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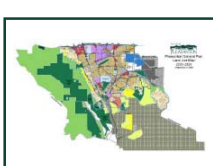
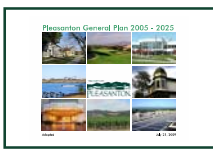
## **HOUSING ELEMENT**

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# **BACKGROUND**



Prepared ~~August~~February ~~2011~~2012



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## Section I

# Introduction

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## **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 five to seven years, and is subject to detailed statutory requirements and mandatory review by the State of California Department of Housing and Community Development — HCD. 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 7.5 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 the State Department of Housing and Community Development (HCD) to determine if HCD “certifies” the Housing Element is 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

- **ABAG (Association of Bay Area Governments):** 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 Region. ABAG also prepares biennial projections for jobs, households and population for the Bay Area as a whole and each jurisdiction.
- **Above Moderate Income Households:** Defined as households earning over 120% of the median household income. A family of four earning more than \$108,350 per year in 2010-2011 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.

- o **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.
- o **Extremely Low Income Households:** Government Code Section 65583(a) 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 (GC 65583 (a)(1)).” Extremely low income is a subset of the very low-income regional housing need allocation (RHNA) and is defined as households earning less than 30% of the median household income. A family of four earning less than \$27,100 per year in 2010-2011 is considered extremely low income.
- o **HCD (State Department of Housing and Community Development):** 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.
- o **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 fire fighter 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.
- o **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.
- o **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.
- o **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.

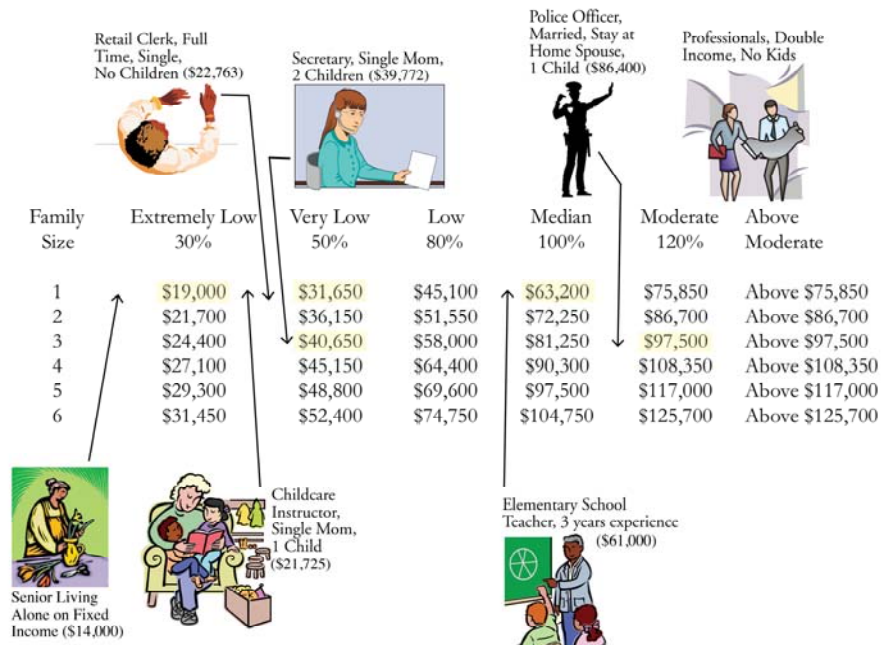
- o **Income Limits:** Income limits are updated annually by the U.S. Department of Housing and Urban Development (HUD) for Alameda County and are posted on the State Department of Housing and Community Development (HCD) website along with income limits established annually for State CDBG and HOME programs. HCD income limits regulations are similar to those used by HUD. Income limits should be consulted since they are updated annually. They can be found at <http://www.hcd.ca.gov/hpd/hrc/rep/state/incNote.html>. For additional information, see the HUD website at [www.huduser.org/datasets/il.html](http://www.huduser.org/datasets/il.html) and the City of Pleasanton Affordable Housing programs website at <http://www.ci.pleasanton.ca.us/community/housing/>.

