencies, lenders, and landlords generally consider a household eligible to rent or buy if monthly payments do not exceed 30 percent of total household income. Given this guideline, the monthly rent or mortgage rate that can be afforded is easy to calculate, although ownership costs will vary with interest rates, down payments, and the type of financing instrument. Using recent rates, the amount of income needed to rent or buy can be calculated for various income groups.

Following are tables illustrating in a generalized way the "ability to pay for housing" for ownership and rental housing for households at various income levels. Sales prices are from the DQ News, "California Home Sale Activity City," 2013, which provides median home sale prices in Pleasanton; rental rates are from the City's 2013 Annual Survey of Apartment Rents and Vacancies. Market rate ownership housing is unaffordable for all income categories. As shown in **Table 16**, generally, the median priced home in Pleasanton in 2013 sold for significantly more than maximum affordable home prices for all income categories. The 2013 median detached home price was $684,472 higher than the maximum affordable home price for an extremely low-income single-person household. Similarly, the median home price was $377,086 higher than the maximum affordable home price for a high end moderate-income household of four persons. The median costs for attached housing such as townhomes and condos were also unaffordable across income categories. The 2013–2014 average median cost for attached housing was $479,350, approximately $416,822 higher than the maximum affordable price for extremely low-income single-person households, and $106,436 higher than the maximum affordable price for high end moderate-income households.

In 2010, the Census estimated that 71 percent of the occupied homes in Pleasanton were owner-occupied and 29 percent renter occupied. Homeownership is up slightly from 2000. Since 1992, the City has had a program to assist first-time homebuyers in overcoming the obstacle of high local housing costs to be able to purchase homes in Pleasanton. The affordable homes, part of new subdivisions, have been achieved through negotiation and collaboration between the City and various home builders. The purchase of these affordable homes has generally been restricted to owner-occupied, first-time homebuyers. The homes have been designed to be affordable to households at varying income levels ranging from 50 to 120 percent AMI. The most recent developments have been targeted at 80 percent AMI (approximately $72,250 maximum annual income for a household of four persons in 2010 adjusted annually).

Table 16: Estimated Ability to Pay for Sale Housing in Pleasanton

	Monthly Income	Annual Income	Maximum Affordable Home Price[1]	2013 Median Priced Single Family Detached Home	Gap between Maximum Affordable Home Price and Median Sales Price Detached Single- Family Home	2013 Median Priced Single-Family Detached Home[2]	Gap Between Maximum Affordable Home Price and Median Sales Price Detached Single-Family Home
Single Person							
High End Extremely Low Income	$1,638	$19,650	$65,528	$750,000	-$684,472	$479,350	-$413,822
High End Very Low Income	$2,729	$32,750	$109,078	$750,000	-$640,922	$479,350	-$370,272
High End Low Income	$3,946	$47,350	$157,510	$750,000	-$592,490	$479,350	-$321,840
Median Income	$5,454	$65,450	$218,008	$750,000	-$531,992	$479,350	-$261,342
High End Moderate Income	$6,546	$78,550	$261,151	$750,000	-$488,849	$479,350	-$218,199
Two Person Household							
High End Extremely Low Income	$1,871	$22,450	$74,694	$750,000	-$675,306	$479,350	-$404,656
High End Very Low Income	$3,117	$37,400	$124,576	$750,000	-$625,424	$479,350	-$354,774
High End Low Income	$4,508	$54,100	$180,084	$750,000	-$569,916	$479,350	-$299,266
Median Income	$6,233	$74,800	$249,152	$750,000	-$500,848	$479,350	-$230,198
High End Moderate Income	$7,479	$89,750	$298,627	$750,000	-$451,373	$479,350	-$180,723
Four Person Household							
High End Extremely Low Income	$2,338	$28,055	$93,447	$750,000	-$656,553	$479,350	-$385,903
High End Very Low Income	$3,896	$46,750	$155,720	$750,000	-$594,280	$479,350	-$323,630
High End Low Income	$5,633	$67,600	$224,828	$750,000	-$525,172	$479,350	-$254,522
Median Income	$7,792	$93,500	$310,626	$750,000	-$439,374	$479,350	-$168,724
High End Moderate Income	$9,350	$112,200	$372,914	$750,000	-$377,086	$479,350	-$106,436

Source: 2014 Income Limits, Department of Housing and Community Development, monthly mortgage calculation: http://www.realtor.com/home-finance/financial-calculators/home-affordability-calculator.aspx?source=web; DQ News, "California Home Sale Activity City," 2013; 2013 Bay Association of Realtors

1. Affordable housing sales prices are based on the following assumed variables: approximately 10% down payment, 30-year fixed rate mortgage at 5.625% annual interest rate.

2. In lieu of annual median attached housing costs, reflects the average annual median cost for attached condo, duet, and townhomes in Pleasanton from March 2013–March 2014.

Table 17 shows available apartments and houses for rent during a survey taken in April 2014. At the time of the survey, two-bedroom apartments comprised the majority of available rentals in the City (14 units). By comparison, fewer four- and five-bedroom rentals were available.

Table 17: Apartment and House Rentals, 2014

Bedroom Type	Number of Units Surveyed	Price Range	Median Cost
Studio	3	$1,000-$1,595	$1,200
1	11	$1,372-$1,994	$1,665
2	14	$1,525-$2,668	$2,049
3	7	$2,625-$3,090	$2,800
4	4	$2,195-$7,000	$2,725
5	3	$3,500-$6,500	$5,950

Sources: www.craigslist.org, http://re.mercurynews.com/rentals/pleasanton-ca-usa; April 28, 2014

Note: Surveyed costs are generally for the combined Pleasanton, Dublin, Livermore area.

As shown in **Table 18**, surveyed rental costs are generally unaffordable for several household income categories in Pleasanton. The gap between maximum affordable rental costs and actual rental costs for single-person extremely low-income households ranges from $881 to $1,503. Similarly, surveyed rental costs are unaffordable for extremely low-income two-person households and four-person households, with the gap between the maximum affordable rental costs and actual rental costs ranging from $964 for low-end priced units to as high as $2,389 for high-end units. Monthly rental costs for high-end moderate-income households are generally within the range of affordability

.

Table 18: Estimated Ability to Pay for Rental Housing in Pleasanton

Household Size and Income Category	Monthly Income	Annual Income	Rent @ 30% of Monthly Income	Expected Unit Size	Low End Rent (2014)	Ability to Pay "Gap" for Low End Unit	High End Rent (2014)	Ability to Pay "Gap" for High End Unit
Single Person								
High End Extremely Low Income	$1,638	$19,650	$491	1 BR	$1,372	-$881	$1,994	-$1,503
High End Very Low Income	$2,729	$32,750	$819	1 BR	$1,372	-$553	$1,994	-$1,175
High End Low Income	$3,946	$47,350	$1,184	1 BR	$1,372	-$188	$1,994	-$810
Median Income	$5,454	$65,450	$1,636	1 BR	$1,372	$264	$1,994	-$358
High End Moderate Income	$6,546	$78,550	$1,964	1 BR	$1,372	$592	$1,994	-$30
Two-Person Household								
High End Extremely Low Income	$1,871	$22,450	$561	2 BR	$1,525	-$964	$2,668	-$2,107
High End Very Low Income	$3,117	$37,400	$935	2 BR	$1,525	-$590	$2,668	-$1,733
High End Low Income	$4,508	$54,100	$1,352	2 BR	$1,525	-$173	$2,668	-$1,316
Median Income	$6,233	$74,800	$1,870	2 BR	$1,525	$345	$2,668	-$798
High End Moderate Income	$7,479	$89,750	$2,244	2 BR	$1,525	$719	$2,668	-$424
Four-Person Household								
High End Extremely Low Income	$2,338	$28,055	$701	3 BR	$2,625	-$1,924	$3,090	-$2,389
High End Very Low Income	$3,896	$46,750	$1,169	3 BR	$2,625	-$1,456	$3,090	-$1,921
High End Low Income	$5,633	$67,600	$1,690	3 BR	$2,625	-$935	$3,090	-$1,400
Median Income	$7,792	$93,500	$2,338	3 BR	$2,625	-$287	$3,090	-$752
High End Moderate Income	$9,350	$112,200	$2,805	3 BR	$2,625	$180	$3,090	-$285

Source: 2014 Income Limits, Department of Housing and Community Development; www.craigslist.org, http://re.mercurynews.com/rentals/pleasanton-ca-usa; April 28, 2014

The City has adopted an Inclusionary Zoning Ordinance in an effort to create additional affordable housing. The ordinance requires that at least 15 percent of new multiple-family housing units and 20 percent of new single-family housing units be set aside for very low-, low-, and/or moderate-income households and use incentives to facilitate affordable housing development. Such incentives are as follows:

- Fee waivers or deferrals.
- Reduced parking requirements.
- Reduced setback requirements.
- Reduced open space requirements.
- Reduced landscaping requirements.
- Reduced infrastructure requirements.
- Use of the City's lower-income housing fund for second mortgages.
- Priority City processing.

Many factors determine the housing price which a household can afford, including interest rates, mortgage instruments, down payment, and personal assets above and beyond income. The information above suggests that there is a significant gap between the household ability to pay and actual housing costs in Pleasanton, as there is throughout California. The problem of affordability affects a substantial number of Pleasanton households, including very low-, low-, and moderate-income households, which comprised 34 percent of all households in Pleasanton in 2010. In the future, the affordability gap will affect increasing numbers of first-time homebuyers, workers employed in Pleasanton trying to find an affordable home within commuting distance, and elderly individuals seeking affordable rental housing.

The City has established an affordable housing specialist staff position to coordinate the City's affordable housing programs. The creation of this position fulfilled a program of the 2007–2014 Housing Element. In addition, the City has established an in-lieu affordable housing fee for commercial, office, and industrial development. This fee, similar to the Lower Income Housing Fee for new residential development, has helped fund affordable housing for the employees of Pleasanton businesses.

C SPECIAL HOUSING NEEDS

Housing for Persons Living with Special Needs

In addition to overall housing needs, cities and counties must plan for the special housing needs of certain groups. State law (65583(a)(6)) requires that several populations with special needs be addressed: homeless people, seniors, people living with disabilities (including developmental disabilities), large families, and female-headed households. The Housing Element should take into account any local factors that create an extraordinary need for housing, and should quantify those needs to the extent possible. "Special needs" groups include many persons in the community, from the homeless and those with substance abuse or domestic violence problems, to lower-income families who face economic challenges in finding housing. While many persons in this broad group need permanent lower cost housing, others require more supportive environments and assistance.

It is difficult to determine how many individuals may have special housing needs. Special needs relate primarily to access and safety considerations, although given the limited income potential for many persons with disabilities, housing affordability is also a primary concern. Individuals with disabilities may require financial assistance to meet their housing needs because a higher percentage tend to be lower income and their special housing needs are often more costly than conventional housing. Special needs may include, but are not limited to the following:

- Mobility difficulties (such as those confined to wheelchairs) may require special accommodations or modifications to homes to allow for continued independent living.

- Self-care limitations (which can include persons with mobility difficulties) may require residential environments that include in-home or on-site support services, ranging from congregate to convalescent care. Support services can include medical therapy, daily living assistance, congregate dining, and related services.

- Developmental disabilities and other physical and mental conditions that prevent them from functioning independently may require assisted care or group home environments.

Some people with mobility and/or self-care limitations are able to live with their families, who can assist in meeting housing and daily living needs. A segment of the population with disabilities, particularly low-income and retired individuals, may not have the financial capacity to pay for needed accommodations or modifications to their homes. Even those able to pay for special housing accommodations may find them unavailable in Pleasanton.

Overall, the greatest special housing needs in Pleasanton are housing for large families, the elderly, and single-parent households. In 2010, 11 percent households in Pleasanton consisted of female-headed households, 18 percent consisted of senior households, and 10 percent households consisted of large

families. Large families with lower incomes typically need larger housing units with more bedrooms than are usually constructed within market-rate projects, such as three-bedroom apartments. The elderly require smaller, easy-to-maintain housing units which are accessible to medical care and social facilities, such as the Senior Center constructed by the City on Sunol Boulevard. Some seniors require additional care such as that provided in assisted living facilities. Single-parent households often require lower-income or subsidized housing which is accessible to child-care facilities. Households with a person with disabilities typically require special design features such as wheelchair ramps and large bathrooms to be included within the housing unit.

Certain groups have greater difficulty in finding decent, affordable housing due to their special needs and/or circumstances. Special circumstances may be related to one's employment, age, family characteristics, and physical condition, among others. As a result, certain segments of Pleasanton's population may experience a prevalence of insufficient income, overpayment, overcrowding, or other housing problems.

State Housing Element law identifies the following special needs groups: elderly persons, persons with disabilities, large families, female-headed households, families and persons in need of emergency shelter, and farmworkers. The City has historically had fewer households with special needs such as households with a person with disabilities (including developmental disabilities), single-parent or farmworker households, and homeless than other cities in California. As of 2010, Pleasanton was home to 2,024 households (11% of total families) headed by single females, (1,274 with children under 18) and approximately 4,513 senior households (18%), some of which had special housing needs. The number of households with seniors has increased significantly from 1990, when there were 1,600 such households. The following section provides additional information on special needs households in the City of Pleasanton.

Senior Housing Needs

Senior households can be defined, in part, by the age distribution and demographic projections of a community's population. This identifies the maximum need for senior housing. Particular needs, such as the need for smaller and more efficient housing, for barrier-free and accessible housing, and for a wide variety of housing with healthcare and/or personal services should be addressed, as should providing a continuum of care as elderly households become less self-reliant.

The senior population in Alameda County (age 65+) is projected to double between 2000 and 2030, and the population of those over 85 will increase even more according to the California DOF, ABAG, and other sources. The median age in Alameda County is projected to increase from 34.5 years in 2000 to 39.1 years in 2030. Most seniors, upwards of 90 percent, prefer to age in their home and community, and a number of services can make this possible. However, it is important to have a variety of housing options in the community for seniors to move to when they are ready. Many seniors will be mobility impaired at some point in their life and most seniors would prefer to walk more and drive less (Surface Transportation Policy Partnership. Attitudes toward Walking, 2003). If communities are not set up for pedestrians and public transportation, seniors can become trapped in their homes.

The City of Pleasanton has experienced an increase in senior residents. Between 2000 and 2010, the number of senior residents grew by 58 percent, from 4,838 total seniors in 2000 (about 8 percent of the total population) to 7,661 seniors in 2010 (about 11 percent). **Table 19** reports senior residents by age for 2000 and 2010.

Table 19: Senior Population, 2000 and 2010

Age	2000		2010	
	Number	% of Total Population	Number	% of Total Population
65 to 69	1,521	2%	2,609	4%
70 to 74	1,202	2%	1,828	3%
75 to 79	941	1%	1,340	2%
80 to 84	619	1%	1,009	1%
85 to 89	362	1%	577	1%
90 and older	193	0%	298	0%
Total Population 65+	**4,838**	**8%**	**7,661**	**11%**
Total Population	**63,654**	**100%**	**70,285**	**100%**

Source: 2000 and 2010 US Census (ABAG Data Profiles for Housing Elements 2013)

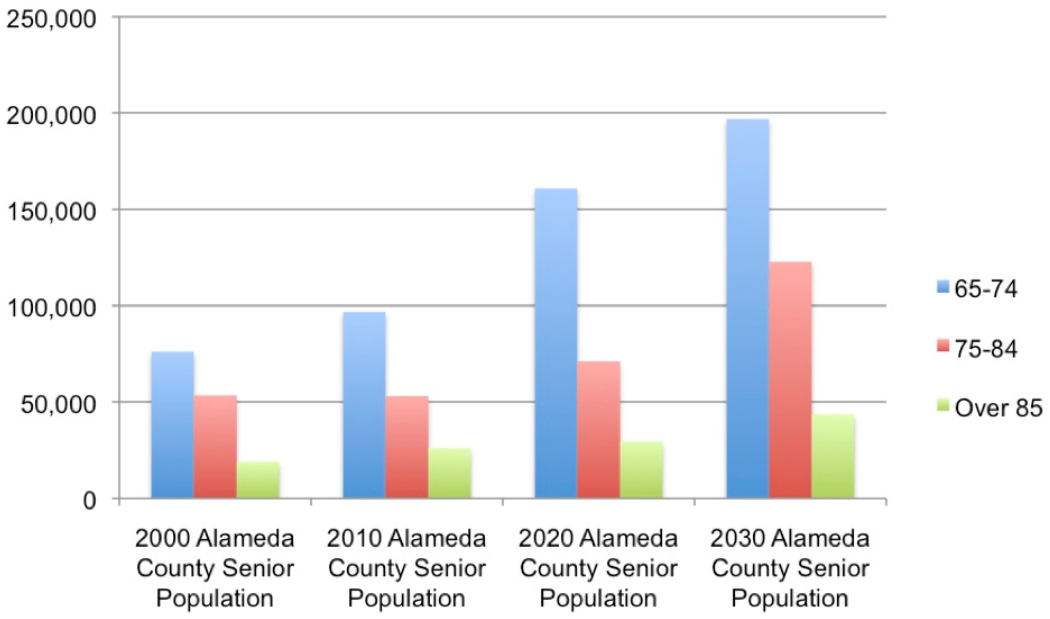
Senior households are defined as households with one or more persons over the age of 65 years. **Table 20** shows information from the 2000 and 2010 Census on the number of households in which a person over the age of 65 resides. The number of senior households increased from 2000 to 2010 by 1,569 households, from 2,944 senior households to 4,513 senior households. In 2010, approximately 18 percent of all households in Pleasanton included one or more senior individuals. Of these households, the vast majority (nearly 76%) are owner-occupied.

Table 20: Senior Households by Age and Tenure

	2000		2010	
	Number	Percentage of Total Households	Number	Percentage of Total Households
Renter Occupied Households				
65 to 74 years	253	1%	427	2%
75 to 84 years	306	1%	416	2%
85+ years	117	1%	260	1%
Total Renter Households	**676**	**3%**	**1,103**	**4%**
Owner Occupied Households				
65 to 74 years	1,395	6%	2,212	9%
75 to 84 years	716	3%	1,041	4%
85+ years	157	1%	157	1%
Total Owner Households	**2,268**	**10%**	**3,410**	**14%**
Total Senior Households	**2,944**	**13%**	**4,513**	**18%**
Total Householders	**23,311**	**100%**	**25,245**	**100%**

Source: 2000 and 2010 US Census (ABAG Data Profiles for Housing Elements 2013)

Figure 5: Growth in Senior Population in Alameda County



Source: ABAG Projections 2013

Senior households typically have special housing needs due to three concerns: income, healthcare costs, and physical disabilities. According to the 2010 Census, 4,513 (18%) Pleasanton households include an individual 65 years and over. Some of the special needs of seniors are as follows:

- **Disabilities.** Of the senior population, 31 percent have a disability (2010 Census data not available; estimate is from the 2012 ACS).

- **Limited Income.** Many seniors have limited income for health and other expenses. According to the 2010 Census, 4 percent of Pleasanton's residents 65 years and older are living below the poverty level.

- **Overpayment.** Approximately 36 percent of Pleasanton's households pay greater than 30 percent of their income for housing. Given the fact that many seniors live on fixed incomes, it is expected that this number would be higher for the elderly.

As noted above, the majority of senior households are owner-occupied. In 2010, the City of Pleasanton had 3,410 senior owner-occupied households, comprising 76 percent of all senior households in the city, and 14 percent of total occupied housing units in the city. .Because of physical or other limitations, senior homeowners may have difficulty in performing regular home maintenance or repair activities. The elderly require smaller, easy-to-maintain housing units which are accessible to medical care and social facilities, such as the Senior Center constructed by the City on Sunol Boulevard.

In 2006, the City Council approved a new set of guidelines for the planning, design, and review of future senior housing developments in the City of Pleasanton. They represent preferred standards for senior housing design, features, safety/security, services, and operational considerations. The guidelines are intended to be an informal tool for local community groups, architects, and developers of both private and

nonprofit senior housing and by City staff involved in planning and development of senior housing in Pleasanton.

The best indicator of the future population of seniors is people in their fifties. Most of these people will stay in their homes as they age. High among concerns for seniors is their ability to pay for necessities. Some senior homeowners can tend to be “house rich and cash poor,” meaning they have a lot of accumulated wealth, but it is unavailable to them.

Persons Living with Disabilities

Persons with disabilities have special housing needs because of their fixed incomes, the lack of accessible and affordable housing, and the higher health costs associated with their disability. This segment of the population, which includes individuals with mental, physical, and developmental disabilities, need affordable, conveniently located housing which, where necessary, has been specially adapted for physical needs such as wheelchair accessibility.