**Alameda County (City of Pleasanton) FY 2010 Median Household Income Schedule**

Family Size	Section 8, CDBG, Inclusionary			Inclusionary		
	Extremely Low 30%	Very Low 50%	Lower 80%	Median 100%	Moderate 120%	Above Moderate
1	\$19,000	\$31,650	\$45,100	\$63,200	\$75,850	>\$75,850
2	\$21,700	\$36,150	\$51,550	\$72,250	\$86,700	>\$86,700
3	\$24,400	\$40,650	\$58,000	\$81,250	\$97,500	>\$97,500
4	\$27,100	\$45,150	\$64,400	\$90,300	\$108,350	>\$108,350
5	\$29,300	\$48,800	\$69,600	\$97,500	\$117,000	>\$117,000
6	\$31,450	\$52,400	\$74,750	\$104,750	\$125,700	>\$125,700

Source: Department of Housing and Urban Development, effective May 14, 2010

## City of Pleasanton and Alameda County 2010 Household Income



Source: Official State Income Limits for 2010 (Alameda County) as determined by the U.S. Department of Housing and Urban Development (HUD), adjusted for family size; the 2010 Area Median Income is \$90,300. Examples for the 2010 salaries are from California Employment Development Department for East Bay Area (Oakland-Fremont-Hayward MSA). Salaries for teachers and police officers are local to Pleasanton (sources are the Pleasanton Unified School District and City of Pleasanton in 2010).

- o **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.
- o **Lower Income Housing:** In general, the term “lower income housing” refers to housing affordable to 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.
- o **Low Income Households:** California Health and Safety Code Section 50079.5 provides that the low-income limits established by the U.S. 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% of the median household income, adjusted for family size, with some adjustment for areas with unusually high or low incomes relative to housing costs. A family of four earning between \$45,150 and \$64,400 per year in 2010-2011 is considered low income.
- o **Median Household Income:** The middle point at which half of the City's households earn more and half earn less. The “Median Family Income” for FY2010 for the Oakland-Fremont, CA HUD Metro FMR Area (Fair Market Rent Area), which includes the City of Pleasanton, is

\$90,300. By way of comparison, the 2000 Census Median Family Income for Alameda County was \$68,902.

- **Moderate Income Households:** Defined by Section 50093 of the California Health and Safety Code as households earning 80-120% of the median household income. A family of four earning between \$64,400 and \$108,350 per year in 2010-2011 is considered moderate income.
- **Persons per Household:** Average number of persons in each household.
- **PUD (Planned Unit Development):** 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.
- **RHNA (Regional Housing Needs Allocation):** The number of housing units determined by ABAG 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:** Supportive housing is permanent rental housing linked to a range of support services designed to enable residents to maintain stable housing and lead fuller lives. This type of housing has no limit on length of stay, is occupied by the target population (such as low-income persons with disabilities and certain other persons with disabilities) and is linked to onsite or offsite services that assist 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.
- **Transitional Housing:** Transitional housing and transitional housing development mean rental housing operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months. Transitional housing is a type of supportive housing used to facilitate the movement of homeless individuals and families to permanent housing. A homeless person may live in a transitional apartment for up to two-years while receiving supportive services that enable independent living.



- o **Very Low Income Households:** California Health and Safety Code Section 50079.5 provides that very low income limits established by the U.S. Department of Housing and Urban Development (HUD) establish the state limit for very low income households, which are households earning less than 50% of the median household income (adjusted as described for low-income households above). A family of four earning less than \$45,150 per year in 2010-2011 is considered low income.
- o **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, fire fighters 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, nurses, etc., may fall into the middle income brackets but still find it difficult to afford homes in the community where they work.

## C 2003 Housing Element Review

### Summary of Key Accomplishments

The City's 2003 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:

- **BMR Apartments.** Nearly 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 below-market rent 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, there are three projects that occupy the City's former 14-acre corporation yard site (The Promenade, Ridge View Commons, and The Parkview) that demonstrate a variety of housing types and also the City's willingness to contribute land and other assistance for affordable housing. (See Appendix F: History of Fee Waivers and other Financial Assistance for Affordable Housing.) Whereas the earliest BMR apartment projects had 15 year expiration terms, the most recent projects will remain affordable in perpetuity. Appendix G includes a listing of the BMR units in Pleasanton.
- **City Housing Programs.** The City of Pleasanton operates a number of housing programs to support affordable housing, including the City's Below-Market Rate (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 (HHSO) program (which uses CDBG, 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.