The living arrangements for persons with disabilities depend on the severity of the disability. Many persons live at home in an independent environment with the help of other family members. To maintain independent living, disabled persons may require assistance. This can include special housing design features for the physically disabled, income support for those who are unable to work, and in-home supportive services for persons with medical conditions. Accessible housing can also be provided via senior housing developments.

The majority of persons with disabilities live on an income that is significantly lower than the non-disabled population. Many disabled individuals live on a small fixed income that severely limits their ability to pay for housing. The State of California Task Force on Family Diversity estimates that at least one-third of all persons with disabilities in the United States live in poverty. Persons with disabilities have the highest rate of unemployment relative to other groups. For most, their only source of income is a small fixed pension afforded by Social Security Disability Insurance, Social Security Insurance, or Social Security Old Age and Survivor's Insurance, which will not adequately cover the cost of rent and living expenses even when shared with a roommate. In addition, persons with disabilities often experience discrimination in hiring and training. When they find work, it tends to be unstable and at low wages.

Pleasanton is home to residents with disabilities that prevent them from working, restrict their mobility, or make it difficult for them to care for themselves. For those with certain disabilities, such as developmental disabilities, the lack of affordable housing requires them to continue living with their parents, which results in their forgoing the experience of living independently and presents a housing crisis as their parents age and can no longer care for their adult child. Individuals with physical disabilities typically require special design features such as wheelchair ramps, wider doorways, and large bathrooms to be included within the home.

As shown in **Table 21**, in 2000 the City of Pleasanton had a total of 9,958 disabilities recorded for individuals in the City of Pleasanton. Among these individuals, approximately 69 percent were between the ages of 5 and 64, and 31 percent were ages 65 and over. Nearly 30 percent of persons between 5–64 with disabilities, or 2,811 individuals, had an employment disability, with another 13 percent in the same age range experiencing a physical disability.

Table 21: Disabilities by Type, 2000

	Number	Percentage
Total Disabilities	**9,958**	**100%**
Total Disabilities for Ages 5-64	**6,855**	**69%**
Sensor disability	531	5%
Physical disability	1,278	13%
Mental disability	1,098	11%
Self-care disability	276	3%
Go-outside-home disability	864	9%
Employment disability	2,811	28%
Total Disabilities for Ages 65 and Over	3,103	31%
Sensor disability	588	6%
Physical disability	1,124	11%
Mental disability	402	4%
Self-care disability	282	3%
Go-outside-home disability	707	7%

Source: Census Bureau (2000 Census SF 3:P41)

A disability is a physical or mental impairment that substantially limits one or more major life activities. This also includes the special housing needs of persons with developmental disabilities. As shown in **Table 22**, in 2000 approximately 47 percent of total persons ages 5 to 64 with a disability were employed. Of persons ages 65 and over, approximately 25 percent have a disability.

Table 22: Persons with a Disability by Employment Status, 2000

	Number	Percent
Employed Persons with a Disability (Ages 5-64)	3,085	47%
Not Employed Persons with a Disability (Ages 5-64)	1,721	27%
Persons Age 65 Plus with a Disability	1,632	25%
Total Persons with a Disability	**6,438**	**100%**

Source: US Census, 2000

According to the 2009–2011 ACS, there were approximately 4,274 non-institutionalized persons in Pleasanton with a disability including mobility and/or self-care limitations that might require special housing accommodations and supportive services. This number represented roughly 6.4 percent of the total civilian non-institutionalized population over the age of 5 in Pleasanton. In 2012 according to the ACS, 80 percent of civilian non-institutionalized persons with a disability between the ages of 18 and 64 were employed (763 persons), while the remaining 20 percent of working age individuals with a disability were unemployed.

People living with disabilities often have trouble finding housing. Even relatively small physical obstacles, like a shower that requires a step, may make a house unusable for an individual with a disability. Both federal and state housing laws require certain features of adaptive design for physical accessibility in all multi-family residential buildings with four or more units built for first occupancy starting March 13, 1991. However, numerous dwelling units built before that date are not subject to these accessibility requirements. This, however, does not assist individuals—particularly seniors—who choose to remain in their homes rather than move to assisted living facilities and/or other newly constructed units. Seniors

sometimes have to move from their homes because of barriers like these. Jurisdictions have pursued a number of policies to make houses more accessible. Ideas include:

- **Provide reasonable accommodation procedures for persons with disabilities.** Develop simple procedures for individuals to get permission from landlords to alter their homes to make it accessible (by adding a ramp, for example).
- **Provide information and enforcement.** Designate a staff person as the primary contact for disability issues. This person can disseminate information and investigate allegations of discrimination.
- **Promote universal design.** Universal design refers to building in a way that makes it accessible to everyone. For example, levers instead of knobs on doors make them easier to open.
- **Provide low cost financing.** Provide low interest and/or deferred loans to retrofit houses to increase their accessibility.

The City does not require special building codes or onerous project review to construct, improve, or convert housing for persons with disabilities. Both the federal Fair Housing Act and the California Fair Employment and Housing Act impose an affirmative duty on local governments to make reasonable accommodations (i.e., modifications or exceptions) in their zoning and other land-use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. For example, it may be a reasonable accommodation to allow covered ramps in the setbacks of properties that have already been developed to accommodate residents with mobility impairments. The Model City allows homeowners to build ramps into single-family dwellings to allow first floor access for physically disabled residents. Such ramps or guardrails are permitted to intrude into the standard setbacks required under zoning, and are subject only to a building permit. This provision eliminates the need to obtain a zoning variance.

The housing needs of several other categories of disabled persons, including developmentally disabled persons and the mentally ill are typically not addressed by Title 24 Regulations. The housing needs of persons with these types of disabilities, in addition to basic affordability, range from needing slight modifications of existing units to the need for a variety of supportive housing arrangements. Some of this population can only live successfully in housing that provides a semi-sheltered, semi-independent living state, such as clustered group housing or other group- living quarters; others are capable of living independently if affordable units are available.

Through programs such as the City's Growth Management Ordinance, the federal CDBG (Community Development Block Grant) and HOME (HOME Investment Partnership Program) grants, and others, the City has assisted the development of specific housing units in Pleasanton that are reserved for persons with disabilities. Rental opportunities in these developments are administered either by the on-site management or by a supporting agency. Examples of projects in Pleasanton are described below.

The Promenade Apartments

As part of the 68 below-market rental apartments in this 146-unit complex, the City utilized funds from its federal HOME grant to construct four (4) apartments at below-market rents for persons with physical disabilities. Each apartment is located on the ground floor and includes universal design features that promote accessibility and independent living. Leasing for these apartments is administered directly by The Promenade's on-site management staff.

In addition to the four units described above, the City worked with East Bay Innovations and the HCD to reserve four additional below-market rental apartments at The Promenade for persons with developmental disabilities who are able to live independently. Supportive services are provided through East Bay Innovations in collaboration with the Regional Center of the East Bay.

REACH

The City has contributed significant funding through its federal CDBG and HOME grants to REACH (Resources Education Activities Community and Housing for Special Adults of the Tri-Valley, formerly HOUSE, Inc.), a local nonprofit agency, to purchase and remodel several homes in Pleasanton. These homes provide below-market rental housing for low-income adults with developmental disabilities who are able to live independently with supportive services, fostering community integration, dignity, and independence.

Bay Area Community Services

The City has provided funding through its federal CDBG grant to Bay Area Community Services (BACS) to purchase and rehabilitate a six-unit apartment complex in downtown Pleasanton to provide below-market rental housing for low-income individuals with mental disabilities who are able to live independently. Through its Valley Creative Living Center, BACS provides supportive services including activity and employment programs that promote independence and community integration.

Assisted Living and Community Care Facilities

Housing opportunities for persons with disabilities are also available through several assisted living facilities that have been developed in Pleasanton and its neighbor communities in recent years. Because these facilities offer housing together with a range of services and activities, the monthly cost is generally very expensive. The City's Housing Division provides information on assisted living facilities in Pleasanton and the surrounding area. Similar housing opportunities can be found on a smaller scale in residential care facilities that are licensed by the state. These facilities generally accommodate up to six residents and are licensed for a particular type of care or shelter (e.g., elderly, disabled, youth).

Carmen Avenue Apartments

The City of Pleasanton contributed funds from its federal HOME allocation to Affordable Housing Associates to assist the development of a regional housing project in Livermore for persons with disabilities and special needs.

Fremont Oak Gardens

The City of Pleasanton contributed funds from its federal HOME allocation to Satellite Senior Housing to assist the development of a regional housing project in Fremont for deaf senior citizens. Fremont Oak Gardens, a 51-unit apartment complex for seniors aged 55 and older who are deaf or hard of hearing, opened in 2005.

Lorenzo Creek

The City of Pleasanton contributed funds from its federal HOME allocation to Allied Housing to assist the development of a regional housing project in Castro Valley for homeless and chronically disabled persons."

Persons Living with Developmental Disabilities

Senate Bill (SB) 812 requires the City to include the needs of individuals with a developmental disability within the community in the special housing needs analysis. Developmental disabilities are studied separately from sensory, physical, cognitive, self care, and independent living limitations because they are severe and chronic physical and/or cognitive disabilities which manifested before individuals reach adulthood.

Many developmentally disabled persons can live and work independently within a conventional housing environment. More severely disabled individuals require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

The California Department of Developmental Services 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 Regional Center of the East Bay is one of 21 regional centers in California that provides point of entry to services for people with developmental disabilities. The center is a private, nonprofit community agency that contracts with local businesses to offer a wide range of services to individuals with developmental disabilities and their families. The center is a private, nonprofit community agency that contracts with local businesses to offer a wide range of services to individuals with developmental disabilities and their families.

Table 23 shows the City's developmentally disabled population by age in 2014. **Table 24** provides information about those persons' place of residence. Overall, there were 663 persons living with a developmental disability in Pleasanton. The developmentally disabled population of Pleasanton represented less than 1 percent of the City's total 2013 population of 71,871 residents (California DOF 2013).

Table 23: Developmentally Disabled Residents by Age

Zip Code	0–17 Years	18+ Years	Total
94566	128	112	240
94568	128	151	279
94588	101	43	144
Total	**357**	**306**	**663**

Source: California Department of Housing and Community Development 2014

Table 24: Developmentally Disabled Residents by Residence Type

Zip Code	Community Care	Home(Parent/Guardian)	Independent Living	Independent Care Facility	Own Home	Other
94566	17	< 10	29	0	192	0
94568	43	< 10	24	24	185	< 10
94588	< 10	0	< 10	0	136	< 10

Source: California Department of Housing and Community Development 2014

There are a number of housing types appropriate for people living with a development disability: rent-subsidized homes, licensed and unlicensed single-family homes, inclusionary housing, Section 8 vouchers, special programs for home purchase, HUD housing, and SB 962 homes. 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. Incorporating "barrier-free" design in all new multi-family housing (as required by California and federal fair housing laws) is especially important to provide the widest range of choices for disabled

residents. Special consideration should also be given to the affordability of housing, as people with disabilities may be living on a fixed income.

In order to assist in the housing needs for persons with developmental disabilities, the City will implement programs to coordinate housing activities and outreach with the Regional Center of the East Bay and encourage housing providers to designate a portion of new affordable housing developments for persons with disabilities, especially persons with developmental disabilities, and pursue funding sources designated for persons with special needs and disabilities. Program 42.4 is proposed to assist with the needs of the developmentally disabled.

Large Families

A large family or household is one with five or more members. Large families are considered a special needs group because they require larger homes, but don't necessarily make enough money to afford many of the larger homes available. Those homes may be luxury or newer homes out of the range of affordability for lower-income families. Thus, a large family may struggle to find suitable affordable housing. The number of large families in 2000 and 2010 is shown in **Table 26**. The proportion of large households remained relatively constant from 2000 to 2010. In 2010, the City had approximately 1,927 owner-occupied large households (8% of total occupied units), and 672 renter-occupied large households (3% of total occupied units).

Table 25: Household Size, 2000 and 2010

Household Size	2000		2010	
	Number	Percentage of Total Occupied	Number	Percentage of Total Occupied
Owner Occupied				
1-person	2,424	10%	2,420	10%
2-person	5,615	24%	5,733	23%
3-person	3,216	14%	3,622	14%
4-person	3,995	17%	4,189	17%
5 or more persons	1,849	8%	1,927	8%
Total Owner Occupied	**17,099**	**73%**	**17,891**	**71%**
Renter Occupied				
1-person	2,072	9%	2,440	10%
2-person	2,006	9%	1,944	8%
3-person	1,042	4%	1,223	5%
4-person	670	3%	1,075	4%
5 or more persons	422	2%	672	3%
Total Renter Occupied	**6,212**	**27%**	**7,354**	**29%**
Total Occupied	**23,311**	**100%**	**25,245**	**100%**

Source: 2000 and 2010 US Census (ABAG Data Profiles for Housing Elements 2013)

In order to save for other basic necessities of food, clothing, and medical care, it is common for lower-income large households to reside in smaller units, which frequently results in overcrowding. In 2010, Pleasanton was home to a total of 2,599 large households, comprising 11 percent of the total housing stock. Large families often have trouble finding housing that meets their needs. In particular, it is

often especially challenging for renters. In many markets, since it is more profitable to build smaller units, this is often what happens without government intervention. A lack of large units can lead to overcrowding, as families take apartments that are too small for their needs.

The housing needs of large households are typically met through larger units. According to the 2007–2011 ACS, in 2010 Pleasanton had 16,819 units with three or more bedrooms, including 14,890 owner-occupied units and 1,929 renter-occupied units, that could reasonably accommodate large families without overcrowding. However, because the vast majority of these units are single-family homes and are expensive, overcrowding is more prevalent among large lower-income families who rely on rental housing.

To address overcrowding, the City encourages the development of three-bedroom rental units to accommodate large families and has several programs and policies to assist in the development of ownership housing and to rehabilitate existing housing so that lower-income families have home ownership opportunities.

Female-Headed Households and Single-Parent Households

Single parents with children are more likely to have low incomes than two-parent households. Single-parent households are predominantly female-headed households; their needs are a particular concern of the Housing Element. Single-parent households with children often require special consideration and assistance as a result of their greater need for affordable housing, accessible day care, healthcare, and other supportive services. In some cases, women in such households experience abuse from former or separated spouses. Because of their relatively lower incomes and higher living expenses, single-parent households often have more limited opportunities for finding affordable, decent, and safe housing.

Pleasanton is home to 2,024 female-headed households, of which 1,274 include children under 18 years of age. Estimates from the 2000 US Census indicate that 12 percent of all female-headed households with children were living below the poverty level. Data from the 2010 Census on female-headed households in poverty has a high margin of error, but indicates that potentially 23 percent of all female-headed households in 2010 were living below the poverty level. Providing affordable housing with sufficient bedrooms and open space for families and female-headed households with children is a major way of addressing the needs of this group or residents. Providing other specialized services can also help single parents with children.

Table 26 illustrates the number of family households that are headed by a female with no husband present. The number of female-headed households increased from 1,826 in 2000 to 2,024 in 2010, or 11 percent of all families in the city. Female-headed households with their own children comprise approximately 7 percent of all households in the city and 63 percent of all female-headed households. According to the ABAG Housing Element Data Profiles, approximately 2,471 female residents live alone in Pleasanton, 4 percent of Pleasanton's total population.

Table 26: Female-Headed Households

	2000		2010	
	Number	Percentage of Total Families	Number	Percentage of Total Families
Total Female Headed Families	1,826	10%	2,024	11%
With children under 18	1,180	7%	1,274	7%
With no children under 18	646	4%	750	4%

Total Families	17,395	100%	19,178	100%

Source: 2000 and 2010 US Census (ABAG Data Profiles for Housing Elements 2013)

Housing for Agricultural Workers

Agricultural workers are traditionally identified as persons whose primary incomes are earned through seasonal agricultural labor. They have special housing needs because of their relatively low income and the unstable nature of their job (i.e., having to move throughout the year from one harvest to the next or being unemployed for certain months of the year). Determining the exact number of agricultural workers—and their housing needs—is made all the more difficult by the seasonal nature of much of the work. Various studies have shown that agricultural workers in California tend to have lower incomes, poorer health, and experience more substandard housing conditions than other lower-income workers. According to the Bureau of Labor Statistics' Occupational Employment Statistics, the mean annual wages in May 2011 for farmworkers and laborers were between $20,020 and $28,940.

Alameda County's agricultural lands include cropland as well as land devoted to the raising of cattle and other livestock. Excluding rangeland (182,000 acres), there were approximately 10,267 harvested acres in Alameda County during 2012. Field crop acreage was the largest portion, at 6,672 acres (approximately 65 percent of the total) harvest acres. Fruits and nuts were the second at 3,284 acres (32%) of the total. Nursery products and vegetables were the smallest at 219 acres (2%) and 83 acres (1%). Alfalfa and other hay was the largest single commodity in harvested acres, accounting for 61 percent; wine grapes were second at 29 percent of all harvested acreage. There were approximately 11,208 head of cattle raised in 2012. In Pleasanton, agricultural jobs include those at Terra Bella Farms, a local organic farm by Foothill Road and local wineries around Vineyard Avenue.

The number of persons employed in agriculture and natural resources jobs in Alameda County is expected to remain fairly constant over the next 15 years. According to ABAG Projections 2013, 880 persons were employed in agriculture and natural resources jobs in Alameda County in 2010; 80 persons in 2010 were employed in agriculture and natural resources jobs within Pleasanton's sphere of influence; and the number of agriculture and natural resources jobs in Pleasanton's sphere of influence will remain unchanged through 2030, with an estimated 80 persons employed in this field.

Farmworker data from the US Department of Agriculture (USDA) indicates that approximately 1,022 persons work as either full-time or seasonal employees in Alameda County. Farmworker data for Alameda County is presented in **Table 27**. While only 25 farms employed 10 or more workers, the vast majority of workers were employed at these 25 farms (979, or 81% of hired farm labor). Approximately 61 percent of county farmworkers worked fewer than 150 days in a year, or less than about 60 percent of the year. Just 358 farmworkers were known to work more than 150 days. These indicators suggest that farmworkers need housing that is not exclusively located near work on farms, but that can accommodate work at other locations.

Table 27: Number of Farmworkers, Alameda County

Description	2007
Total Farms	**525**
Hired Farm Labor	
Farms	118
Workers	1,202
Farms with 10 Workers or More	
Farms	25
Workers	979
Laborers Working 150 Days or More	
Farms	62
Workers	465
Farms with 10 or More Laborers Working 150 Days or More	
Farms	10
Workers	358
Laborers Working Fewer Than 150 Days	
Farms	85
Workers	737

Source: 2002 and 2007 USDA Census of Agriculture

The 2007–2011 ACS shows a slight decline of agricultural workers within the City of Pleasanton, with the estimated number of workers declining from 43 in 2000 to 35 in 2010 (for employment within the agriculture, forestry, fishing and hunting, and mining sector). --

It is likely that the housing needs of the small number of permanent farmworkers in the City of Pleasanton can be addressed through the City's existing affordable housing stock and through the sites zoned to accommodate low income housing. It is difficult to determine the number of seasonal farm laborers within the City of Pleasanton. However, the City of Pleasanton's Zoning Code makes provisions to allow farm labor housing. In 2013, the City adopted an updated ordinance to broaden opportunities for farmworker housing by permitting farmworker housing within R-1 Single Family zones. Farm employee housing for persons employed on the premises was previously only a permitted use in the A (Agricultural) District, and dwellings accessory to an agricultural use are permitted with conditional use permit approval in the Q (Rock, Sand, and Gravel Extraction) District. In June 2003, Pleasanton's second unit ordinance was amended, making second units permitted uses in residential districts. The City has also adopted Program 42.1 to continue to provide housing opportunities for households with special needs such as studio and one-bedroom apartments, including specially designed units for persons with disabilities, SROs, emergency shelter and transitional housing for the homeless, and units affordable to extremely low-, low- and very low-income households This will increase the available sites for farmworker housing by allowing employee housing as a permitted use on sites where agriculture is a permitted use.

D HOMELESS NEEDS

The 2013 Alameda Countywide Homeless Count and Survey, prepared November 2013 for EveryOne Home, is the most reliable estimate of the number of homeless persons (termed "Literally Homeless") in Alameda County and selected sub-populations within the homeless population. The 2013 Survey is the fifth survey since the countywide homeless survey began in 2003. The survey is based on actual counts of sheltered persons residing in emergency shelters and transitional housing countywide on the night of January 30, 2013. Below are definitions used in the 2013 Alameda Countywide Homeless Count and Survey:

- **Sheltered Homeless:** Those living in emergency shelters or in a transitional housing program for the homeless.
- **Unsheltered Homeless:** Those living outdoors or in a place not meant for habitation.
- **Total Homeless:** The total of combined "Sheltered Homeless" and "Unsheltered Homeless".

The 2013 Homeless Count and Survey estimates that 4,264 people were homeless in Alameda County on January 29, 2013; 55 percent (2,337 people) of those were unsheltered homeless while 45 percent (1,927 people) of those were considered sheltered homeless. This is a slight 2 percent increase (86 people) from the 4,178 estimated in the 2011 count; however, over the past 10 years, the homeless population has experienced a 16 percent reduction (800) overall. The net result is a reflection that people experiencing homelessness are leaving the streets, shelters, and transitional housing programs at essentially the same rate as people with housing crises are becoming homeless. Of the total population, 32 percent (1,324 people) lived in families that maintained at least one adult and one child.

It is estimated there are 10,567 adult users of homeless services in Alameda County, with 533 (5%) being in the East area of the County (Pleasanton, Livermore and Dublin). Countywide just over half of adult persons utilizing services are males, and their mean age is 49 years, but women comprise the majority of service users in South, East, and Mid County, and service users are youngest in South County (mean age 43). Pleasanton, Livermore and Dublin are classified as the East area of Alameda County in the homeless count.

The study does not include a breakdown of the homeless population by jurisdiction, so the number for Pleasanton is estimated based on the City's share of the total East area population and the sheltered and unsheltered homeless. Since about 35 percent of the population in the East area of Alameda County resides in Pleasanton, the range in homeless needs for Pleasanton is for sufficient beds to accommodate 24 to 51 persons. Surveys have not been done to determine year-round need as compared to seasonal need. However, because the 2013 survey was completed in the winter in January 2013, it is considered to represent peak need, when the demand for emergency shelters is highest.

Due to the complicated nature of homelessness, the provision of housing and services for homeless individuals and families is often approached on a regional or sub-regional basis. While Pleasanton does not currently have a homeless shelter located within its jurisdictional boundaries, the City has provided financing and similar assistance to homeless resources for many years. In 2002, the cities of Pleasanton, Livermore, and Dublin collaborated to secure a HUD Section 108 loan to acquire and rehabilitate the former Family Crisis Shelter in Livermore which was reopened as Sojourner House under the ownership of Tri-Valley Haven. Funding has been provided to several regional housing projects that benefit homeless and formerly homeless persons such as Bluebell transitional housing (Livermore), Carmen Avenue apartments (Livermore), and Lorenzo Creek (Castro Valley). Pleasanton also participates and/or provides funding to efforts such as EveryOne Home and HPRP (both described earlier).

State law requires that local jurisdictions strengthen provisions for addressing the housing needs of the homeless, including the identification of a zone or zones where emergency shelters are allowed as a permitted use without a conditional use permit. Section 50801(e) of the California Health and Safety Code defines emergency shelters as housing with minimal supportive services for homeless persons that is limited to occupancy of six months or fewer by a homeless person. There is currently one emergency shelter for the homeless within the City of Pleasanton.

In March 2013, the City amended the Zoning Ordinance to permit emergency shelters in a new SF (Service Facilities) overlay applied to selected areas zoned C-S (Commercial Service District). In addition to identifying specific zones for the development of emergency shelters, the City established the following development standards for these facilities:

- The maximum number of beds/persons permitted will be based on overall lot size, which shall not be less than 400 square feet per person served. The shelter is limited to a maximum of 50 beds and 50 occupants.
- Maximum stay at the facility shall not exceed 90 consecutive days and a total of 180 days in a 365-day period.
- A minimum distance of 300 feet shall be maintained from any other emergency shelter.
- A minimum of one staff member per 15 beds shall be awake and on duty when the facility is in operation.
- A minimum of one parking space for every four beds plus one parking space for each employee on the largest shift, plus one parking space for each company vehicle.
- The following exterior and interior client areas and facilities are required:

    a. A waiting and client intake area of not less than 10 square feet per bed.

    b. A lockable storage facility for each resident.

    c. Separate toilets and bathing facilities for men and women, unless shelter is limited to only one sex.

    d. Central kitchen and dining room.

The development may provide one or more of the following specific common facilities for the exclusive use of residents and staff:

- Recreation room.
- Counseling center.
- Child-care facilities.
- Other support services.
- Administrative office for staff.

- If an outdoor designated smoking area is provided, it must be compliant with city smoking regulations pursuant to Chapter 9.24 and not visible from a public street.

- Outdoor activity areas, provided they are separate from any designated smoking area and not visible from a public street.

  - All trash and refuse shall be contained completely within a trash enclosure and screened from view. The trash enclosure shall be sized to accommodate both trash and recycling containers.

  - On-site management and on-site security shall be provided during the hours when the homeless shelter is in operation. The operator shall provide to the City (on an ongoing basis) a name and 24-hour contact telephone number for the person responsible for the facility.

  - The use shall be conducted in compliance with the city noise regulations pursuant to Chapter 9.04.

  - For security purposes the use shall comply with the minimum lighting requirements for commercial buildings as provided in Chapter 20.36, and to the provisions of subsection 18.44.080(D).

  - The operator of a homeless shelter shall prepare a management plan that includes, as applicable, the following: staff training to meet the needs of shelter residents; community outreach; adequate security measures to protect shelter residents and surrounding uses; services provided to assist residents with obtaining permanent shelter and income; active participation with the Alameda County Continuum of Care or equivalent; and screening of residents to ensure compatibility with services provided at or through the shelter.

All food service must comply with the requirements of the Alameda County Department of Environmental Health Food Safety Division.

Table 28, Potential Emergency Housing Sites, describes six sites that maintain a SF (Service Facilities) overlay within the C-S Commercial Service District that could accommodate an emergency shelter. The six sites are either vacant lands or currently developed with structures that could reasonably be converted to a shelter facility.

Each of the sites is within a half mile of retail services or other supporting services that occupants of the shelter could utilize or may have a need for, such as grocery stores, clinics/hospitals, churches, schools, public transportation, etc. The surrounding uses are retail and auto service orientated businesses, and not heavy industrial operations. Additionally, staff considered the surrounding uses for the potential of employment opportunities for those shelter occupants pursuing employment.

As previously described in this section, the projected need for the City of Pleasanton is 24 to 51 emergency shelter beds. Staff contacted local shelters to obtain information on the number of beds, facility size, and lot sizes. This information yielded a base assumption of an appropriate Bed to Lot Ratio (BLR). The BLR is assumed at 1 bed per 600 square feet of site area2.

Based on the lot sizes of the parcels listed in **Table 28**, staff estimates that five of the sites could be developed with sufficient capacity meet the City's needs individually (projected number of beds ranging

2 The average BLR for the existing shelters was calculated at 350 square feet. However, the operator of the existing shelters commented that the sites needed to be bigger to better service the occupants. Therefore, staff adjusted the assumed BLR to 600 square feet to have a conservative base number.

from 37 to 93). Additionally, one site has an estimated capacity to off-set the need by approximately seven beds.

Transitional and Supportive Housing

In addition to emergency shelters, transitional housing is a type of housing used to further facilitate the movement of homeless individuals and families to permanent housing. It can serve those who are transitioning from rehabilitation or other types of temporary living situations (domestic violence shelters, group homes, etc.). Transitional housing can take several forms, including group quarters with beds, single-family homes, and multi-family apartments, and typically offers case management and support services to return people to independent living (usually between 6 and 24 months). Supportive housing is defined as housing with no limit on length of stay, that is occupied by the target population, and that is linked to an on-site or off-site service that assists the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

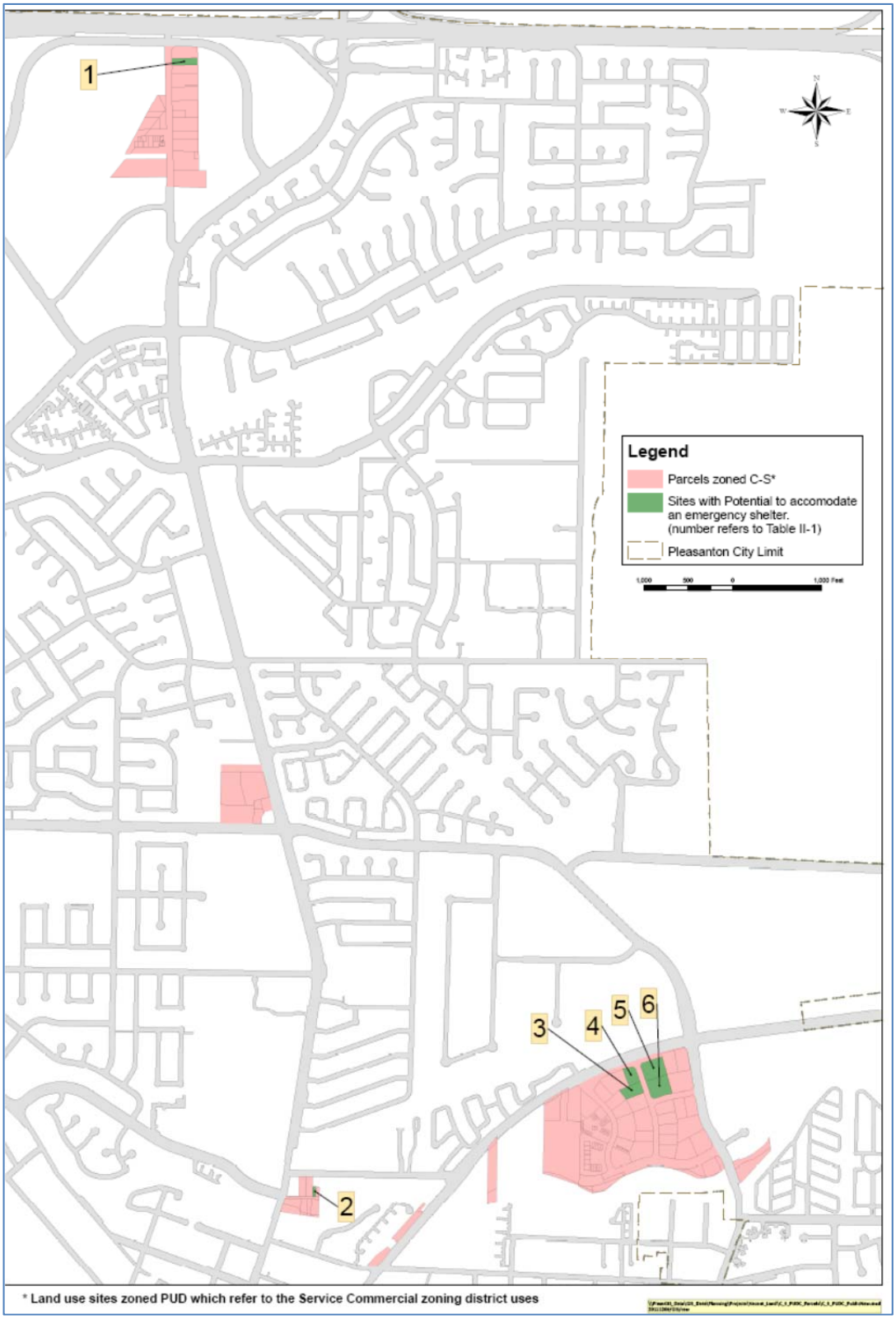
In March 2013, the City amended the Zoning Ordinance to specifically permit the development of transitional and supportive housing that provides shelter for six or fewer persons in a dwelling unit as permitted uses in all zones where residential is a permitted use. These include A (Agricultural), R-1(Single-Family Residential), RM (Multi-Family Residential), C-C (Central Commercial), and H-P-D (Hillside Planned Development). Supportive housing and transitional housing with more than six persons per dwelling unit would be added as a permitted use in the RM (Multi-Family Residential) district and within planned unit developments that reference the RM district. (Program 47.1 states that the City will amend the Zoning Code to permit transitional and supportive housing in all zones allowing residential uses and define transitional and supportive housing as residential uses allowed in the same way and subject to the same development regulations that apply to other dwellings of the same type in the same zone)

Table 28: Potential Emergency Housing Sites Sites

Table II-1: Potential Emergency Housing Sites

Map ID	Address	APN	Zoning	General Plan	Lot Size	Site Capacity (est. # of beds)	Surrounding uses	Current Use	Proximity to Needed Services
1	3956 Santa Rita	946110000300	C-S	Commercial	0.51	37	Industrail, Auto Services, Commercial/Retail, Grocery Store, Office, Freeway	Existing Home	.5 miles to Wal-Mart Shopping Center
2	Vervais Ave.	946169100700	C-S	Commercial	0.1	7	Carwash, Park, Bank, MH Park, Commercial, Retail	Vacant	0 Miles
3	19 Wyoming	946454200300	PUD-C	Commercial	0.65	48	Office, Vet, Auto Service, Auto Part Sales, Auto Paint Shop, Auto Body Repair, Equipment Rental, Vacant Land, Restaurants, Gas Station, Retail, Church	Vacant	.46 miles to Oakhills Shopping Center
4	3 Wyoming	946454200200	PUD-C	Commercial	0.63	45	Office, Vet, Auto Service, Auto Part Sales, Auto Paint Shop, Auto Body Repair, Equipment Rental, Vacant Land, Restaurants, Gas Station, Retail, Church	Vacant	.46 miles to Oakhills Shopping Center
5	Stanley Blvd	946454204202	PUD-C	Commercial	1.26	93	Office, Vet, Auto Service, Auto Part Sales, Auto Paint Shop, Auto Body Repair, Equipment Rental, Vacant Land, Restaurants, Gas Station, Retail, Church	Vacant	.46 miles to Oakhills Shopping Center
6	3595 Utah St.	946454202201	PUD-C	Commercial	1.17	85	Office, Vet, Auto Service, Auto Part Sales, Auto Paint Shop, Auto Body Repair, Equipment Rental, Vacant Land, Restaurants, Gas Station, Retail, Church	Vacant	.46 miles to Oakhills Shopping Center

Figure 6: Areas Zoned Service Commercial and Sites Which Could Accommodate Emergency Shelters



E ASSISTED RENTAL HOUSING AT RISK OF CONVERSION

Government Code Section 65583 requires each city or county to conduct an analysis and identify programs for preserving assisted housing developments. The analysis is required to identify any low income units which are at risk of losing subsidies within 10 years of the beginning of the 5th cycle Housing Element planning period (December 15, 2015–December 15, 2025). The termination of federal mortgage and or rent subsidies to housing developments built by the private sector is a potential threat to affordable housing throughout the country. Communities with low income housing supported by federally subsidized housing are required to address the needs of residents who may become displaced.

As of January 1, 2013, there were 885 units specifically reserved for very low- and low-income households in rental apartment complexes in Pleasanton as part of the City's Below-Market-Rate Program regulatory agreements. Of this total, about 565 units were reserved for the elderly and about 320 units for other qualifying households. These units are supported by a variety of assistance sources, including HUD Section 236 funding, CHFA tax-exempt bonds, nonprofit consortiums, City funding, and private regulatory agreements through the Growth Management Program. In addition to the 885 existing units, approximately 400 additional BMR rental units have been approved since 2009, and several projects have submitted for building permits. Since 2001, the City has required that all affordability restrictions must remain in perpetuity (i.e., with no expiration). Therefore, the City is unaware of any developments that are currently at risk.

SECTION III

FUTURE HOUSING NEEDS AND OPPORTUNITIES

A REGIONAL HOUSING NEEDS ALLOCATION (RHNA)

California housing law requires every city to analyze population and employment trends and to quantify housing needs for all income levels including the city's share of regional housing. The California Department of Housing and Community Development (HCD) is responsible for overseeing the implementation of these state housing requirements. The Association of Bay Area Governments (ABAG) develops a regional housing needs allocation (RHNA) to distribute the region's share of the statewide need to the cities and counties within the region. The RNHA is for the 2014 time period, and is broken into overall need and, within the overall need, housing needs for various income levels in the City. The RHNA is a state-mandated process which determines the quantity and affordability of housing for which a community must plan. HCD assigned the Bay Area an RHNA of 1,857,990 for the 2014 planning period.

In developing the method for distributing the latest regional housing needs, ABAG gave increased weight to areas along major transit corridors and where there are a high number of existing jobs as well as employment growth. The new method is intended to allocate fewer units to outlying areas to reduce development pressures on agricultural lands and areas further from job centers. Benefits of this approach include reduced vehicle miles traveled and reduced green house gas emissions.

The RHNA is distributed by income category. For the 2015–2023 Housing Element update, the City of Pleasanton is allocated a RHNA of 2,067 units as follows:

- Very Low Income (less than 50 percent of AMI): 716 units (35 percent)
- Low Income (51 to 80 percent of AMI): 391 units (19 percent)
- Moderate Income (81 to 120 percent of AMI): 407 units (20 percent)
- Above Moderate Income (more than 120 percent of AMI): 553 units (27 percent)

It is estimated that 50 percent of the City's very low income housing need for the 2014–2022 time period will be for households earning less than 30 percent of median income (considered "extremely low income"). Thus, the number of extremely low-income households needing housing for the 2014–2022 planning period is estimated at 358 units. Housing types available and suitable for extremely low-income households include single room occupancy units (SROs), smaller apartments, emergency shelters, housing with Section 8 vouchers, supportive housing and transitional housing. The Housing Element includes several programs to address extremely low-income housing needs—from rental assistance programs, permanent supportive/transitional housing, and appropriate zoning for emergency shelters.

This section documents the availability of sites for future development and the adequacy of these sites to address Pleasanton's RHNA needs for 2014–2022. Prior to the adoption of the 2007–2014 Housing Element update, the City of Pleasanton rezoned nine sites identified to accommodate the development of housing consistent with City's fair share regional need numbers. Four of these nine sites have gained entitlements with only one site yet to obtain building permits. The City plans to fulfill its share of regional housing needs using a combination of methods including the following:

- Residential projects with development entitlements with building occupancy to be issued post December 31, 2013.

- Vacant or underutilized land designated for residential development with no entitlements, including four of the original nine sites identified to accommodate the 2007–2014 RHNA needs.

Table 29 summarizes the residential unit potential from the above methods and provides a comparison with Pleasanton's 2014-2022 RHNA. The City is able to exceed RHNA needs for the 2014-2022 planning period with permits finalized and units approved since 2013, as well as vacant or underutilized land already designated for residential development. The City's land inventory identifies a capacity for 1,292 new units, including a capacity for 291 deed-restricted units for low and very low income categories.

Table 29: City's Housing Need and Capacity to Meet 2014-2022 RHNA

	Total	Extremely Low, Very Low, and Low Income	Moderate Income	Above Moderate Income
2014-2022 RHNA	2,067	1,107	407	553
Permitted and Approved Projects	1,980	291	1,515	174
Vacant and underutilized land	1,379	1,191	-	188
Total Capacity	3,359	1,482	1,515	362
Capacity Over and Above Housing Need	1,292	375	1,108	(-191)

Sites from the City's land inventory are shown in **Figure 7** and **Figure 8.** These sites provide capacity to meet the 2014-2022 RHNA. Approved residential projects with development entitlements issued post 2013 are shown in **Figure 7**, while **Figure 8** illustrates the location of vacant and underutilized land. **Appendix B** includes a detailed summary of these sites. Sites identified for rezones in programs from the previous Housing Element have been rezoned to allow residential development and are included in this land inventory. The land inventory is also described in greater detail in the following section.