- **Homeownership Assistance.** In addition to the PHAP program which makes available homes for sale at below-market prices, the City established a Down Payment Assistance (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% 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 the City's Housing and Human Services Grant (HHSO) program, 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 the State Department of Housing and Community Development (HCD) to reserve four (4) 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 current effort to explore redevelopment options for 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. The photos below are of Kottinger Place.



- **Senior Affordable Housing.** There are presently over 400 apartments in Pleasanton that 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 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. 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 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.
- **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 an aging population), home maintenance and repair have increased in importance. The existence of an active housing rehabilitation program is seen as 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% 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). 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 program is through the 211 program which is a free, accessible, 3-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.

### **Overview of the 2003 Housing Element Goals, Policies and Programs**

Appendix A contains a detailed evaluation of each of the goals, policies and implementing programs contained in the 2003 Housing Element. The 2003 Housing Element covers the

following issues that are still relevant for the update as a way of organizing the City's goals, policies and implementing programs:

- A. Housing Variety, Type, and Density
- B. Housing Tenure
- C. Housing Affordability
- D. At-Risk Affordable Housing
- E. City Government Actions
- F. Growth Management
- G. Existing Housing Condition
- H. Housing Location
- I. Housing Discrimination
- J. Special-Needs Housing
- K. Environmental Protection

➤ **Provision of Adequate Sites for Housing.** The City has completed the rezoning and General Plan amendments necessary to accommodate the City's RHNA allocation as assigned to the City by ABAG (3,277 total units, including 1,076 very-low income units, 728 low-income units, 720 moderate-income units, and 753 above-moderate income).

#### **Review and Revision of the 2003 Housing Element — Summary of Key Changes**

In addition to continuing the programs identified under the accomplishments above, and updating policies and programs so they are current, the 2007-2014 Housing Element includes the following key changes based on review of the 2003 Housing Element:

~~➤ **Identification of Potential Sites for Multi-Family Housing.** The 2007-2014 Housing Element has undertaken an extensive evaluation and community outreach effort to identify existing and potential sites for higher density, multi-family housing, consistent with the City's Regional Housing Need Allocation (RHNA). The analysis and documentation of potential housing sites is covered in Section IV.B and Appendix B in this document. Policies and programs have been modified as applicable to higher density housing consistent with State law requirements and the City's ability to meet its RHNA. Policies also remove mention of the "mid-point" of the density range for affordable and mixed use developments.~~

➤ **Provision of Adequate Sites for Housing.** ~~The City will complete any and all rezoning and General Plan amendments that are necessary to accommodate the City's RHNA allocation, as assigned to the City by ABAG (3,277 total units, including 1,076 very-low income units, 728 low-income units, 720 moderate-income units, and 753 above-moderate income) prior to or concurrent with adoption of 2007-2014 Housing Element Update.~~ A new program is included to overcome any infrastructure constraints to affordable housing on a periodic basis, and the City will review and amend the Growth Management Ordinance as needed to reflect housing and infrastructure conditions and current housing needs.

- **Second Units.** The Housing Element includes a program to consider incentives (such as relaxing the parking and height limit requirements) to encourage the development of second units.
- **Condominium Conversions.** Programs are included to review the City's Condominium Conversion Ordinance to identify desirable changes to minimize the impact on and displacement of lower-income tenants and persons with disabilities.
- **Inclusionary Zoning Ordinance.** Continue to provide incentives such as reduced development fees, priority processing, and funding assistance for projects which provide the largest number of affordable units, including three bedroom units for large families.
- **Lower Income Housing Fund and Other Funding Sources.** Consider whether a joint non-profit /for-profit development should be a higher priority project due to its ability to potentially secure better funding and be developed. Other actions related to the Lower-Income Housing Fund and other funding sources include: (a) utilizing a portion of the City's Lower-Income Housing Fund, or the City's federal HOME and CDBG grants or other funds for housing projects which accommodate the needs of special housing groups such as for persons with physical, mental, and/or developmental disabilities; (b) 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; and, (c) survey older residential units and utilize the City's Lower-Income Housing Fund, Federal funds, and other funds to provide low-interest loans to retrofit existing residential units for very-low- and low-income rental units with three bedrooms for large families.
- **Universal Design.** Meet the needs of persons with disabilities and to allow for aging in place (features such as adjusted counter heights, wider doorways, wheelchair accessible bathrooms, etc.) for as many low- and very-low income units as is feasible within large rental projects. Require Universal Design in some units in residential projects receiving governmental assistance (tax credits, land grants, fee waivers, or other financial assistance). Consider including Universal Design and visitability features in new residential developments to improve the safety, utility, and home accessibility for people aging in place and for people with disabilities.
- **Consistency with the General Plan and Sustainability Policies of the City.** 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.