Figure 7: Housing Sites with Planning Approvals

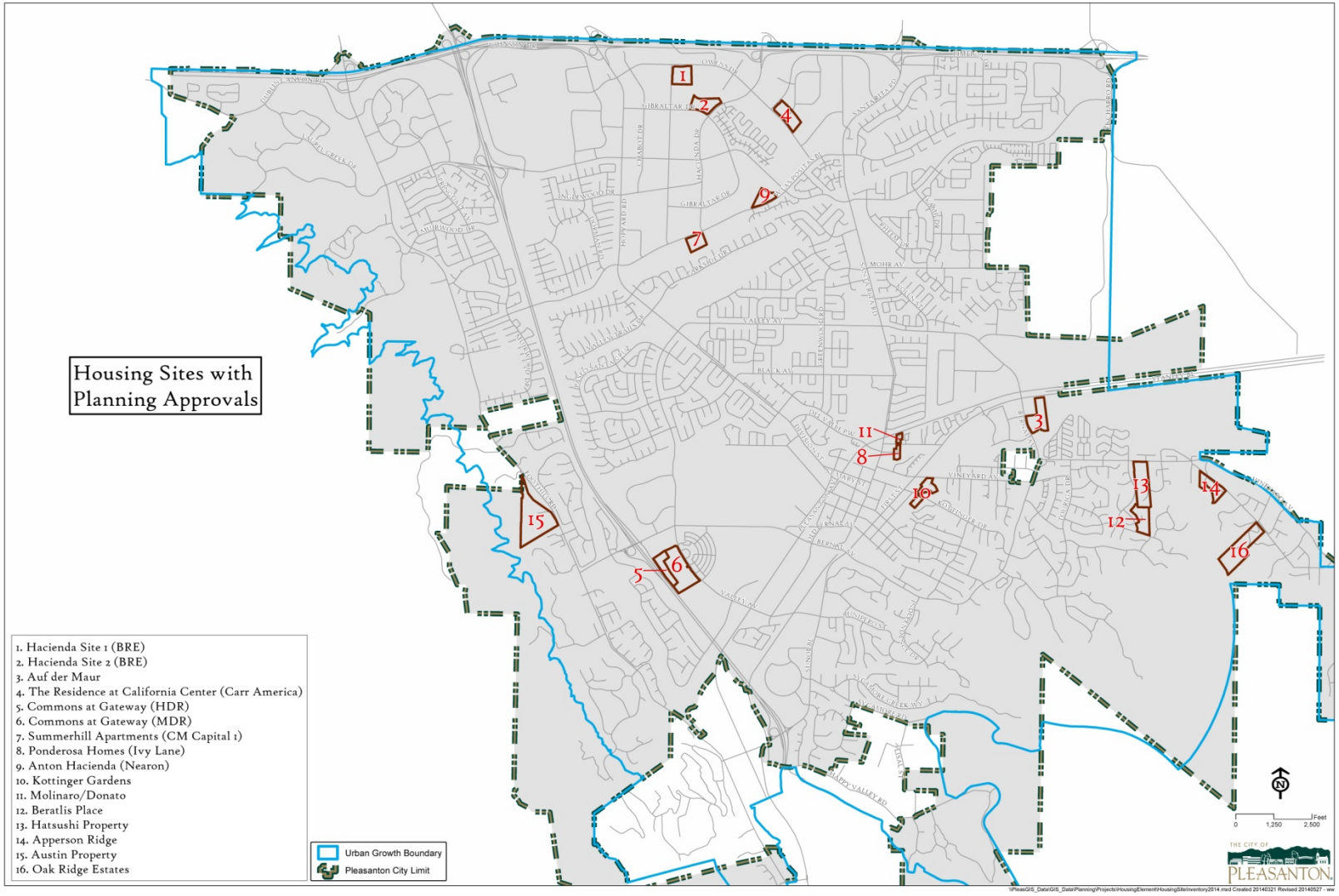
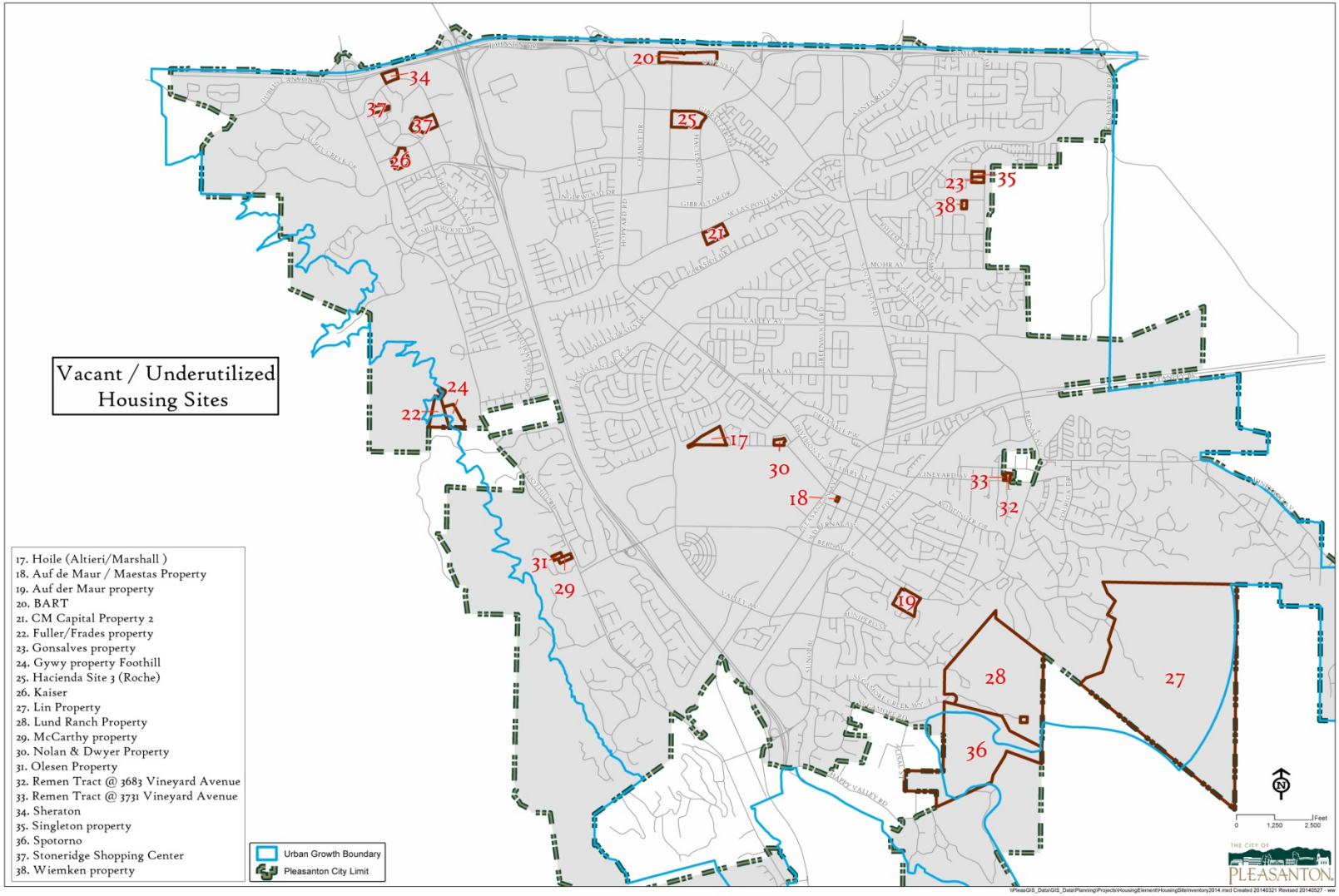


Figure 8: Vacant and Underutilized Housing Sites



B AVAILABLE LAND FOR HOUSING

Housing Element law requires that the City inventory vacant and underdeveloped sites, as well as sites with known potential for redevelopment which are available for housing development. The City has an obligation to identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to encourage the development of housing consistent with City's fair share regional need numbers.

Appendix B describes the existing inventory of available housing sites. Adequate sites are available to meet the City's RHNA need. The City has available sites with approved, deed-restricted projects or zoned at densities of at least 30 units per acre that can accommodate 1,482 units affordable to extremely low-, very low-, and low-income households. To show that the sites are suitable for lower income housing, the City has chosen to utilize Government Code Section 65583.2(c)(3)(B), which provides that sites zoned at a 'default' density of 30 units per acre or more are suitable for lower income housing. Additional sites are available to moderate-income households, including approved, vacant or underutilized sites zoned at more than 6 units per acre but less than 30 units per acre. The City has a capacity for 1,515 units affordable to moderate-income households. Approved, vacant or underutilized parcels zoned at less than 6 units per acre or less provide capacity for 362 units affordable to above moderate-income households. The City's 2013 Rent and Vacancy Survey illustrates that apartments including those recently constructed are generally affordable to moderate income households. As more recent apartment projects have ranged between 20 and 25 units/acre, it can be assumed that residential development at 23 units an acre or more would be affordable to moderate income households.

Identifying Sites to Meet Unmet Housing Site Need

Prior to the adoption of the 2007–2014 Housing Element update, the City of Pleasanton rezoned nine sites it had identified to accommodate the development of housing consistent with City's "fair share" regional need numbers. The City has experienced tremendous development interest for these nine sites, as evidenced by entitlements of five large-scale apartment and mixed-use developments totaling 1,302 units with one of these four entitled projects having begun construction. **Appendix B** further describes all entitled projects that provide capacity to meet the RHNA, including rezoned sites and other recently entitled projects. The review process for these sites included several factors, including some key factors described below.

Providing a range of housing choices and managing traffic congestion have been major challenges in the past and will continue to be so into the future. City planning efforts have strived to maintain and enhance the community's high quality of life and to incorporate innovative "smart growth" planning strategies, such as mixed-use and transit-oriented development (TOD), to further the goal of creating a more sustainable and energy efficient city. A main concept of smart growth is the decentralization of services so that people may access local services—retail, services, schools, recreation, etc.—through alternative modes of travel, such as walking, bicycling, and taking the bus.

The foundation of the Pleasanton General Plan—the City's VISION—is a well-planned, balanced community with desirable neighborhoods, an award-winning downtown with its small-town character, a diversified economic base, excellent schools, and a wide variety of community facilities. Quality of life is a cornerstone as the City maintains these desirable qualities by (1) continuing to develop a safe, convenient, and uncongested circulation system, (2) providing a comprehensive system of bicycle and pedestrian trails, (3) providing additional recreational and cultural facilities for the health and well-being of residents, (4) preserving natural resources, including water and air quality, and the community's environmental sensitivity, and (5) minimizing health and safety hazards. Supporting this VISION is the concept of sustainability. A sustainable city draws from the environment only those resources that are necessary and that can be used or recycled perpetually, or returned to the environment in a form that nature can use to generate more resources.

The approach for achieving adequate sites was based on the identification of factors for evaluating potential housing sites, and assessing potential sites from a comprehensive set of principles related to community quality of life and for creating high quality livable neighborhoods with well-maintained and appropriate public facilities. The overarching goals of the City of Pleasanton General Plan provided the framework for site selection principles. The housing location principles were developed through the rezoning process and were based on: (1) City of Pleasanton General Plan policies; (2) Smart Growth principles, including regional and sub-regional strategies; (3) criteria important for California Tax Credit Allocations for affordable housing funding; (4) additional factors important to the community; and (5) factors important to HCD in evaluating a site for its readiness and suitability for higher density housing (potential site constraints, current uses, site size, land use designation and zoning, application of development requirements, realistic development potential, etc.).

The sites that are described on the following pages were evaluated based on the criteria developed by the Housing Element Update Task Force with guidance and feedback from the community at community workshops, discussions with housing experts, and direction by decision-makers during the process. Scoring for sites was based on a "YES" answer (a site receives 1 point) and "NO" answer (a site receives 0 points) based on each of the following criteria listed below.

List of Criteria Used to Evaluate Potential Sites for Higher Density Housing

1) Infill

a. Site is an infill site

b. Site is not anticipated to require off-site sewer/water infrastructure improvements

2) Proximity to Modes of Transportation

a. Site is within ½ mile of BART

b. Site is within ¾ mile of BART

c. Site is within 1/3 mile of transit stop with 15-minute headway to BART

d. Site is within 1/3 mile of transit stop with 30-minute headway

e. Site is adjacent to bike route

f. Site is within ½ mile of freeway on ramp

3) Proximity to Services and Amenities

a. Site is within ½ mile of an existing or approved grocery store

b. Site is within ½ mile of an existing elementary school

c. Site is within ½ mile of an existing middle school

d. Site is within ½ mile of an existing or planned park/open space

4) Impact on Future Residents

a. Site is not anticipated to have odor impacts

b. The project is anticipated to meet noise standards with no or with reasonable mitigation measures (if adjacent to or across the street from freeway or rail line = 0)

c. The site is not within BAAQMD's air quality screening distance for new sensitive receptors

d. The site is within the standard response time for emergency services

e. The site is outside geological and fire hazard areas

- Site is not within Alquist-Priolo zone or fault zone
- Site is not within earthquake induced landslide zone
- Site is not within Special Fire Protection Area

f. The site is outside a 300-foot radius of an existing wireless facility

g. The site will be at least 150 feet from overhead portions of the 230 kV line and at least 37.5 feet from underground portions of the 230 kV line

5) Height and Mass Compatibility

a. Will the project (assuming 3 stories) be no more than one story higher than all adjacent residential development or all residential development across a residential collector or local street

b. Will the FAR of the proposed project (assuming an FAR of 80 percent) be less than twice of the allowable FAR for development on all adjacent sites (not including parks) and sites across a residential collector or local street

c. Site is not adjacent to or across (a residential collector or local street) from an existing single-family detached residential home(s)

6) Impact Trees, Species, Historic Resources

a. The site will not likely require a significant tree mitigation/ consideration

b. The site will not likely require an environmental analysis related loss of suitable habitat for or the taking of sensitive species

c. The site will not likely require an analysis related to impacts on historic resources

7) Potential Inconsistency with General Plan Themes

a. Development of the site (assuming 3-4 stories) will not likely be inconsistent with the overarching goals/themes stated in the Introduction section of Pleasanton's General Plan: preserving and enhancing Pleasanton's character[1] and quality of life, and encouraging sustainable[2] development (if potentially inconsistent score = 0)

8) Site Size

a. The site is 5 acres or more in size allowing for design flexibility

b. The site is 1 acre or more in size allowing for more state/federal financing opportunities

9) Interest in Site

a. Property owner/developer has expressed interest in the site for high density residential development

10) Economic Interest

a. Site is not adjacent to a freeway

11) Other

a. The project will create no significant environmental impacts or will create no significant environmental impacts that cannot be mitigated with reasonable mitigation measures

b. Will development of the site with housing be accepted by the surrounding community?

c. Rezoning of the site will not have a significant fiscal impact on City

d. Project will not significantly contribute to an overconcentration of existing and potential high density housing into a few areas of Pleasanton

In reviewing potential housing sites and the available land inventory, there was adequate land supply to meet the housing needs of above moderate income households for the foreseeable future. The challenge for the community was to provide higher density sites that would fit with the goals of the community and that would provide the opportunity for extremely low, very low, and low income affordable housing to be built. In order to provide local governments with greater certainty and clarity in evaluating and determining what densities facilitate the development of housing that is affordable to lower-income households (very low and low income together), the Government Code provides two options: (1) the City can conduct an analysis of market demand and trends, financial feasibility, and residential project experience to demonstrate the densities facilitate lower income housing development; or, (2) apply Government Code Section 65583.2(c)(3)(B), which allows local governments to utilize "default" density standards deemed adequate to meet the "appropriate zoning" test. In Pleasanton, sites designated at 30 units per acre or more would meet the "default" density requirement established in state law. The second standard using the default minimum density was used and approximately 73 acres were rezoned to allow for high density residential development. Of the original 73 acres, 40 acres remain unentitled.

Infrastructure Availability

Sewer Infrastructure

The City of Pleasanton owns and maintains the pipelines, manholes, force mains, pump stations, and siphons in the local sewer collection system within the City's limits. Most of the City's existing collection system is in satisfactory condition and operates in accordance with acceptable industry standards for conveyance of average dry weather flows, peak hourly dry weather flows, and peak wet weather flows during a generally acceptable storm event. The Pleasanton General Plan adopted in 2009 identified the need for future improvements to the existing local collection and pumping system. These improvements included the construction of new or parallel sewers; diversion structures; and modifications, improvements, or complete reconstruction of various pump stations. The Pleasanton General Plan adopted in 2009 provides that maintaining and enhancing the existing local sewer collection system will be funded as part of the City's Capital Improvement Program (CIP), and new sewer lines will be funded and constructed by new development as it occurs.

If the housing sites within the current Housing Sites Inventory are developed, additional expansions to the local sewer collection system are warranted. In addition to the three sites in Hacienda Business Park which were rezoned in early 2011 to allow for high-density-residential use, nine other sites in Pleasanton

were rezoned for high-density-residential use to accommodate RHNA as described in the "Meeting Projected Housing Needs" section below. In the 2007 Wastewater Master Plan, these sites were anticipated to be developed for office-commercial use, with a correspondingly lower wastewater flow than now anticipated (with high-density-residential use). The rezoned sites located east of Hopyard Road and north of Stanley Boulevard (BART, Nearon, California Center, and CM Capital Properties) require the construction of a new sewer pump station and pipelines. The pump station and appurtenant pipelines are not needed immediately, but will likely be necessary after the first major high-density-residential development in this area is occupied. The pump station is currently in the preliminary design phase, and anticipated to be operational by late 2015. Several other sites (Sheraton, Stoneridge Shopping Center, Kaiser, Auf der Maur/Rickenbach) will require new sewer pipelines as well as limited upsizing of some existing pipelines to accommodate new residential growth. The sewer pump station project is estimated to cost over $3 million dollars. The local sewer pipe upgrades are anticipated to cost between a few hundred thousand to several hundred thousand dollars. Replacement and improvement funds in the City's CIP are funding the first phases of the pump station project, and the City's CIP and/or new development, will fund the later phases. The cost to fund the new sewer facilities will be funded on a pro rata basis between existing users and future development.

Dublin-San Ramon Services District (DSRSD) provides Pleasanton's sewage treatment services. Under a contract with DSRSD, Pleasanton has treatment capacity entitlement to 8.5 million gallons daily (mgd) of average dry weather flow (ADWF). DSRSD owns the treatment plant's remaining treatment capacity of 8.5 mgd (for a total treatment capacity of 17 mgd).

As part of the 2007 Wastewater Master Plan, the City of Pleasanton performed a sewer flow monitoring capacity study. Results showed that in 2004 the ADWF from Pleasanton to DSRSD's regional sewage treatment plant was approximately 5.47 mgd. With the future growth projected in the 2009 General Plan, Pleasanton's flow is anticipated to increase to approximately 7.7 mgd. At the time the 2009 General Plan was adopted, Pleasanton's capacity entitlement at the treatment plant was deemed sufficient to accommodate growth; however, total flows at the treatment plant were expected to reach 17 mgd around 2015 due to growth in both Pleasanton's and DSRSD's sewer service area, and as a result, an expansion of the treatment plant was deemed warranted. DSRSD has not designed this expansion; but, it is anticipated that the final expansion will accommodate a total of 20.7 mgd. After the expansion is complete, Pleasanton's capacity entitlement at the plant will increase to 10.3 mgd. Pleasanton's existing and future capacity entitlements are anticipated to adequately accommodate increased flows as a result of the high-density-residential rezonings during the 2007–2014 Housing Element planning period. The total cost of the plant expansion is anticipated to be approximately $18 million dollars (in 2007 dollars). DSRSD's fees for new sewage connections are anticipated to increase in the future to pay for this expansion.

Disposal of treated effluent from DSRSD's plant to the San Francisco Bay is provided by means of disposal lines managed by LAVWMA (Livermore Amador Valley Water Management Agency), a Joint Powers Authority (JPA) between the City of Pleasanton, the City of Livermore, and DSRSD. LAVWMA's disposal capacity is 41.2 mgd peak wet weather flow (PWWF), of which Pleasanton has capacity entitlement to 14.4 mgd. The cost of the upgrade has not been estimated, but it is anticipated that it could be extremely expensive.

After the adoption of the 2007–2014 Housing Element, the City updated its 2007 Wastewater Master Plan to assess the full extent of the needed upgrades/expansions to accommodate (to the extent possible) future RHNA cycles. This assessment is consistent with programs 15.5 and 15.6 of the 2015–2023 Housing Element which state:

Program 15.5: Assess the level of effort to overcome infrastructure constraints to housing affordable to low- and very-low-income households on a periodic basis.

Responsible Agency: Housing Division

Time Period: As Needed or in Conjunction with the Housing Element Update

Funding Source: Housing Division Budget

Program 15.6: Assess future sewer infrastructure needs, including sewer infrastructure upgrades and facilities to accommodate future RHNA cycles in the region.

Responsible Agency: Operation Services Department, Housing Division, City Council

Time Period: 2014-2015

Funding Source: Sewer Enterprise Fund

The City also reviewed infrastructure conditions and the Growth Management Program between 2011 and 2014. In 2012 and 2013 the City revised the Growth Management Program, as directed by Program 9.1 and 29.2 of the 2007–2014 Housing Element. These recent revisions ensure that the program does not prevent the City from meeting its share of the regional housing need.

To reduce the use of potable water and impacts to sewer facilities, the JPA members of LAVWMA have agreed to use recycled wastewater for landscaping irrigation when feasible, and Program 6.1 of Pleasanton's General Plan Water Element states:

Program 6.1: Utilize wastewater reuse/reclamation methods to the fullest extent financially and environmentally feasible.

Water Supply and Infrastructure

Water supply is an issue at the forefront of long-term planning efforts in the City. Based on the 2010 Urban Water Management Plan, Zone 7 has sufficient water to accommodate planned growth through 2030, as accounted for in the General Plans of its member agencies. Zone 7 has concluded that a combination of water conservation and the development of new supplies and storage facilities will allow the agency to supply water to all planned growth within its service area, including housing-related growth in Pleasanton, even during multiple dry years (as is currently the case). The Urban Water Management Plan will be updated in 2015, and is expected to include a similar approach to accommodating growth as the 2010 plan, even in the midst of a severe drought.

However, continued drought conditions will require the City to adopt new methods to stretch its limited supply of water. In May 2014, the City declared a Local Drought Emergency and instituted a Stage 3 drought declaration intended to reduce water consumption by 25%. Between March and June 2014, the City Council approved amendments to Chapter 9.30 (Water Conservation Plan) of the Pleasanton Municipal Code, outlining further water reduction measures, including restrictions on outdoor irrigation and decorative water features to be implemented during droughts. In addition, after approval of the Recycled Water Feasibility Study in November 2013, the City is moving forward with implementation of a recycled water program. This recycled water program will reduce the demand for potable water within Zone 7 and assist in creating a more reliable water supply, since the recycled water would be generated

and consumed locally. These measures will assist in ensuring the City's water supply meets the needs of the community in addition to planned growth as part of the 2015-2023 Housing Element planning period.

However, the City also possesses the flexibility to institute more stringent measures to reduce water demand in the event of a prolonged drought, pursuant to a 2009 Water Shortage Contingency Plan developed by the water retailers who purchase water from Zone 7 (including the cities of Pleasanton and Livermore, Dublin-San Ramon Services District, and California Water Service Company-Livermore District). The Water Shortage Contingency Plan identifies a series of water conservation measures that could be implemented by each of the water retailers at different drought declarations. At a Stage 3 or 4 drought declaration, the plan allows water retailers to refuse new or additional service requests for residential, commercial, industrial, and institutional projects comprising more than 500 dwelling units (or an equivalent square footage of commercial or industrial uses).

It is not anticipated that any of the sites which were rezoned to accommodate Pleasanton's RHNA for the 2007–2014 Housing Element planning period or the new RHNA for 2015- 2023 will require potable-water pumping, storage, or pipeline upgrades. Several housing sites zoned for low-density-residential development, such as sites west of Foothill Road, will need such improvements, but these sites are zoned for low-density-residential development, and will not address Pleasanton's RHNA for the 2015-2023 Housing Element planning period. The cost of the potable-water upgrades could exceed $1 million dollars for some of these low-density residential sites. While City's water infrastructure is sufficient for future development units, water sources in California are scarce. In response to scarcity of water sources, state of California in 2009 enacted SBX7-7 requiring water providers to reduce their water demand by 20 percent by calendar year 2020 (20-20 Program). In compliance with the California's 20-20 Program, City of Pleasanton has implemented public outreach and water conservation methods for its customers. These methods include indoor plumbing retrofit and outdoor landscape irrigation efficient upgrades. City Council approved Pleasanton's 2010 Urban Management Plan and directed staff to implement recommended water conservation programs and also establish programs for funding for water recycling in the City. Future development units will be designed utilizing the latest available water conserving technology for indoor plumbing fixtures and outdoor irrigation devices and also participate in recycled water program funding.

In November 2013 the City Council approved the Recycled Water Feasibility Study allowing the City to proceed forward with the environmental documentation necessary to move forward with implementation of the recycled water program. Upon implementation of this program will serve many of the developments in the Hacienda Park (BART, Nearon, California Center, and CM Capital Properties) will be able to utilize recycled water for landscaping purposes.

As required by Government Code Section 65589.7, in May 2008, the City of Pleasanton adopted an administrative policy to provide priority water and sewer service for housing developments serving lower income households.

Second Units

As the City reaches build-out, second units increase in importance as a source of housing, particularly affordable housing. They have particular value as a source of housing for seniors who would otherwise have to sell their homes and leave their neighborhoods, for young adults who might otherwise have to double- or triple-up to afford housing, and for "au pairs" or other household workers who would otherwise have to find conventional housing or commute from other communities.

In the period 2007 through 2014, approximately 50 second units were built, or about six second units a year. This slowdown in the construction of second units tracks the general decline in residential construction.

Feasibility of Identified Mixed Use Development Sites

The availability of developable sites does not assure development; market conditions will in most cases dictate when any particular development will commence. An issue specific to the availability of mixed use sites for housing purposes is the question "what is it," i.e., precisely what mix of uses is likely to occur. Many mixed use zoning districts are permissive in this regard, as is the case in the City of Pleasanton. A mixed use site could be all retail mixed with office or housing or any combination of these uses consistent with other aspects of the zoning district.

While this opportunity leads to some uncertainty regarding housing production on these sites, from a market feasibility standpoint, and in practice, housing is increasingly part of mixed use development in California suburban settings such as Pleasanton. The reason is that housing has tended to generate considerably higher value per square foot of developed building than office or retail uses. Given the relatively high cost of land and construction of mixed use buildings, the housing component is often essential to achieve a financially feasible development. Even when not absolutely necessary, rent-seeking investors will tend to maximize value and a housing component can help achieve this objective.

Experience with financial analysis of mixed use buildings has repeatedly demonstrated this point. A simple reference to the marketplace also underscores this point – a common prototypical vertical mixed use building, with hundreds of examples having been built recently in California, involves a retail/office ground-floor "podium" with two or more floors of residential flats located above. Alternative "side-by-side" projects also exist. Of course there will always be circumstances that lead site owners to variations in the mixed use prototype including single-use buildings and those involving no residential development, changing market dynamics, cost/risk factors, and business objectives. Prior to the adoption of the 2015-2023 Housing Element, the Pleasanton City Council rezoned nine sites (BART, Sheraton, Stoneridge Shopping Center, Kaiser, Pleasanton Gateway, Auf der Maur/Rickenbach, Nearon, CarrAmerica, and CM Capital Properties) to accommodate the City's RHNA allocation, Of these nine sites, five (BART, Sheraton, Stoneridge Shopping Center, Kaiser, and Carr America) allow for mixed use development. In large part, these sites were selected for mixed use because of their potential for housing development in the context of prior infill planning and City policies. Accordingly it is very likely that these mixed use rezonings will incorporate a high density housing component,

Meeting Projected Housing Needs

Prior to the adoption of the 2015-2023 Housing Element, the City completed the rezoning and General Plan Amendments necessary to accommodate the City's RHNA. The City has experienced tremendous development interest for these nine sites, as evidenced by entitlements on five of the nine sites for large-scale apartment and mixed-use developments, which are described in more detail in **Appendix B**). Table 30 summarizes all high density residential sites within the City that maintain density to accommodate development or 30 units/acre or greater. The pages immediately following the summary table include background information and development considerations for the six sites that remain vacant or underutilized. The six sites listed can accommodate a maximum capacity of approximately 1,103 units. These sites are also included in the Housing Sites Inventory (**Appendix B**) and described in further detail below. The following figures are numbered to correspond with their housing site number, as shown in **Appendix B**.

Table 30: High Density Residential Sites Zoned to Accommodate 30 units per acre or Greater of Residential Development

Site	Current Use	New General Plan / Zoning	Potential Acreage for Multi-family Development	30 units/ac	Site Constraints
Vacant / Underutilized Sites					
Sheraton	Hotel	Mixed Use /PUD-MU	3.3	99	P
Stoneridge Shopping Center[1]	Shopping Center	Mixed Use /PUD-MU	2.2	88	P
Kaiser	Vacant / parking lot	Mixed Use /PUD-MU	6.1	183	P
BART[1]	Parking lot	Mixed Use/Business Park /PUD-MU	8.3	249	S/P
CM Capital Property 2	Office	Mixed Use-Business Park /PUD-MU	6.69	200	S/P
Hacienda 3 (Roche)	Vacant	Mixed Use-Business Park/PUD-MU	12.40	372	S/P
TOTAL				**1,191**	
Sites with Planning Approval					
Hacienda Site 1 (Essex)	Vacant	Mixed Use-Business Park/PUD-MU	8.4	255	
Hacienda Site 2 (Essex)	Vacant	Mixed Use-Business Park/PUD-MU	8.2	251	
Auf der Maur	Vacant	HDR	11.5	345	
Carr America	Parking lot	Mixed Use/Business Park /PUD-HDR	8.4	305	
Pleasanton Gateway	Vacant	High Density Residential /PUD-HDR	7	210	
CM Capital 1	Office	Mixed Use/Business Park /PUD-MU	5.9	177	
Nearon Site	Vacant / parking lot	Mixed Use-Business Park /PUD-HDR	5.6	168	
TOTAL				**1,711**	

Endnotes:

1 Estimate of potentially developable area.

S/P New sewer pump station and pipelines

P New pipelines

SITE #20

BART

Location: Dublin/Pleasanton BART

General Plan Designation: Mixed Use/Business Park

Site Zoning Accommodating High Density Residential Units: PUD-MU (High Density Residential 30+ du/ac—8.3 ac max.)

Estimated Potential Number of Housing Units per General Plan Designation and Zoning: 249+

Acreage for High-Density Residential Development: 8.3 acres – the minimum of 249 units may be developed on fewer acres at a higher density.

Background Description:

- Surface parking area at Bay Area Rapid Transit (BART) station.
- Within ½ mile of freeway on ramps.
- Adjacent to a bike route.
- Within ½ mile of a park.
- Tall, large buildings in area.
- Site is more than 5 acres in size allowing for design flexibility.

Key Considerations for Site Development:

- Consider reducing parking requirements for units within ¼ mile of BART.

Feasibility for Site Development:

The BART site is currently developed with surface parking serving the Hacienda BART station. BART was a key member of the City's Hacienda Transit Oriented Development Task Force which developed the Hacienda TOD Development Standards and Design guidelines for TOD around the Hacienda BART station. BART advocated for and assisted in the preparation of site specific detailed development standards and guidelines titled "Pleasanton TOD Standards and Guidelines: BART Property" for the subject site for the purpose of facilitating mixed use development of the site including a substantial high density residential component.

SITE #34

Sheraton

Location: 5990 Stoneridge Mall Road

General Plan Designation: Mixed Use

Site Zoning Accommodating High Density Residential Units: PUD-MU (High Density Residential at a minimum of 30+ du/ac—3.3 ac max.)

Estimated Potential Number of Housing Units per General Plan Designation and Zoning: 99+

Acreage for High-Density Residential Development: 3.3 acres

Background Description:

- Hotel building near BART station.
- Within ½ mile of freeway on-ramps.
- Tall, large buildings in area.

Key Considerations for Site Development:

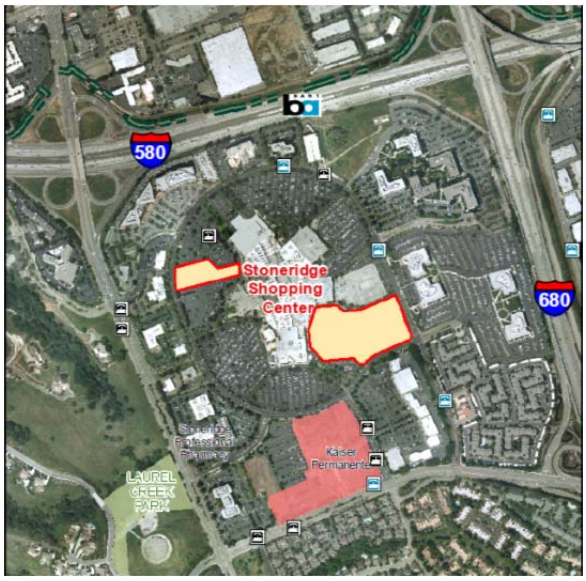
- Consider reducing parking requirements for units within ¼ mile of BART.

Feasibility for Site Development:

The Sheraton site contains a hotel constructed in 1986 that has been operated by a number of owners. In recent years, City planning staff members have received multiple inquiries from residential developers interested in converting the property to a residential use. The site is immediately adjacent to the West Dublin/Pleasanton BART station, and across the street from the Stoneridge Mall and the high concentration of office employment in the Stoneridge area. Momentum for the residential development of this site will benefit the evolving transit oriented village envisioned for the mall and BART area.

SITE #37

Stoneridge Shopping Center



Location: Stoneridge Mall Road Borders Site

General Plan Designation: Mixed Use Site Zoning Accommodating High Density Residential Units: PUD-MU (High Density Residential 40+ du/ac—10.0 ac max.)

Estimated Potential Number of Housing Units per General Plan Designation and Zoning: 88+

Acreage for High-Density Residential Development: 2.2 acres

Background Description:

- Surface parking area of existing regional shopping center; project would require relocation of existing parking to a parking structure.
- Near BART station.
- Within ½ of freeway on ramps.
- Tall, large buildings in area.
- Site is more than 5 acres in size allowing for design flexibility.

Key Considerations for Site Development:

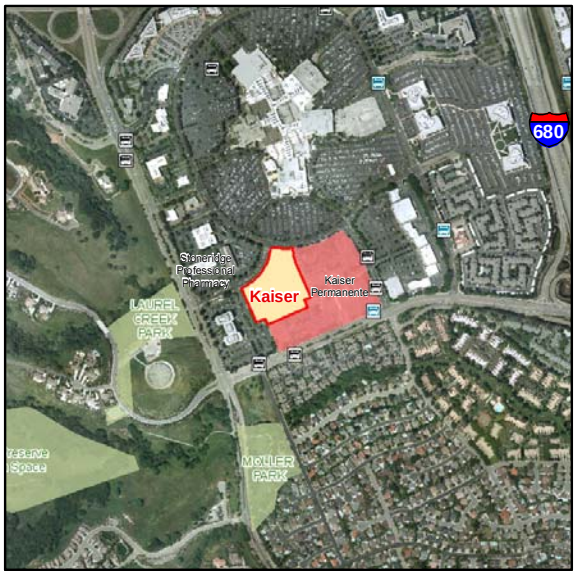
- Consider reducing parking requirements for units within ¼ mile of BART.
- Parking structures anticipated as part of any development proposal. No net loss of parking anticipated.

Feasibility for Site Development:

The Stoneridge Shopping Center, owned by Simon Properties, currently contains approximately 40 acres of surface parking. Together with City staff, Simon originally identified 10 of those acres as available and suitable for high density residential development. The new development is envisioned to create a dynamic new neighborhood to complement the existing mall use. Simon has participated in several other similar residential projects at their malls at The Domain, in Austin Texas, the Firewheel Town Center in Garland Texas, and the South Park Mall in Charlotte, North Carolina. Since the previous Housing Element update Simon has also been exploring additional development options such as adding on additional commercial area within the original high-density 10 acre areas. Although no plans have been submitted for review, staff has reduced the area available for high-density residential to 2.2 acres to accurately reflect potential development.

SITE #26

Kaiser



Location: Southeast of Laurel Creek Way

General Plan Designation: Mixed Use

Site Zoning Accommodating High Density Residential Units: PUD-MU (High Density Residential 30+ du/ac—6.1 ac max.)

Estimated Potential Number of Housing Units per General Plan Designation and Zoning: 183+

Acreage for High-Density Residential Development: 6.1 acres

Background Description:

- Vacant site adjacent to an existing medical office complex.
- Within ½ mile of freeway on ramps and BART station.
- Tall, large buildings in area.
- Site is more than 5 acres in size allowing for design flexibility.

Key Considerations for Site Development:

- None

SITE #21

CM Capital Property 2

Location: 5758 W. Las Positas, South of Hacienda Drive and West Las Positas Boulevard Intersection

General Plan Designation: HDR (High Density Residential)

Site Zoning Accommodating High Density Residential Units: PUD-HDR (High Density Residential 30+ du/ac—6.69 ac max.)

Estimated Potential Number of Housing Units per General Plan Designation and Zoning: 200+

Acreage for High-Density Residential Development: 6.69 acres

Background Description:

- One parcels with existing vacant/semi-vacant office buildings.
- Within ½ mile of a grocery store.
- Across from a middle school.
- Adjacent to a bike route.
- Site is more than 5 acres in size allowing for design flexibility.

Key Considerations for Site Development:

- Consider a feathering of densities, with the lowest densities by the Arroyo Mocho and adjacent 1 story commercial developments.
- Consider landscape screening by the Arroyo Mocho and adjacent 1 story commercial developments.

Feasibility of Site Development:

The CM Capital site contains one parcel, with an office building constructed in 1985. The building does not demise well and is, for the majority share of the tenants in the Pleasanton and Tri-Valley market, functionally obsolete. The building would need to undergo a very costly renovation in order to make it suitable for multi-tenancy, a renovation that could probably not be justified in today's market. Residential development of this site would require demolition and redevelopment of the site. The site is located near grocery shopping and across the street from a middle school, and is located on a bike route. The site also has Hacienda shuttle service to BART. The property owners were motivated to obtain the residential zoning as shown by the recent approval of the adjacent site to construct a new 177 unit apartment development.

SITE #25

Hacienda 3 (Roche)

Location: 4300 Hacienda

General Plan Designation: Mixed Use/Business Park

Site Zoning Accommodating High Density Residential Units: PUD-MU (High Density Residential 30+ du/ac—12.40 ac max.)

Estimated Potential Number of Housing Units per General Plan Designation and Zoning: 372

Acreage for High-Density Residential Development: 12.40 acres of the 33.4 acre site

Background Description:

- Approximately 1/3 of parcels with existing vacant/semi-vacant office buildings.
- Within ½ mile of a Bay Area Rapid Transit (BART) station.
- Within ½ mile of freeway on ramps.
- Adjacent to a Iron Horse Trail route.
- Tall, large buildings in area.
- Site is more than 5 acres in size allowing for design flexibility.

Key Considerations for Site Development:

- Consider a feathering of densities, with the lowest densities by the Arroyo Mocho and adjacent 1 story commercial developments.
- Consider landscape screening by the Arroyo Mocho and adjacent 1 story commercial developments.

Feasibility of Site Development:

The 12.4 acres The Hacienda 3 (Roche) site is a 33.4 acre site developed with an office and conference complex. The very low Floor Area Ratio (FAR) of the current facilities leaves generous lawn and landscape areas and surface parking lots that provide significant development potential on this Hacienda business park site. The Hacienda 3 site consists of 12.4 acres currently vacant to north of the site along Willow Road, Gibraltar Drive and Hacienda Drive.

C POTENTIAL NON-GOVERNMENTAL CONSTRAINTS TO HOUSING

Non-governmental constraints to housing production and affordability include market conditions such as land costs, construction costs, and the availability of financing that affect the cost of housing. These costs are not directly related to local government regulations or policies. An overview of these housing constraints is presented below

Land Costs

The cost of land is a major determinant of the price of housing. Not only does the City not have direct control of land costs, but the cost of land is also a function of the regional housing market; therefore, any efforts the City may make in this area would be limited. Nonetheless, the City's ability to influence the supply of developable land which is zoned for housing can result in the production of more housing, which may have a positive influence on housing cost. Land costs in Pleasanton vary according to density, location, and other factors. According to publicly available sources such as Trulia.com, low-density land costs range from $20,700 per acre to over $1.7 million per acre and medium-/high-density land costs up to $1.2 million for raw land. Low-, medium-, and high-density land with improvements would cost between $1 and 2 million per acre, depending in the level of improvements. Land costs average around 15-20 percent of construction costs for multi-family developments. Even though land costs for single-family homes vary widely, the costs (as a percentage) are significantly higher than for multi-family development.

Building Construction Costs

Building construction includes the costs of materials, labor, fees, and financing. Factors involved in construction costs include the type of construction, the quality of construction, building shape and size, site conditions, and amenities. Local government has no influence on these costs, but they do constitute a significant portion of overall housing costs. General economic conditions have a major bearing on the amount of these costs and whether they increase at a fast or slow rate. During the down economy from 2008 to 2011, and the rate of inflation relatively low over these years, construction costs did not been increase significantly. Lower interest rates have reduced the financing component of construction costs, making the cost of this financing component relatively low in recent years. Since 2011 construction costs have risen at a more rapid rate than the recovery in the economy in general.

The National Building Cost Manual (NBCM) estimates that the cost to construct a new single-family home in Pleasanton is approximately $125 per square foot, or $376,283 in total costs. This estimate assumes the construction of a 3,000-square-foot home with eight corners, a 500-square-foot attached garage, built with average-quality building materials, and does not include custom-quality materials or design. At $125 per square foot, a 2,000-square-foot home would cost approximately $250,855 to construct. The NBCM estimates that 85 percent of the construction cost is due to direct costs including equipment, materials, and labor. Approximately 4 percent of the cost reflects indirect costs, while the remaining 11 percent is the contractor's markup. The construction cost does not include related costs associated with land, permits, or financing. Also, many new homes in Pleasanton include custom materials and design, which also increase the total construction cost. This cost estimate further excludes the cost of land. Factoring in related cost and custom materials plus the cost of land, the construction of a new single-family home in the city would range between $800,000 and $1.2 million.