- **Non-Discrimination Actions.** Implement Resolution 10-390, requiring enhancements to existing non-discrimination housing policies. As part of the City's Consolidated Annual Performance Evaluation Report approval, or other time deemed appropriate, the City Manager will present a report regarding the City's efforts to fulfill Resolution 10-390, the success of the efforts and the plan and proposals to attract well-designed affordable housing for families with children in the future.
- **Outreach.** The City will coordinate a workshop with non-profit developers and owners of sites rezoned to accommodate affordable housing for the purpose of facilitating discussion regarding potential opportunities, programs, financial support, etc. The City will utilize its Lower-Income Housing Fund, Federal funds, and/or other funds/financial support to assist with the acquisition of a site or to assist with development of an affordable project with three bedroom units for families by a non-profit housing developer.
- **Zoning for Homeless, Transitional and Supportive Housing (SB2 Requirements).** Revise the Zoning Title of the Pleasanton Municipal Code within one year of the adoption of the Housing Element to accommodate emergency shelters, supportive housing, and transitional housing consistent with SB-2.

## D Public Participation in the Preparation of the Housing Element

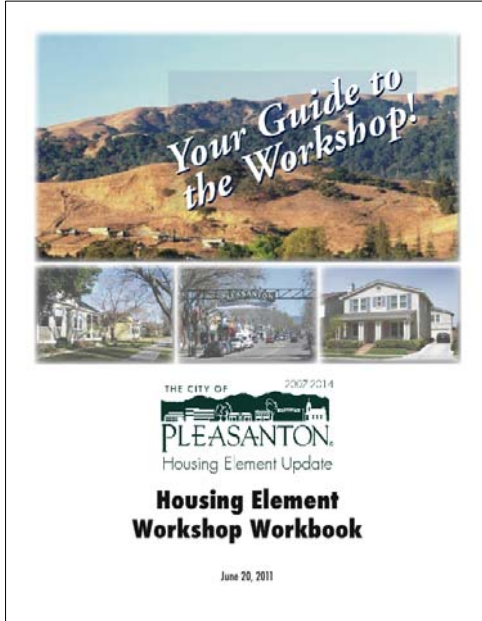


In October 2010, the City Council appointed an 11-member Housing Element Update Task Force comprised of two City Council members, two members of the Planning Commission, two members of the Housing Commission, and five at-large members. The Task Force was charged with identifying potential sites for housing, reviewing possible policies and programs for the Housing Element, and ensuring extensive outreach to the community. All Task Force meetings were open to the public and were

noticed to the mailing list and on the City's website<sup>1</sup>. The Task Force met on nine occasions.

The City of Pleasanton also hosted four Community Workshops to get community feedback and assistance in identifying potential sites for housing and to obtain ideas and suggestions for the

Housing Element update. The first three workshops were conducted in March 2011. Later in the process, the City decided that an additional workshop was important to conduct focusing on sites that were not reviewed at the previous workshops.