Due to the high price of land in the city, the cost to develop multi-family housing is also high. Multi-family construction costs, not including land costs, range from approximately $190 per square foot for a garden

style apartment to $250 per square foot for an apartment with podium parking. The cost to develop each unit is roughly 20 percent of the cost to develop a single-family home, making multi-family housing the more affordable housing development option.

Availability of Financing

The cost and availability of financing affects a person's ability to purchase a home. As home mortgage interest rates decrease, homebuyers can use a greater portion of their available money towards the price of the home, and home sales increase. As interest rates increase, homebuyers must use a greater portion of their available money towards financing. As a result, they can afford "less house," and home sales decline. Higher interest rates translate to either a larger monthly payment or a larger down payment for a given house price, or having to find a lower-priced house. The fluctuation of interest rates thus has an influence on home affordability. To the extent that home mortgage rates have declined towards the end of this Housing Element period, more homebuyers have been able to qualify for home loans than previously, when rates were high. However, as this is a cyclical process dependent on the national economy, interest rates can be expected to rise in the future.

In the decade between 2000 and 2010 there was dramatic growth in alternative mortgage products, including graduated mortgages and variable rate mortgages. These types of loans allow homeowners to take advantage of lower initial interest rates and to qualify for larger home loans. However, variable rate mortgages are not ideal for low- and moderate-income households that live on tight budgets. In addition, the availability of variable rate mortgages has declined in the last few years due to greater regulation of housing lending markets. Variable rate mortgages may allow lower-income households to enter into homeownership, but there is a definite risk of monthly housing costs rising above the financial means of that household. Therefore, the fixed interest rate mortgage remains the preferred type of loan, especially during periods of low, stable interest rates. **Table 31** illustrates interest rates as of March 2014. The table presents both the interest rate and annual percentage rate (APR) for different types of home loans. The interest rate is the percentage of an amount of money which is paid for its use for a specified time, and the APR is the yearly percentage rate that expresses the total finance charge on a loan over its entire term. The APR includes the interest rate, fees, points, and mortgage insurance and is therefore a more complete measure of a loan's cost than the interest rate alone. However, the loan's interest rate, not its APR, is used to calculate the monthly principal and interest payment.

Table 31:Interest Rates

	Interest	APR
Conforming		
30-year fixed	4.375%	4.460%
15-year fixed	3.625	3.772
5-year adjustable rate	3.250	3.968%

Source: www.wellsfargo.com, March 2014

Notes: Conforming loan for a single-family home is for less than $417,000. A jumbo loan for a single-family home is equal to or greater than $417,000. The jumbo loan threshold increase for projects with additional units.

Small changes in the interest rate for home purchases dramatically affect affordability. A 30-year home loan for a $680,000 home at 5 percent interest has monthly payments of roughly $3,102. A similar home loan at 7 percent interest has payments of roughly 24 percent more, or $3,845. The Housing Element contains policies and programs which would use the City's Lower Income Housing Fund to write down mortgage costs and provide City assistance in obtaining financing for affordable housing developments and to issue bonds or provide other funding to reduce the mortgage rates for apartments in exchange for

extended or perpetual assisted-housing time periods. In these ways, the City can increase housing affordability by influencing the financing component of housing costs.

Foreclosures

The housing market in many California communities in recent years has experienced a foreclosure crisis. Fortunately, Pleasanton has not suffered negative impacts to the degree that other cities have. Nevertheless, the City continues to monitor the local housing market and provides several resources to assist homeowners who are at risk of foreclosure or who must deal with the consequences once foreclosure occurs. For example, the City has provided ongoing support to agencies such as the Tri-Valley Housing Opportunity Center and ECHO Housing, both of which provide resources and support for both pre- and post-foreclosure to Pleasanton residents. The Housing Element contains policies and programs which would use the City's Lower Income Housing Fund and other resources to continue to provide support to residents facing foreclosure or who are at risk of foreclosure.

Community Resistance to New Housing

Another common constraint to housing production in the Bay Area is community resistance to new developments. There are a number of concerns that are often expressed at meetings, including: (1) new developments will cause increased traffic (or will likely place a burden on other forms of infrastructure such as schools), (2) additional housing or density will adversely affect the community character, (3) affordable housing will impact property values, and (4) valuable open space will be lost. Regardless of the factual basis of the concern, vociferous opposition can slow or stop development.

Additionally, at times there is a tension between the desire to provide certain individuals (such as nurses, teachers, law enforcement, etc.) preferential access to affordable housing, and Fair Housing Law. In many cases, it is not possible to target housing to select groups. These concerns are often expressed during project review processes and can present significant political barriers to development.

Potential opposition to affordable housing exists in many communities throughout the Bay Area. It is important in this regard to identify sites for special needs and affordable housing that fit with community character and have minimum impacts. Design plays a critical role in creating new developments that blend into the existing neighborhood, especially in higher density developments that might otherwise seem out of place. Good design can help ensure that high density developments are not bulky or out-of-scale. Through sensitive design, a building's perceived bulk can be significantly reduced to create a development that blends with the existing character of the neighborhood. Design strategies which the City has used to minimize the perception of bulk and create a blending with the community do not necessarily increase costs. These include:

(1) Break-up the building "mass" in its architecture and detailing (e.g., create several smaller buildings instead of one large building).

(2) Vary the roofline.

(3) Create a three-dimensional facade (rather than a massive, flat facade).

(4) Step-back the building height, with the lowest part of the building towards the street and adjacent properties, locating the highest part of the building towards the center of the property.

(5) Site the building appropriately in relation to surrounding buildings.

(6) Use architectural design, landscaping, materials and colors that fit with the area.

(7) Use landscaping to blend the buildings with the natural setting.

(8) Provide for open space and pathways throughout the development.

Working with For-Profit and Nonprofit Housing Developers

The key to the success of nonprofit developers lies in three areas: (1) their ability to draw upon a diversity of funding sources and mechanisms to make their developments work financially; (2) their commitment to working cooperatively and constructively with the local community; and, (3) their long-term commitment to ensuring excellence in design, construction and management of their developments, creating assets that are valued by the people who live in the developments as well as their neighbors and others. The City can work with nonprofit developers where there are opportunities.

There are a wide variety of resources provided through federal, state and local programs to support affordable housing development and related programs and services. Specific programs and sources of funding are summarized earlier in the Housing Element. Local government resources, which have historically played a less important role in supporting housing development, now play a fairly significant role by making local developments more competitive for federal and state financing. There is considerable competition for the program funds that are available, and any one development will need to draw upon multiple resources to be financially feasible. When developments are able to demonstrate a financial commitment and contribution from local sources — especially if coupled with regulatory support through policies such as fast-track processing, fee waivers, and/or density bonuses — they are better able to leverage funding from other 'outside' sources.

The City of Pleasanton already has a tradition of working with nonprofit developers on several successful affordable housing projects. Past projects involving nonprofit partnerships include The Parkview (BRIDGE Housing Corporation), The Promenade (Citizens Housing Corporation), and Ridge View Commons (Eden Housing). The City was working closely with MidPen Housing on a concept to redevelop Kottinger Place and Pleasanton Gardens, two older complexes for very low income senior citizens.

D POTENTIAL GOVERNMENTAL CONSTRAINTS TO HOUSING

As with other cities, Pleasanton's development standards and requirements are intended to protect the long-term health, safety, and welfare of the community. The City of Pleasanton charges fees and has a number of procedures and regulations it requires any developer to follow. There are many locally imposed land use and building requirements that can affect the type, appearance, and cost of housing built in Pleasanton. These local requirements include zoning standards, development fees, parking requirements, subdivision design standards, and design review. Other building and design requirements imposed by Pleasanton follow state laws, the California Building Code, Subdivision Map Act, energy conservation requirements, etc.

The City's development standards are necessary to ensure the protection and preservation of the existing housing stock. By Bay Area standards, they are not unduly restrictive and, in general, Pleasanton's development standards and requirements are comparable to many other communities in the Bay Area.

Land Use Controls

The City exercises land use controls over residential development through its General Plan, Zoning Ordinance, building review and permit procedures, and Growth Management Program (GMP). The General Plan, primarily through the General Plan Land Use Map, regulates the general use and density of future developments in Pleasanton. The Zoning Ordinance regulates specific site requirements such as building height, setbacks, etc. Pleasanton makes extensive use of Planned Unit Development (PUD) zoning to provide residential builders with substantial flexibility in planning their projects. The City's Building and Safety Division reviews all buildings for conformance with the California Building Code and other codes to ensure the health and safety of its residents. Finally, the City allocates a range of housing

units to be built per year through the GMP based on housing need and the City's ability to provide infrastructure and City services, as called for in General Plan policies.

The tables below list all of the City's provisions for various types of housing, standard zoning districts which allow residential development, and provides the development standards (setbacks, minimum lot size, building height, open space, parking) which are required in these traditional zoning districts. While there is a reason for each standard, such as providing open space to meet the recreational needs of residents, on-site parking to store residents' motor vehicles, and setbacks for light and privacy, any standard which results in less building area and fewer dwelling units can theoretically produce less housing required to meet regional housing needs and can increase the price of housing. To the extent that such standards are reasonable and do not exceed what is necessary to create a suitable living environment, they would not be identified as a constraint to housing production. However, excessive standards can result in higher housing costs. Pleasanton does have large-lot, single-family residential zoning districts (R-1-20,000 and R-1-40,000) which result in lower-density and higher-priced housing. However, these districts typically are found in hillside areas where steep slopes and other environmental constraints dictate larger lots, greater setbacks, and increased open space.

Multifamily development in areas zoned R-M, and single family development in areas zoned R-1 that meet the site development standards described in the table following are permitted uses. Development consistent with the zoning district requirements would be reviewed by the Planning Commission for conformance with design review criteria included in PMC 18.20.030. In addition to single-family and multi-family dwellings, the City offers a variety of housing opportunities that are available to residents of all economic segments, as well as some of the more vulnerable members of the community, including lower-income households, seniors, and the homeless. These housing opportunities include mobile homes, second units, and a number of special needs housing options including transitional housing, supportive housing and agricultural employee housing. Allowed uses for housing are presented in **Table 32** for residential zoning districts and **Table 33** for nonresidential zoning districts. A summary of site development standards is presented in **Table 34** below.

Table 32:Provision for a Variety of Housing, Residential Zoning Districts

	R-1-40,000	R-1-20,000	R-1-10,000	R-1-8,500	R-1-7,500	R-1-6,500	RM-4,000	RM-2,500	RM-2,000	RM-1,500
Single-Family Dwellings	P	P	P	P	P	P	P	P	P	P
Multi-family Dwellings	P	P	P	P	P	P	P	P	P	P
Mobile Home Park	---	---	---	---	---	---	C	---	---	---
Second Dwelling Units	P	P	P	P	P	P	P	P	P	P
Small Child Day Care (1-6 children)	P	P	P	P	P	P	P	P	P	P
Large Child Day Care (7-14 children)	C	C	C	C	C	C	C	C	C	C
Emergency Shelters*	---	---	---	---	---	---	---	---	---	---
Transitional Housing (< 6 adults)	P	P	P	P	P	P	P	P	P	P
Transitional Housing (> 6 adults)	---	---	---	---	---	---	P	P	P	P
Supportive Housing (< 6 adults)	P	P	P	P	P	P	P	P	P	P
Supportive Housing (> 6 adults)	---	---	---	---	---	---	P	P	P	P
Employee Housing (agricultural)	P	P	P	P	P	P	P	P	P	P

Table 33: Provision for a Variety of Housing, Nonresidential Zoning Districts

	C-C	Q	CF	A	C-S	H-P-D
Single-Family Dwellings	---	---	---	P	---	P
Multi-Family Dwellings	P	---	---	P	---	---
Mobile Home Park	---	---	C	---	---	---
Second Dwelling Units	---	---	---	P	---	---
Emergency Shelters*	---	---	---	---	C	---
Transitional Housing (< 6 adults)	P	---	---	P	---	P
Transitional Housing (> 6 adults)	---	---	---	---	---	---
Supportive Housing (< 6 adults)	P	---	---	P	---	P
Supportive Housing (> 6 adults)	---	---	---	---	---	---
Employee Housing (agricultural)	---	---	---	P	---	P

Table 34: Site Development Standards for Sites Which Allow Residential Uses

ZONING DISTRICT	MINIMUM/ MAXIMUM UNITS PER ACRE	MINIMUM LOT SIZE			MINIMUM YARDS			SITE AREA PER DWELLING UNIT	GROUP USABLE OPEN SPACE PER DWELLING UNIT 18.84.170`	PRIVATE OPEN SPACE PER DWELLING UNIT GROUND FLOOR/ ABOVE	FAR	MAXIMUM HEIGHT OF MAIN STRUCTURE 18.84.140
		Area	Width 18.84.050	Depth	Front 18.84.080	One Side/ Both Sides 18.84.090	Rear 18.84.090					
A		5 acre	300 ft	---	30 ft	30 ft; 100 ft	50 ft	---	---	--	---	30 ft
R-1-40,000	0/1	40,000 sq ft *18.84.040*	150 ft	150 ft *18.84.060*	30 ft	5 ft; 50 ft	30 ft	40,000 sq ft	---	--	25%	30 ft
R-1-20,000	0/2	20,000 sq ft *18.84.040*	100 ft	125 ft *18.84.060*	25 ft	5 ft; 30 ft	25 ft	20,000 sq ft	---	--	30%	30 ft
R-1-10,000	0/4	10,000 sq ft *18.84.040*	80 ft	100 ft *18.84.060*	23 ft	5 ft; 20 ft	20 ft	10,000 sq ft	---	--	40%	30 ft
R-1-8,500	0/4	8,500 sq ft *18.84.040*	75 ft	100 ft *18.84.060*	23 ft	5 ft; 15 ft	20 ft	8,500 sq ft	---	--	40%	30 ft
R-1-7,500	0/5	7,500 sq ft *18.84.040*	70 ft	100 ft *18.84.060*	23 ft	5 ft; 14 ft	20 ft	7,500 sq ft	---	--	40%	30 ft
R-1-6,500	0/6	6,500 sq ft *18.84.040*	65 ft	100 ft *18.84.060*	23 ft	5 ft; 12 ft	20 ft	6,500 sq ft	---	--	40%	30 ft
RM-4,000	0/11	8,000 sq ft	70 ft	100 ft *18.84.060*	20 ft	7 ft; 16 ft	30 ft	4, 000 sq ft *18.84.030(E)*	---	--	40%	30 ft
RM-2,500	0/17	7,500 sq ft	70 ft	100 ft	20 ft	8 ft; 20 ft	30 ft	2,500 sq ft	400 sq ft	150/50 SF	50%	30 ft

ZONING DISTRICT	MINIMUM/ MAXIMUM UNITS PER ACRE	MINIMUM LOT SIZE			MINIMUM YARDS			SITE AREA PER DWELLING UNIT	GROUP USABLE OPEN SPACE PER DWELLING UNIT 18.84.170`	PRIVATE OPEN SPACE PER DWELLING UNIT GROUND FLOOR/ ABOVE	FAR	MAXIMUM HEIGHT OF MAIN STRUCTURE 18.84.140
		Area	Width 18.84.050	Depth	Front 18.84.080	One Side/ Both Sides 18.84.090	Rear 18.84.090					
				18.84.060				*18.84.030(E)*				
RM-2,000	0/21	10,000 sq ft	80 ft	100 ft *18.84.060*	20 ft	8 ft; 20 ft	30 ft	2,000 sq ft *18.84.030(E)*	350 sq ft	150/50 SF	50%	40 ft
RM-1,500	0/29	10,500 sq ft	80 ft	100 ft *18.84.060*	20 ft	8 ft; 20 ft	30 ft	1,500 sq ft *18.36.060* *18.84.030(E)*	300 sq ft	150/50 SF	50%	40 ft
C-C	0/43	---	---	---	*18.84.130*	*18.84.130*	---	1,000 sq ft *18.44.090* *18.84.030E*	150 sq ft	150/50 SF	300%	40 ft *18.84.150*
Q		50 acre	---	---	100 ft *18.52.060 — 18.52.100*	100 ft; 200 ft *18.52.060 — 18.52.100*	100 ft *18.52.060 — 18.52.100*	---	---	--	---	40 ft
PUD Housing Site Standards	30/50 35/50 40/50 depending on site	--	--	--	10-21 ft	8, 20 ft	20 ft	--	300 sq ft	--	--	65
TOD Standards for BART (Site 25)	30/50	--	--	--				--			--	

Notes: Hacienda TOD Standards and Design Guidelines (adopted March 1, 2011) apply to Sites 22, 23, and 24. Draft Housing Site Development Standards and Design Guidelines apply to Sites 26, 27, 28, 29, 30, 31, 32, and 33.

Residential Parking Requirements for Standard Zoning Districts

Dwellings and Lodgings

1. Single-family dwelling units shall have at least two parking spaces. Second units shall have at least one covered or uncovered parking space which shall not be located in the required front or street side yard and shall not be a tandem space.

2. Condominiums, community apartments and separately owned townhouses shall have at least two parking spaces per unit.

3. Apartment house parking requirements shall be computed as follows:

   a. For apartments with two bedrooms or less, a minimum of two spaces shall be required for each of the first four units; one and one-half spaces for each additional unit.

   b. For apartments with three or more bedrooms (or two bedrooms and a den convertible to a third bedroom), a minimum of two spaces per unit shall be required. Parking requirements for units having less than three bedrooms shall be computed separately from the requirements for units having three bedrooms or more and then added together.

   c. Visitor parking, in a ratio of one parking space for each seven (1:7) units, shall be provided. All visitor parking spaces shall be clearly marked for this use. Visitor parking may be open or covered and does not count as part of the covered parking requirement described in subsection A4 of this section.

4. At least one space per dwelling unit of the off-street parking required in subsections (A)(1), (A)(2) and A)(3) of this section shall be located in a garage or carport.

5. Trailer parks shall have a minimum of one space for each unit, plus at least one additional space for each three units, none of which shall occupy area designated for access drives.

Source: Chapter 18.88 of the Pleasanton Municipal Code, 2011.

Pleasanton has created two procedures which have reduced development standards from those required for conventionally zoned developments. One is the Core Area Overlay District, which reduces parking, open space, and building setback standards for apartment developments in the City's Downtown area. It applies in both the RM (Multiple-Family Residential) and C-C (Central Commercial) Districts, thereby allowing for increased density and mixed uses in the Downtown, both of which can result in affordable housing at higher densities within walking distance of the Downtown commercial area. Several developments have taken advantage of these reduced development standards in recent years, such as Railroad Avenue Apartments and a fourplex/office development on Spring Street.

The second such procedure is the Planned Unit Development (PUD). The Zoning Ordinance does not specify any development standards for PUDs, instead creating standards on a case-by-case basis based on General Plan density, proposed housing type, City and developer objectives, opportunities to increase density and affordability, neighborhood issues, and environmental constraints. Density bonuses, whereby additional units are approved in exchange for making them affordable to lower-income households, have been approved under the PUD procedure, such as the Suncrest Townhomes on Santa Rita Road and

Rotary Commons on Palomino Drive. The City has been able to approve developments with higher overall densities, exceptions to the development standards and a greater number of affordable housing units through the PUD process than it would have been possible with conventional zoning.

The PUD process requires review at both the Planning Commission and City Council level. However, it allows great flexibility regarding the standards to be used and these standards can be tailored to specific sites, thus ensuring, for example, that sites near transit incorporate elements of Transit Oriented Development, and that a mix of land uses is allowed where appropriate. The City's adopted Housing Site Development Standards and Design Guidelines for Multifamily Development helps to ensure that the flexibility of the PUD process does not create uncertainty for potential developers.

The site development standards adopted for the Hacienda TOD (Sites 22, 23, and 24) and for the multi-family development sites (Sites 25 through 33) are shown in Table 34 Site Development Standards, above. The adoption of the Housing Site Development Standards, and Pleasanton TOD Standards and Guidelines for the BART property establish requirements for setbacks, open space, height, parking, and internal street and alley standards. Minimum densities (ranging from 30 to 40 units per acre) for these sites were established by rezoning which was adopted in January 2012.

Affordable Housing Bonus

The City provides for the development of affordable housing for lower-income households through its affordable housing bonus program, in accordance with state density bonus law (Government Code Section 65915 et seq.). The City amended the Municipal Code to outline specific provisions of this density bonus program in September 2013 (see Section 17.38 of the Pleasanton Municipal Code). When utilizing the affordable housing bonus program, the allowable density is increased by up to 100 percent for senior housing and 35 percent for non-senior housing.