Throughout the process the City has made a special effort to notify and involve all economic segments of the community. A Housing Element e-mail list was prepared that contained over 500 persons. More than 7,000 notices were sent out to residents within 1,000 feet of potential sites being considered for higher density housing. Inserts and noticing was provided in the City's newsletter, and notices and press releases were also published in the Valley Times. The City's website was also used extensively to provide announcements and meeting materials. In addition to Task Force meetings and the four community

workshops, the City also conducted three meetings with housing experts (organizations include

<sup>1</sup> Agendas, meeting summaries, community comments, background materials, etc. are available at <http://www.ci.pleasanton.ca.us/business/planning/HousingElement/housingelementupdate.html>



Greenbelt Alliance, Habitat for Humanity, Community Resources for Independent Living, Tri-Valley Housing Opportunity Center, Disable Action Network/CRIL, Citizens for a Caring Community, Eden Housing, and many others), and policy check-ins and direction meetings with the Pleasanton Housing Commission, Planning Commission and City Council.

Below is a listing of public meetings conducted as part of the Housing Element Update. The process is also summarized on the graphic that follows.

<b>Meeting Description Meeting</b>	<b>Date</b>	<b>General Purposes of the</b>
Task Force Meeting #1	November 8, 2010	Introduction and initial review of housing needs and potential housing sites.
Task Force Meeting #2	December 1, 2010	Identification of possible housing sites selection criteria, including Tax Credit Allocation scoring criteria, and considerations and further review of potential housing sites.
Task Force Meeting #3	January 5, 2011	Confirmation of housing sites selection criteria, further review of potential housing sites, and direction for housing experts meetings.
Meetings with Housing Experts	January 20, 2011	Three separate meetings were conducted with housing experts, including affordable housing advocates and developers, affordable housing service providers, and for profit housing developers.
Task Force Meeting #4	February 2, 2011	Review, discussion and direction for the Draft Housing Sites Inventory, and approach for community workshops.
Task Force Meeting #5	March 2, 2011	Review of possible changes to current Housing Element goals, policies and programs, including SB2 requirements.
Community Workshop #1	March 8, 2011	Opportunity for the community to learn about the Housing Element and provide feedback on housing needs, housing sites criteria, and specific sites identified for possible higher density rezoning.

Community Workshop #2	March 12, 2011	Opportunity for the community to learn about the Housing Element and provide feedback on housing needs, housing sites criteria, and specific sites identified for possible higher density rezoning.
Community Workshop #3	March 14, 2011	Opportunity for the community to learn about the Housing Element and provide feedback on housing needs, housing sites criteria, and specific sites identified for possible higher density rezoning.
Task Force Meeting #6	March 30, 2011	Review feedback from first three community workshops, and modify preliminary list of potential housing sites.
Housing Commission Meeting	April 21, 2011	Check-in and feedback on possible Housing Element goals, policies and programs, and potential sites for rezoning to higher density housing.
Planning Commission Meeting	April 27, 2011	Check-in and feedback on possible Housing Element goals, policies and programs, and potential sites for rezoning to higher density housing.
City Council Meeting	May 3, 2011	Check-in and feedback on possible Housing Element goals, policies and programs, and potential sites for rezoning to higher density housing.
Task Force Meeting #7	May 4, 2011	Review feedback from Commissions and Council, and reach agreement on Housing Element goals, policies and programs.
Task Force Meeting #8	May 18, 2011	Initial feedback on a preliminary draft of the Housing Element Background, and further recommendations on housing sites.
Task Force Meeting #9	June 1, 2011	Recommendations to the City Council regarding Housing Element goals, policies and programs, and recommendations on housing sites.

Housing Commission Meeting	June 15, 2011	Consideration of Draft Housing Element (including Goals, Policies and Programs, and Potential Sites for Rezoning) prior to Submittal to the California Department of Housing and Community Development.
Community Workshop #4	June 20, 2011	Opportunity for the community to learn about the Housing Element and provide feedback on housing needs, housing sites criteria, and specific sites identified for possible higher density rezoning.
Planning Commission Meeting	June 22, 2011	Consideration of Draft Housing Element (including Goals, Policies and Programs, and Potential Sites for Rezoning) prior to Submittal to the California Department of Housing and Community Development.
City Council Meeting	July 19, 2011	Consideration of Draft Housing Element (including Goals, Policies and Programs, and Potential Sites for Rezoning) prior to Submittal to the California Department of Housing and Community Development.