Building Code

Pleasanton uses the California Building Code (CBC) which sets minimum standards for residential development and all other structures. The standards may add material and labor costs, but are felt to be necessary minimums for the safety of those occupying the structures. Modification of the Code in order to reduce the cost of housing would not be appropriate if it affects safety or adversely impacts neighboring properties.

The Building Division enforces energy conservation standards enacted by the state and Chapter 17.50 of the Pleasanton Municipal Code, Green Building, which generally requires new residential projects and residential additions greater than 2,000 square feet in size to incorporate Leadership in Energy and Environmental Design (LEED) or GreenPoint Rated measures. The standards may increase initial construction costs, but over time will result in energy savings.

Pleasanton's Building Code enforcement practices are complaint-driven, as are those of 70 percent of the local governments surveyed by the HCD.

The Building Division has adopted special construction rules primarily for safety related reasons, and to further clarify the requirements of the CBC. Examples of this are the Code requirements regarding increased pool height fencing for life-safety reasons and additional rebar requirements in soils susceptible to failure during an earthquake. These standards may increase initial construction costs, but over time will improve the safety of residents.

Dedications and Fees

Pleasanton requires payment of several fees either by ordinance or through conditions of development approval. All fees are tied to the City's costs of providing necessary services, such as plan-checking fees, or providing facilities, such as parks. The City waives certain fees, such as the low-income housing fee, for projects which fulfill specific City policies, such as the provision of lower-income housing. The City also requires physical improvements from developers, such as streets, as allowed under municipal regulatory power and the Subdivision Map Act. City fees are reviewed and adjusted periodically, while required improvements are established on a case-by-case basis depending on the on- and off-site improvements needed for individual projects.

The City collects various fees both for its own administrative services and facilities and for some outside agencies such as the Alameda County Flood Control and Water Conservation District. City fees include planning application fees, building permit and plan-checking fees, and engineering improvement plan-checking fees. Lower-Income Housing fees, from which affordable-housing developments are exempt, are collected in a fund which the City uses to develop affordable housing or to contribute toward affordable-housing developments built by nonprofit or for-profit developers. Park dedication fees help the City meet its parkland obligations for developments which do not provide public parks, and regional traffic fees are collected to mitigate area-wide traffic impacts of new development in the Tri-Valley area. The table below summarizes development fees for a typical multi-family and single family development in Pleasanton. The City building and permit fees, as of March 2014, are listed in **Table 35**. This table includes planning permit fees. For purposes of analysis, the table assumes the most expensive scenario for planning fees, including costs of both a PUD application ($2,000) and a subdivision map ($2,300). Other planning permit fees can be as inexpensive as $25 for administrative design review, but are not used for analysis below.

Table 35: Building and Development Impact Fees

	Fee Type	Single-Family	For 30-Unit Single Family Project	Multi-Family Unit	For 170-Unit Project
1	Building Permit and Plan Check Fees[1]	$7,600	$228,800	Avg $1,700/unit	$289,033
2	Local Water Connection Fee	$3,000	$90,000	Avg $56/unit	$9,600
3	Local Water Meter Fee	$570	$17,100	Avg $5/unit	$910
4	Local Sewer Connection Fee	$500	$15,000	$330/unit	$56,100
5	Public Facilities Fee	$4,722	$141,660	$2,880/unit	$489,600
6	Low-Income Housing Fee	$10,880	$326,400	$2,696/unit[2]	$458,320
7	Local Traffic Impact Fee	$4,700	$141,000	$3,289/unit	$559,130
8	In-Lieu Park Dedication Fee	$9,707	$291,210	$7,969/unit	$1,354,730
9	GIS Mapping Fee, $0.002/sf site	$12	$360	Avg $3/unit	$488
10	Zone 7 Water Connection Fee	$24,030	$720,900	Varies -Avg $1,131/unit	$192,240
11	DSRSD Sewer Connection Fee	$14,385	$431,550	$9,479/unit	1,611,430
12	Tri-Valley Transportation Fee	$2,313	$69,390	$1,472/unit	$250,240
13	Zone 7 Drainage Fee, $1.00 / sf	$3,000	$90,000	$1.00/sf	$177,250
14	PUSD School Impact Fee	20,220	606,600	$3.04/sf	$538,840
Total per unit and per project Permit and Impact Fees		**$105,639**	**$3,169,170**	**$35,223[3]**	**$5,987,977**
15	PUD Application Fee	n/a	$2,000	n/a	$2,000
16	Subdivision Map Fee	n/a	$2,300	n/a	n/a
Total Processing, Permit and Impact Fees; and per unit		**$105,639**	**$3,173,470**	**$35,223[3]**	**$5,989,977**

Source: City of Pleasanton Community Development Department.
Notes:
1. Project assumptions include the following.

- *For single-family development, the estimate assumes:*
  - *3,000 sq ft home with an 800 sq ft garage*
  - *6,000 sq ft lot*
  - *4,000 sq ft impervious surface*
  - *1-inch water meter for each home*
  - *30 unit project*
- *For the multi-family project, the estimate assumes:*
  - *170 units on 5.6 acres*
  - *4,000 sq ft recreation and pool facility*
  - *177,250 gross sq ft of residential development*
  - *275 parking spaces (175 in garage; 200 surface parking)*
  - *38,000 sq ft walkways, 58,000 sq ft landscaping, 122,000 sq ft of impervious surface*
  - *One 2-inch water meter*

2. Low Income Housing Fee not paid on MF units restricted to lower-income households.
3. Per-unit estimate calculated by dividing total for 170-unit project by 170 units.

A range of planning fees apply, depending on the type of approval required. The City's planning fees are presented in **Table 36**, current as of March 2014.

Table 36: Planning Fees

Administrative Design Review	**$25**
Conditional Use Permit	$150
Condominium Conversion	$50
Design Review	**$50**
General Plan Amendment	$250
Growth Management	$200
Initial Environmental Assessment	$25
Lot-Line Adjustment	$50
Minor Subdivision	$50
PUD Development Plan	$2,000
PUD Major Modification	$2,000
PUD Minor Modification	$25
Rezoning	**$250**
Site Design Review	$15
Specific Plan Amendment	$250
Tentative Map	$2,000 + $10/lot
Variance	$50

It is acknowledged that development fees add to the cost of housing since they are passed on to the housing consumer by developers. Fees cover the costs of specific services and facilities which accompany development, some of which had been paid by local government through their general funds before the passage of Proposition 13. While some of the fees that the City collects are controlled by the City of Pleasanton, others are not. The above-mentioned fees include school, water, sewer, tri-valley transportation, and South Livermore Agricultural Trust fees that are imposed by outside agencies over which the City has no control. Fees associated with agencies other than the City include Zone 7 Water connection fees, DSRSD sewer connection fees, Tri-Valley transportation fee, Zone 7 drainage fee and PUSD school impact fee.

Table 37 identifies the typical development fees for single-family and multi-family housing, summarizing information presented in earlier sections and tables from this report. The total fees for a single-family unit comprise approximately 23 percent of development costs, including the costs of land, fees, and construction. This assumes the cost for a single-family home on a 6,000- square-foot lot. The total fees for a multi-family unit constitute approximately 12 percent of development costs, accounting for construction, fee, and land costs for an average multi-family unit size of approximately 1,043 square feet constructed at a cost of $200 per square foot.

Table 37:Total Processing and Impact Fees for Single-family and Multifamily Units in Pleasanton per Unit

Housing Type	Total Fees per Unit	Estimated Development Cost per Unit	Estimated Proportion of Fees to Development Costs per Unit
Single-family Unit	$105,639	$460,616	23%
Multifamily Unit	$35,233	$300,000	12%

Source: City of Pleasanton 2014. Building-Cost.net 2014. PMC 2014; Trulia.com

Notes: Single-family development cost assumes building costs, fees, and the costs of land. Land costs based on a survey of costs of vacant land, which averaged at $612,257/acre, or $84,333 per 6,000 square foot lot.

While fees add to the cost of housing, Pleasanton's are not unusual for the Tri-Valley Area or the Bay Area. As shown below in **Table 38**, the City's building permit plan check and inspection fees are generally lower than those of surrounding jurisdictions. The City's plan check and inspection fees may be reevaluated in the future to be more closely commensurate with the City's costs to inspect and plan check.

Table 38: Building Permit and Building Plan Check Fee Comparison

Type of Project	Pleasanton	Livermore	Dublin	San Ramon	Fremont	Walnut Creek
New House (2,000 sq. ft.)	$4,935	$4,778	$5,966	$6,359	$4,413	$7,736
New 8 Unit Residential Condominium Project (13,500 sq. ft.)	$24,193	$13,802	$27,409	$21,435	$17,772	$30,135

Source: City of Pleasanton Building Division, January 2014.

Development Process and Permit Procedures

The intent of Pleasanton's development review process is to ensure a comprehensive, inclusive process in the least practical amount of time. It is the City's experience that processes which actively encourage citizen participation and input into new development projects have a much better chance of being approved while avoiding the added time and cost of preparing full environmental impact reports (EIRs) and reducing the risk of legal challenge.

While the City uses both conventional zoning and PUDs, most new housing developments are processed under the PUD procedure, for the reasons described above. In some cases, where new development is proposed for large, undeveloped or underdeveloped areas with a series of problems such as infrastructure financing, environmental sensitivity, and a variety of property owners, the City uses the specific plan process to master plan the uses/densities and financing mechanism necessary for development of the area. The specific plan is followed by pre-zoning and annexations for unincorporated areas, or directly by PUD rezoning and development plans for areas already within City boundaries.

For the formal PUD submittal, developers prepare a comprehensive development package consisting of site plans, grading plans, landscape plans, building architecture or design guidelines, and case-specific studies such as traffic reports and acoustical analyses. These documents are reviewed by staff, the public is notified and input received, and public hearings are held by the Planning Commission and City Council.

In some cases, the Housing Commission first considers the project to make recommendations and to assess the affordability of the project and its compliance with the Inclusionary Zoning Ordinance; this occurs during, not after, staff's review of the project. The environmental review for these projects is usually an EIR or Negative Declaration (or Mitigated Negative Declaration), unless the project is within a Specific Plan area for which an EIR was previously prepared, in which case no further environmental analysis occurs. The Planning Commission makes its recommendation to the City Council, which adopts an ordinance approving a PUD development plan. The City's goal is to process PUD applications within 6 months; however, an application can take longer to process depending on its complexity, such as when an EIR is required by the California Environmental Quality Act (CEQA).

The City encourages, prior to submittal of a formal PUD application, the use of the Preliminary Review process. Although not required, the City has found that this three-to four-week review process facilitates and shortens the overall process. No fee is required and detailed plans are not encouraged; submittal of a rough site plan and conceptual building designs is sufficient to achieve the intended purpose, which is to identify key issues, make suggestions to improve the project, and assign a staff person to work with the developer. In some cases, neighborhood meetings or workshops conducted by the Housing Commission or Planning Commission are held.

Development in conventional zoning districts requires only design review and possibly conditional use permit approval. These typically require Planning Commission and sometimes City Council approval, although the City has been streamlining its use-permit process and has amended its Code to allow approval of second units at the staff level. Shelters, transitional housing, and non-PUD multiple-family housing developments would also go to the Planning Commission. If they are handled with a Negative Declaration or are categorically exempt, it is the City's goal to process these applications within approximately eight weeks; however, the process can be longer depending on the complexity of the application. Variances, minor subdivisions, lot-line adjustments, design review for single-family homes, and minor changes to approved PUD's and design review projects are also handled administratively. It is the City's goal to process these applications within six weeks.

The City's review process is coordinated so that staff's planning, building, and engineering review occurs simultaneously through a Staff Review Board. Furthermore, after project approval is obtained, these divisions work together in the building permit and final map processes so that plan check occurs simultaneously among all divisions to streamline this portion of the process. The Building and Safety Division coordinates the plan-check and permit-issuance procedure, while the Engineering Division coordinates the final map approval process. For projects which have been approved, the Building Division offers an expedited outside plan check process. Policy 31 of Pleasanton's 2003 Housing Element allows for an expedited permit process as an incentive for housing developments which include at least 25 percent very-low and low-income housing unit held in perpetuity. This policy is incorporated in Pleasanton's 2015-2023 Housing Element.

In general, the Planning, Building, and Engineering Divisions staff the public information counter nine hours a day, five days a week to assist applicants and the general public. At the counter are a series of handouts on the City's various review procedures which describe the process, list submittal requirements, and provide a review flowchart/timeline. For some areas of the city, there are design guidelines which indicate the types of development and architectural styles preferred for that area so that property owners and developers know in advance the type of proposal which would be likely to get approved. Also available at the counter are frequently used Code sections, application forms, copies of recent publications, and contact information for City Council members and Commissioners.

There are many factors which influence the cost and supply of housing, both market-rate and affordable, in the Bay Area. The availability of a plentiful, unconstrained, and inexpensive supply of land and a risk-free approval process would encourage housing development at affordable prices. As is currently the case with virtually all communities in the Bay Area, those conditions are no longer present in Pleasanton. Pleasanton is part of a very large housing market, and without government intervention, much less

affordable housing would be built. Citizen concerns over freeway congestion, environmental quality, and availability of drinking water supplies, among many other issues, have led to federal and state mandates which often increase the time, cost, and risk of the local development review processes. Complying with requirements such as urban storm-water runoff, wetland mitigation, and wildlife preservation are Pleasanton's goals as well, and the City strives to streamline its development review process to produce housing at all levels while meeting these requirements. With respect to the other communities in the Bay Area, the City of Pleasanton's development review process compares favorably in terms of timing and cost; therefore, it cannot be concluded that the process alone is a significant constraint to the production of housing. Nevertheless, the City is aware of the need to maintain a process favorable to housing development, and it maintains a staff development coordination committee to continue working to remove barriers to the process.

On- and Off-Site Improvements

New development is required to provide public improvements to serve its new residents. The City has adopted engineering standards to inform developers of how these improvements should be constructed, and these standards are reduced where appropriate to save costs or to enable a better fit of the project with the surrounding area (such as reduced street widths for hill area developments). Public improvement obligations include providing streets, curb, gutter, sidewalks, storm drainage, sewer connections, water connections, fire department access, street lights, and clean water-runoff measures. While additional development costs, these improvements are unavoidable in that they provide the necessary facilities and services needed and demanded by residents living in an urban/suburban environment.

The site development standards adopted for the Hacienda TOD (Sites 1, 2 and 25) and for the multi-family development sites (Sites 20, 21, 26, 34, and 37) are shown in Table 34 Site Development Standards Table. These design standards include required setbacks, internal street and alley widths, and open space requirements consistent with creating desirable and safe living environments. Most of the multi-family development sites included in the City's inventory are infill sites which do not require the development of new public streets. Multi-family development applications were recently approved for Hacienda Sites 1 and 2 where BRE, developers of multi-family housing, propose to built 500 units. Thus, the on- and off-site improvements required by the City do not unduly constrain multi-family residential development.

Occasionally the City requires off-site improvements in areas where further development will occur, and it sets up reimbursement agreements so that future developers will reimburse the original developer for those costs. Other mechanisms to "front" public improvement costs include assessment districts and specific plan finance agreements. The City will typically contribute towards the cost of public improvements for affordable-housing developments with money from its Lower-Income Housing Fund.

Codes and Enforcement

The City's building and zoning enforcement is handled by one senior Code Enforcement officer. Working mainly on a complaint basis, Code Enforcement identifies zoning and building Code violations and work with the property owners and Planning and Building Division staff to resolve and legalize these violations. Another function of the Code Enforcement officer is to identify housing units which are substandard, overcrowded, or unsafe and to work together with other City staff to remedy these deficiencies. The impact of these efforts on the development of affordable housing is considered minor, but their impact on housing safety and on maintaining decent housing conditions is considered major. By requiring repair, maintenance, and compliance with building and fire Codes and zoning setbacks, the City's Code Enforcement program has eliminated hazardous conditions which are a threat to housing and residents of all income levels.

Housing Constraints for Persons with Disabilities

The major constraint with providing housing which meets the needs of persons with disabilities in Pleasanton is the added cost of providing the physical improvements and features which accommodate the needs of persons with disabilities. In many cases, persons with physical, mental, or developmental disabilities are also low-income, making it difficult for them to afford the added costs of the physical improvements needed to make their living areas accessible to them. The location of accessible housing is also a constraint, since housing for people with disabilities is best located where services and transportation are available for these community members. The additional costs, plus the reluctance of the development community to provide accessible units for a relatively small proportion of the housing market, result in an inadequate number of such units for the need. As such, local government has an obligation to assist in meeting this need, working with nonprofit agencies and housing developers to provide accessible housing.

The City of Pleasanton has addressed the need for housing for persons with disabilities in several past projects. For example, the City used federal HOME funds to construct four apartments within the Promenade project (a tax credit family apartment project) with all of the amenities needed for households with a person with physical disabilities. An additional four units in the complex were reserved for persons with developmental disabilities. The City has also used HOME funds to assist the acquisition of residential properties by Tri-Valley REACH (formerly HOUSE, Inc.) to provide housing for adults with developmental disabilities who can live independently with supportive services. In 2006, the City Council adopted Senior Housing Guidelines to provide a framework to help guide the planning, design, and review of new senior housing developments in Pleasanton. The guidelines incorporate many of the standards of Universal Design to promote the creation of new housing where residents will be able to age in place.

Among the City's housing goals is the provision of specially-designed housing for persons with disabilities in appropriate locations. A number of Housing Element programs specifically address ways for this goal to be accomplished. These include requiring as many units as is feasible to be accessible and adaptable to persons with disabilities within large rental projects, using a portion of the City's Community Development Block Grant (CDBG) funds for developers of special needs housing and service providers, setting aside a portion of the City's Lower-Income Housing Fund for housing which accommodates persons with physical, mental, and developmental disabilities, encouraging the production of housing for persons with disabilities in infill locations where services are available, and encouraging group homes/community care facilities for six persons or less throughout the City. These programs result in the use of City resources to help fund modifications to make units adaptable and accessible to persons with disabilities and to help fund the development of new accessible units.

Through its design review and plan-check procedures, the City ensures that the legally-required number of parking spaces for persons with disabilities is provided for all developments. Under its PUD process, the City has reduced the number of parking spaces for assisted-living and other special-needs housing projects where it is shown that the demand for the Code-required parking does not exist.

The City's review process is not considered to be a constraint to the development of housing for individuals with disabilities since there are no special requirements or procedures for such housing. The City complies with state law regarding allowing group homes with six or fewer individuals by right with no review. Group homes with seven or more occupants require conditional use permits by the Planning Commission at a public hearing where surrounding neighbors receive notification. There are no spacing requirements or other standards or pre-conditions to limit their establishment. The City long ago re-defined "family" to include unrelated individuals living as a housekeeping unit, removing that impediment to fair housing. The addition of ramps and most other improvements needed to retrofit homes for accessibility are approved administratively; only exterior changes over ten feet in height require design review, and those are handled administratively and expedited. "Over the counter" approvals, such as the ramps, have no Planning fees, and the fee for Administrative Design Review is $25.00.

The City uses its Building Code and plan-check process to ensure compliance with Title 24 and the Americans with Disabilities Act (ADA) accessibility and adaptability requirements. The City has adopted the 2013 CBC (based on the 2012 International Building Code), and it has not adopted any amendments which diminish the ability to accommodate persons with disabilities. The City's Building and Safety Division ensures that access provisions for persons with disabilities are incorporated into plans as part of the plan-check process, and building inspectors check to make sure that they are built as part of the project. The City's development services center includes lower counters to make it accessible for individuals in wheelchairs so that accommodations are made for the issuance of planning and building approvals. The City is currently conducting a citywide analysis for ADA compliance in its public buildings.

As stated in the "Special Needs Housing" section, the City supports a number of facilities and services which address housing needs for persons with disabilities within Pleasanton (a few of which are in or near the downtown) and the Tri-Valley area.

Reasonable Accommodation

Both the federal Fair Housing Act and the California Fair Employment and Housing Act direct local governments to make reasonable accommodations (i.e., modifications or exceptions) in their zoning laws and other land use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. For example, it may be reasonable to accommodate requests from persons with disabilities to waive a setback requirement or other standard of the Zoning Ordinance to ensure that homes are accessible for the mobility impaired. Whether a particular modification is reasonable depends on the circumstances. In February 2013, the City adopted a formal Reasonable Accommodations for Persons with Disabilities procedure (see Section 18.86 of the Pleasanton Municipal Code).