<u>Planning Commission Meeting</u>	<u>October 26, 2011</u>	<u>Review of Draft Supplemental Environmental Impact Report (SEIR) for the Housing Element Update and Climate Action Plan</u>
<u>Housing Commission Meeting</u>	<u>December 1, 2011</u>	<u>Consideration of Draft Housing Element</u>
<u>Joint City Council and Planning Commission Workshop</u>	<u>December 6, 2011</u>	<u>Consideration of Draft Potential Sites for Rezoning</u>
<u>Planning Commission Meeting</u>	<u>December 14, 2011</u>	<u>Review of Final (SEIR) for the Housing Element Update and Climate Action Plan; Consideration of Draft Potential</u>

Sites for Rezoning

<u>City Council Meeting</u>	<u>January 4, 2012</u>	<u>Certification of SEIR; Introduction of Ordinance for the Rezoning and necessary General Plan Amendments for Potential Sites for Rezoning</u>
<u>City Council Meeting</u>	<u>January 10, 2012</u>	<u>Adoption of Rezoning Sites and necessary General Plan Amendments</u>
<u>City Council Meeting</u>	<u>February 13, 2012</u>	<u>Adoption of Housing Element Update</u>

Later this year the City of Pleasanton Housing Commission, Planning Commission and City Council will hold public hearings on the Housing Element Update and housing sites. Also as part of the process, the City's Draft Housing Element will be submitted to the State of California Department of Housing and Community Development (HCD) for their comments prior to the final adoption of the element by the City Council. The graphic on the next page shows the next steps in the process up through adoption of the Housing Element as part of the City of Pleasanton General Plan late this year.

The process is also generally summarized on the graphic that follows which was prepared in June 2011. The actual key meeting dates, reviews, and actions after June 2011 are in the above listing of public meetings.



# City of Pleasanton Housing Element Update Schedule of Meetings

June 2011

\*\* Meetings with Housing Impacts



Housing Element Staff Review Meeting



City Council KCI Meeting



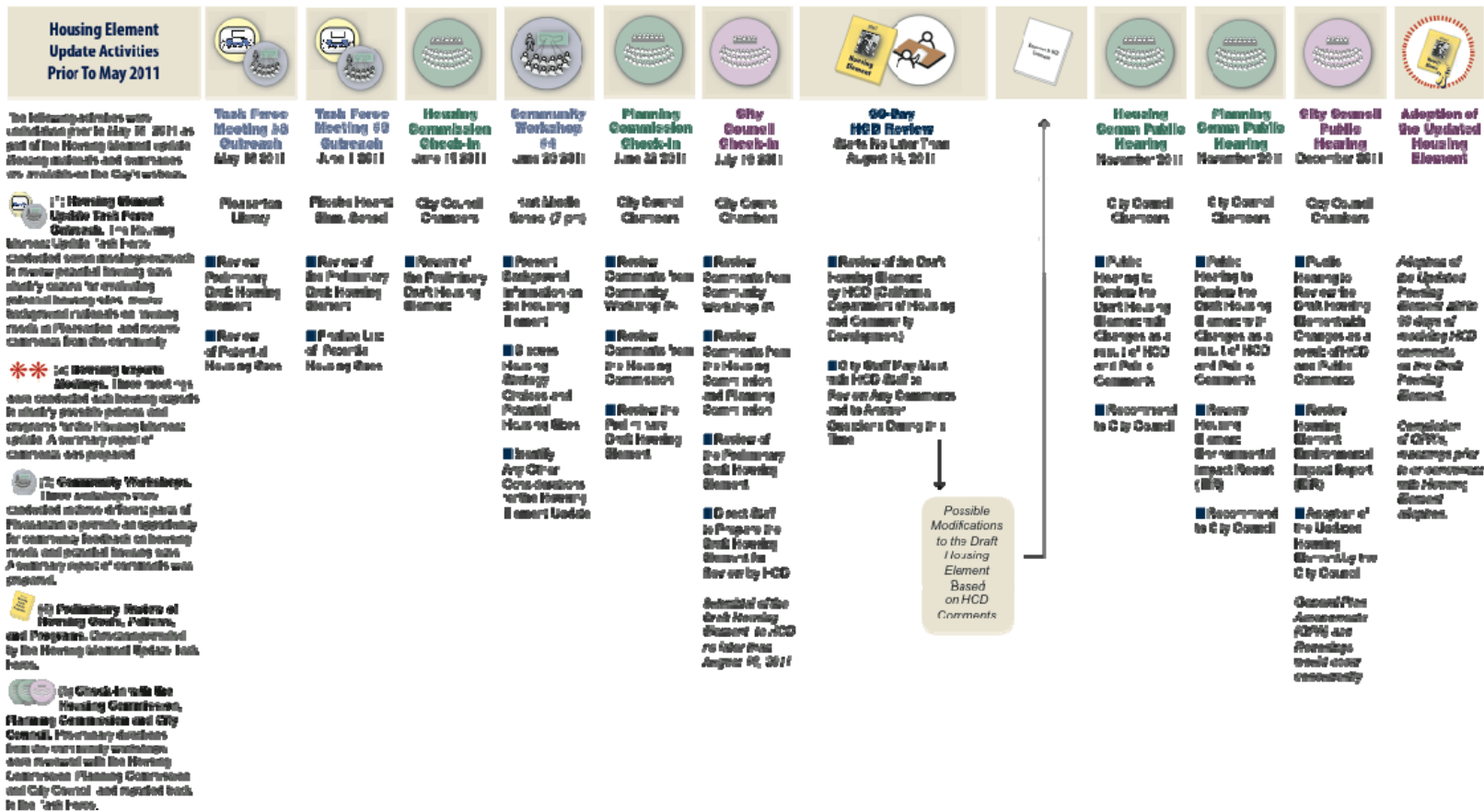
Housing Commission Meeting (HCD Meeting)