Mid-Point Densities

The General Plan indicates density ranges for residential development so that various zoning districts can be consistent with the General Plan and to enable developments of varying densities to be built under each residential land use designation. The mid-point of the General Plan density ranges designates holding capacity so that the City can plan its infrastructure, facilities, and services to accommodate new development. This concept acknowledges that development will occur both under and over the mid-point, while in general averaging towards the mid-point at build-out.

The Medium Density and Low Density Residential General Plan designations are discrete density ranges, and the mid-point, in addition to being used for holding capacity, indicates a density above which project amenities are provided to compensate for the added density of housing built. However, in the High Density Residential designation (8 or more units per acre), there is no upper density limit and there is no amenity requirement. Thus, the mid-point of the High Density Residential density range does not limit project density, nor does it constrain higher density, affordable-housing development.

Growth Management

The City adopted its first growth management ordinance in 1978, designed to regulate the location and rate of new residential growth in a period of sewage treatment constraints and air quality concerns.

In recent years, as fewer large residential development sites are available, and the number of residential units seeking building permits became significantly lower than the annual allocation, the growth management ordinance has not come into play. In 2010, the City amended its Growth Management ordinance to ensure that it did not prevent the City from approving residential development assigned to the City through the RHNA process. The City completed further revisions to the Growth Management Program in 2012 and 2013 to ensure that the program does not prevent achieving the RHNA target. A

Growth Management Report was presented to the City Council on October 15, 2013, determining that the annual unit allocation commencing July 1, 2014, through June 30, 2022, shall be 235 units, consistent with RHNA allocation requirements.

Urban Growth Boundary

The City's Urban Growth Boundary has been incorporated into Pleasanton's General Plan as an expression of the practical limits to the City's physical boundaries. The northern and parts of the eastern boundary lines represent other City limits, Dublin and Livermore, respectively, beyond which Pleasanton cannot extend. The western and southern boundaries, comprised of steep slopes and ridgelands, reflect the joint policies of the City, Alameda County, and the Local Agency Formation Commission (LAFCO) to avoid development in topographically and environmentally constrained lands and encourage development within infill areas of existing City limits. Its intent is not to limit growth but to promote "smart growth" by focusing new housing in areas which can be readily serviced and which avoid major environmental issues. The City's analysis of approved and potential new units shows that the City can meet its share of the regional housing needs within its Urban Growth Boundary.

East Pleasanton is the only area where the Urban Growth Boundary limits the extent of development in an area where development is feasible. In this area, approximately 100 acres of incorporated land lies outside the Urban Growth Boundary, approximately 75 acres of which is potentially developable as residential uses. (The other 25 acres is located within the Livermore Airport Protection Area which prohibits residential development.) However, the East Pleasanton Specific Plan area also includes approximately 100 acres of vacant land remediated from previous mining operations that are within the City limits and within the Urban Growth Boundary. As such, the boundary serves to discourage sprawl but still provides sufficient land within its borders to accommodate several decades of growth without impact to cost, supply, timing, and affordability of housing.

The City can also be pro-active in the attainment of housing affordability. Sending positive signals to nonprofit and for-profit developers interested in building affordable housing through incentives can attract such development to the City. Creating educational programs to inform the public what "affordable housing" developments can look like and that they are intended to house people who may already live and work in the community are positive steps which government can take to overcome perceptions and to facilitate housing to meet the community's needs.

Evaluation of Inclusionary Zoning as a Constraint

In 2000, the City's Housing Commission developed an Inclusionary Zoning Ordinance (IZO) which modified the City's requirements for the provision of affordable housing by the builders of new residential projects. With the increasing cost of housing in recent years and the diminishing availability of land, the Commission found it critical to increase the City's efforts to acquire affordable housing through new development. The IZO requires that any new single-family residential development of 15 units or more must provide at least 20 percent of its units at a below-market sales price (or at least 15 percent of the total units for multi-family developments). Developers must seek the approval of the City Council in order to utilize an alternative, such as payment of a fee in lieu of constructing the affordable housing.

In 1994, the California Coalition for Rural Housing (CCRH) conducted the first statewide survey on inclusionary housing and found that 12 percent of statewide jurisdictions had an inclusionary program. In 2003, CCRH and Non-Profit Housing Association of Northern California (NPH) collaboratively conducted a follow-up survey, which revealed that the number of jurisdictions with inclusionary housing had jumped to 20 percent. The 2003 survey generated interest in obtaining more precise production data on the types of housing built and the income levels served. In 2006, a new study was launched to determine the growth in inclusionary programs statewide, and provide a detailed snapshot of the housing that is being produced by these programs. Affordable Housing by Choice — Trends in California Inclusionary Programs (NPH 2007) is the most recent survey of inclusionary ordinances statewide. The study looked

at housing produced through inclusionary programs from January 1999 through June 2006 and found that:

(1) Nearly one-third of California jurisdictions now have Inclusionary Programs.

(2) More than 80,000 Californians have housing through Inclusionary Programs.

(3) Most Inclusionary housing is integrated within market-rate developments.

(4) Inclusionary housing provides shelter for those most in need — nearly three-quarters of the housing produced through Inclusionary Programs is affordable to people with some of the lowest incomes. These findings shed new light on the popular perception that inclusionary policies create ownership units mostly for moderate-income families.

(5) Lower-income households are best served through partnerships — When market-rate developers work with affordable housing developers to meet their inclusionary requirement, the units are more likely to serve lower-income households. Joint ventures play a particularly important role in developing units for households most in need. One-third of all the housing built through Inclusionary Programs resulted from such partnerships.

Table 39:Comparison of Inclusionary Requirements

Jurisdiction	Minimum Project Size	Percent Required	Incentives
Pleasanton	15 units	15% (20% for single family projects)	Alternatives to construction of units on-site, fee waiver, design modifications. State Density Bonus, use of City funds, priority processing.
Livermore	11 units for construction. Smaller projects required to pay in-lieu fee.	15% (10% in Redevelopment Plan areas)	Alternatives to construction of units on-site, second units. State Density Bonus, fee waiver, design modifications, use of City funds, priority processing.
Dublin	20 units	13%	Alternatives to construction of units on-site, State Density Bonus, density flexibility, fee waiver, design modifications, use of City funds, priority processing.
Hayward	20 units	15%	Alternatives to construction of units on-site, State Density Bonus, fee waiver, design modifications, use of City funds, priority processing.
Fremont	7 units	15%	Alternatives to construction of units on-site, State Density Bonus, design modifications.
San Rafael	2 units	2-10 units:10%; 11-20 units: 15%; 21+ units; 20%	Alternatives to construction of units on-site, State Density Bonus, design modifications, density bonus.
Napa	2 units	10%	Conversion to affordable housing, in-lieu fee, land dedication, off-site construction, State Density Bonus, fee waiver, design modifications, use of City funds, priority processing.
Foster City	Larger sites with Redevelopment Area	(15% requirement) but up to 30% because of the contributions and incentives provided by the City.	Redevelopment, Alternatives to construction of units on-site, State Density Bonus, density flexibility, fee waiver, design modifications, use of City funds, priority processing.
San Mateo	11 units	10%	Alternatives to construction of units on-site, State Density Bonus, density flexibility, fee waiver, design modifications, use of City funds, priority processing.

Pleasanton Inclusionary Requirements

Pleasanton's inclusionary requirements help to achieve the City's affordable housing goals by increasing the production of residential units affordable to households of very low, low, and moderate income either through construction of units or by providing funds for affordable housing. Another purpose of the requirement is to ensure that the remaining developable land in Pleasanton is utilized in a manner consistent with the city's housing policies and needs. For all new single-family residential projects of 15 units or more, at least 20 percent of the project's dwelling units must be affordable to very low, low, and/or moderate income households. The court in *Palmer/Sixth Street Properties v. City of Los Angeles* (175 Cal. App. 4th 1396 (2009)) held that local inclusionary requirements requiring rent restricted units violate the Costa-Hawkins Act, which allows landlords to establish the initial rent for new units and adjust rents to market levels whenever a unit is vacated. Following the restrictions imposed by the *Palmer* case, the City continues to strive to voluntarily negotiate affordable housing agreements meeting the goals of the IZO consistent with state statutory and common law. The City attempts to maintain 15 percent of the total number of units of all new multiple-family residential projects containing 15 or more units be affordable to very low- and low-income households. Commercial, office, and industrial development are also required either to construct units or pay an in-lieu fee.

Inclusionary units must: (1) be dispersed throughout the project unless otherwise approved by the City; and, (2) be constructed with identical exterior materials and an exterior architectural design that is consistent with the market rate units in the project. However, inclusionary units can be of smaller size than the market units in the project and they may have fewer interior amenities than the market rate units in the project. Other requirements are that the inclusionary units remain affordable in perpetuity through recordation of an affordable housing agreement, and that the inclusionary units in a project be constructed concurrently within or prior to the construction of the project's market rate units.

The *Palmer/Sixth Street Properties v. City of Los Angeles* case resulted in the inability to enforce certain aspects of the IZO with regard to rental housing projects, although developers may still choose to voluntarily comply. The City applies the IZO consistent with state statutory and common law. The City is currently exploring alternatives regarding rental housing projects and has included Program 17.1 to review and amend the IZO within a year of the Housing Element certification.

Pleasanton Inclusionary Flexibility and Incentives

The primary emphasis of the inclusionary zoning ordinance is to achieve the inclusion of affordable housing units to be constructed in conjunction with market rate units within the same project in all new residential projects. However, since this may not always be practical, the City allows alternative ways for a development to meet its inclusionary requirement. At the discretion of the City, alternatives include: construction of units off-site at a location within the city other than the project site; land dedication; credit transfers if a project exceeds the total number of inclusionary units required; alternate methods of compliance as approved by the City Council; and payment of a lower income housing fee.

The following incentives may be approved for applicants who construct inclusionary units on-site: (1) fee waiver or deferral; (2) design modifications (reduced setbacks; reduction in infrastructure requirements; reduced open space requirements; reduced landscaping requirements; reduced interior or exterior amenities; reduction in parking requirements; and height restriction waivers); (3) use of available lower income housing funds for the purpose of providing second mortgages to prospective unit owners or to subsidize the cost of a unit to establish an affordable rent or an affordable sales price; and (4) priority processing of building and engineering approvals.

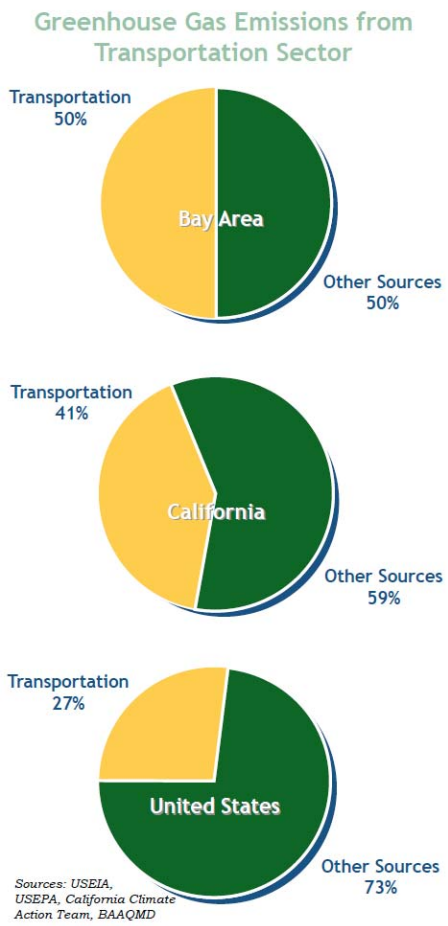
Evaluation

The City of Pleasanton's inclusionary requirements are similar to those of other jurisdictions in Alameda County and similar size communities in the Bay Area and are not a constraint to the production of housing. In general, inclusionary requirements in the Bay Area range from 10 percent up to 25 percent,

with the majority of jurisdictions requiring 15-20 percent of the units in projects to be affordable to very low-, low-, and moderate-income households. Projects have been submitted recently that provide further evidence of the feasibility of developing units under the City's inclusionary requirements. Many communities offer a variety of concessions or incentives for construction of affordable units, including but not limited to, density bonuses or incentives of equal financial value, waiver or modification of development standards, provision of direct financial assistance, and deferral or reduction of payment of fees.

The general range for the size of projects requiring the construction of affordable units (and tipping of inclusionary requirements) is at 10 or more units. However, there are jurisdictions in that require the payment of fees for smaller projects. Those jurisdictions require a proportional fee based on the size of the project.

E SUSTAINABILITY, CLIMATE CHANGE AND ENERGY



The City of Pleasanton encourages resource conservation in residential projects. The use of energy and water conservation, alternative energy, and "green building" measures has become a major priority of the City due to energy cost increases and the general recognition that continuing demand for energy and water has implications for environmental quality and the ability of energy and water suppliers to meet this demand. The use of resource-conserving measures can greatly reduce the ongoing costs of heating, cooling, and water by reducing the need for electricity, natural gas, and water. As energy and water prices rise, they become a higher proportion of the overall cost of housing, and they can have a major impact on the ability of households to meet their monthly housing budget. This is a concern for households at all income levels, but particularly very low-, low-, and moderate-income households.

All residential projects are reviewed for opportunities to maximize natural heating and cooling through the climate orientation of lots and buildings, and the use of appropriate landscaping and street trees. Residential structures must meet all requirements of the CBC with respect to energy saving materials and designs. The use of innovative, cost-effective materials and designs to exceed these Code requirements is encouraged. City policies, together with the General Plan Map, also encourage the location of higher-density residential projects within walking distance of transit stops, commercial centers, and employment sites, thereby reducing consumption of gasoline.

Sustainability, climate action planning, and energy conservation are local, regional and national concerns. According to the Environmental Protection Agency (EPA), "Smart growth development practices support national environmental goals by preserving open spaces and park land and protecting critical habitat; improving transportation choices, including walking, bicycling, and transit, which reduces emissions from automobiles; promoting brownfield redevelopment; and reducing impervious cover, which improves water quality."

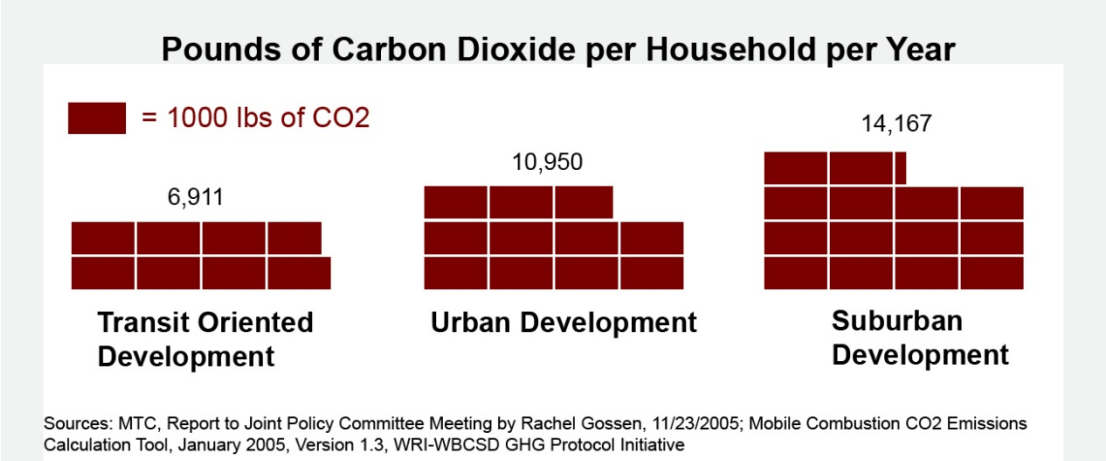
Sustainability and Climate Change

A major focus of federal, state, and local governments on new urbanism, smart growth, and transit-oriented development is the revitalization and densification of cities, with a goal of making cities across America walkable, mixed-use communities, with pedestrians and bicycles given top priority over automobiles. This goal includes a serious focus on increasing use of bicycles, buses and trains as major forms of transportation.

The Metropolitan Transportation Commission (MTC) has evaluated commuting patterns of people that live within half a mile of a transit center, versus those who live in urban and suburban areas (Report to Joint Policy Commission by R. Gossen, 11/23/2005). They found that being in transit-oriented development dramatically reduces the number of car trips that people take and the total vehicle miles traveled. A typical suburban household drives just over 40 miles a day, which causes over 14,000 pounds of CO2 a year (see figure below). A typical resident in a transit-oriented development drives half that distance, and consequently produces half as much carbon dioxide.

One of the best ways of reducing the number and length of car trips is by providing walkable communities that offer a mix of housing, retail and commercial buildings, all near varied transportation options (called transit oriented developments). This alone reduces vehicle miles by 30 percent and adds to the quality of life of residents (Growing Cooler, Urban Land Institute, 2008).

A large part of the reduction in CO2 is because residents who live near transit use it. According to the MTC, over 30 percent of households in transit-oriented developments commute by public transit. The state's AB 32 global warming legislation and newly passed SB 375 will place increasing emphasis on sustainable community patterns regionally that incorporate feasible balances between jobs and housing, and emphasize transit oriented development near major transit stops or high quality transit corridors (train and bus) identified in the regional transportation plan.



Energy Conservation

Housing Elements are required to identify opportunities for energy conservation. Energy costs have increased significantly over the past several decades, and climate change concerns have increased the need and desire for further energy conservation and related green building programs. Buildings use significant energy in their design, construction and operation. The use of green building techniques and materials can significantly reduce the resources that go into new construction and can make buildings operate much more efficiently. One common definition of green building is "design and construction practices that significantly reduce or eliminate the negative impacts of buildings on the environment through energy efficiency and renewable energy, conservation of materials and resources, water efficiency, site planning and indoor environmental quality."

Title 24 of the California Administrative Code sets forth mandatory energy standards for new development, and requires adoption of an energy budget. In turn, the home building industry must comply with these standards while localities are responsible for enforcing the energy conservation regulations. In addition, in January 2011 CALGreen became effective established mandatory minimum Green Building requirements throughout California.

The City enforces energy conservation standards enacted by the state and Chapter 17.50 of the Pleasanton Municipal Code, Green Building, which generally requires new residential projects and residential additions greater than 2,000 square feet in size to incorporate Leadership in Energy and Environmental Design or GreenPoint Rated measures, and policies and programs incorporated into the General Plan. In July 2009, the City of Pleasanton adopted a General Plan which includes housing policies and programs for existing and new units related to green building, energy conservation, energy efficiency, water conservation, climate change, and community character.

Implement the applicable housing related air quality, climate change, green building, water conservation, energy conservation, and community character programs of the Pleasanton General Plan, including: Policy 6 and programs 6.1 and 6.3 of the Air Quality and Climate Change Element; Programs 1.5, 1.7, 1.8, 1.12, 1.13, 1.14, and 3.12 of the Water Element; Program 9.1 of the Community Character Element; and, Policies 2,3, 4, 6 and 7 and programs 2.1-2.7, 3.1-3.5, 4.1-4.3, 6.1-6.4, 7.1-7.3, and 7.6 of the Energy Element.

The 2015–2023 Housing Element also contains Program 45.2, which encourages consideration of utilizing the City's Lower-Income Housing Fund for low-interest loans to support alternative energy usage and significant water conservation in exchange for securing very-low- and low-income new and/or existing rental housing units.

The City of Pleasanton also established a Solar Affordable Housing Program in 2004. The program, which is administered in collaboration with GRID Alternatives (a private company), provides grant funds that are coordinated with volunteer labor and technical assistance to enable the installation of photovoltaic systems on deed-restricted homes that were purchased by eligible low income homeowners in Pleasanton. In addition to coordinating the labor, GRID assists the homeowners to obtain state subsidies resulting in no out-of-pocket costs to the homeowners. Low-income households benefit two-fold by promoting energy conservation while significantly reducing their monthly energy expenditures.

Energy Conservation Services by Pacific Gas and Electric

Pacific Gas & Electric (PG&E) provides a variety of energy conservation services for residents and PG&E also participates in several other energy assistance programs for lower-income households, which help qualified homeowners and renters, conserve energy and control electricity costs. These include the California Alternate Rates for Energy (CARE) program and the Relief for Energy Assistance through Community Help (REACH) program. CARE provides a 15 percent monthly discount on gas and electric rates to income qualified households, certain nonprofits, facilities housing agricultural employees, homeless shelters, hospices and other qualified nonprofit group living facilities.

The REACH program provides one-time energy assistance to customers who have no other way to pay their energy bill. The intent of REACH is to assist low-income customers, particularly the elderly, persons with disabilities, sick, working poor, and the unemployed, who experience severe hardships and are unable to pay for their necessary energy needs.