Community Outreach



Review by CA Department of Housing and Community Development (HCD) Staff



## 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.

### Relationship Between Housing, Population and Local Jobs

Population growth closely parallels the development of housing. In Pleasanton, population tripled during the 1960's, doubled during the 1970's, and increased by 44 percent in the 1980's. Due to poor economic conditions and the limited supply of easily-developable land, population growth slowed during the first half of the 1990's to roughly three percent annually. The end of the 1990's and beginning of the 2000's showed population growth growing to almost five percent annually for most years, reflecting a strong economy which fueled job growth and housing production. The 2000 Census showed Pleasanton's population as 63,645, and as of January 1, 2010, the population within Pleasanton was 70,711 according to the California Department of Finance. The population has increased from a 1990 level of 50,553, to 63,654 in 2000, and then to the current 70,771. The number of workers in Pleasanton has increased from 29,580 in 1990, to 33,608 in 2000, and to an estimated 37,376 on 2010<sup>2</sup>. The table below shows the existing and projected

<sup>2</sup> The 2010 estimate of workers is consistent with the American Community Survey (ACS) conducted by the U.S. Census in 2006-2008 and is based on a 2010 estimate by Nielsen-Claritas. Nielsen-Claritas is a private

population, households and jobs for the Bay Area as a whole, Alameda County and the City of Pleasanton.

**Projections for Population, Households and Total Jobs (2000-2025)**

Geographical Area	2000	2005	2010	2015	2020	2025	2010-2025 Change
<b>Bay Area Regional Total</b>							
Population	6,783,762	7,096,500	7,341,700	7,677,500	8,018,000	8,364,900	1,023,200
Households	2,400,020	2,583,080	2,667,340	2,784,690	2,911,000	3,039,910	372,570
Persons Per Household	2.69	2.69	2.70	2.70	2.70	2.70	0.00
Employed Residents	3,452,117	3,225,100	3,410,300	3,633,700	3,962,800	4,264,600	854,300
Jobs	3,753,460	3,449,740	3,475,840	3,734,590	4,040,690	4,379,900	904,060
Employed Residents/Job	0.92	0.93	0.98	0.97	0.98	0.97	-0.01
<b>Alameda County</b>							
Population	1,443,741	1,505,300	1,549,800	1,626,100	1,705,900	1,787,300	237,500
Households	523,366	543,790	557,270	585,400	615,470	645,680	88,410
Persons Per Household	2.71	2.72	2.73	2.72	2.72	2.72	-0.01
Employed Residents	709,557	705,900	725,200	778,900	868,800	950,800	225,600
Jobs	750,160	730,270	712,850	761,270	825,070	897,810	184,960
Employed Residents/Job	0.95	0.97	1.02	1.02	1.05	1.06	0.04
Percent of Bay Area Population	21.3%	21.2%	21.1%	21.2%	21.3%	21.4%	0.3%
Percent of Bay Area Jobs	20.0%	21.2%	20.5%	20.4%	20.4%	20.5%	0.0%
<b>City of Pleasanton</b>							
Population	63,654	67,500	70,711	72,200	75,600	78,800	8,089
Households	23,311	24,660	25,260	26,350	27,550	28,750	3,490
Persons Per Household	2.72	2.73	2.75	2.73	2.74	2.73	-0.02
Jobs	58,670	57,300	55,770	61,320	66,760	70,240	14,470
Percent of County Population	4.4%	4.5%	4.6%	4.4%	4.4%	4.4%	-0.2%
Percent of County Jobs	7.8%	7.8%	7.8%	8.1%	8.1%	7.8%	0.0%

Source: ABAG Projections and Priorities 2009; data for Pleasanton from the California Department of Finance

ABAG Projections 2009 for the City of Pleasanton show an increase of 8,089 residents between 2010 and 2025. Over the same 15-year time period, the number of local jobs is expected to increase by 14,470. In 2010, according to Nielsen-Claritas, 31% of local workers commute less than 15 minutes to work, 25% commute 15-29 minutes, 18% commute 30-44 minutes, 10% commute 45-59 minutes, and 16% commute 60 or more minutes. Thus, it can be assumed that about 69% of the local work force works outside of Pleasanton. Nielsen-Claritas also estimates that 79% of local workers in 2010 work in “white collar” jobs, and many of estimated 55,770 local jobs are filled by persons living outside of Pleasanton.

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

firm that provides demographic data for marketing and other uses. They gather and analyze data from the U.S. Census, household consumer databases and postal delivery counts to create a set of demographic estimates. The data are accepted by HCD as providing reliable information when more precise information is not available (such as U.S. Census data).

[http://en-us.nielsen.com/content/nielsen/en\\_us/expertise/segmentation\\_and\\_targeting/demographics.html](http://en-us.nielsen.com/content/nielsen/en_us/expertise/segmentation_and_targeting/demographics.html)

workers employed in Pleasanton will seek housing in Pleasanton, and a certain percentage of workers employed outside of Pleasanton will seek housing here. The key to accommodating employment-generated housing need is to recognize that these various types of commute behavior occur within an area much larger than Pleasanton itself and to provide housing opportunities within a reasonable commute distance of local jobs. Below are jobs projections for the Bay Area, Alameda County and the City of Pleasanton Planning Area.

Geographical Area	2000	2005	2010	2015	2020	2025	2005-2025 Change
<b>Bay Area Regional Total</b>							
Agriculture and Natural Resources Jobs	24,470	24,170	24,520	24,870	25,070	25,270	1,100
Manufacturing, Wholesale and Transportation Jobs	863,420	711,380	717,180	763,680	819,010	861,170	149,790
Retail Jobs	402,670	367,180	347,400	370,880	399,950	453,870	86,690
Health, Educational and Recreational Service Jobs	1,056,030	1,053,510	1,120,700	1,216,120	1,322,650	1,403,080	349,570
Financial and Professional Services Jobs	851,610	780,260	766,860	824,190	893,550	990,840	210,580
Other Jobs	555,260	513,240	499,180	534,850	580,460	645,670	132,430
<b>Total Jobs</b>	<b>3,753,460</b>	<b>3,449,640</b>	<b>3,693,920</b>	<b>3,979,200</b>	<b>4,280,700</b>	<b>4,595,170</b>	<b>1,145,530</b>
<b>Total Employed Residents</b>	<b>3,452,117</b>	<b>3,225,100</b>	<b>3,410,300</b>	<b>3,633,700</b>	<b>3,962,800</b>	<b>4,264,600</b>	<b>1,039,500</b>
<b>Alameda County</b>							
Agriculture and Natural Resources Jobs	1,940	1,740	1,790	1,940	1,940	1,940	200
Manufacturing, Wholesale and Transportation Jobs	194,120	171,870	170,240	181,860	195,320	209,990	38,120
Retail Jobs	83,900	80,590	75,770	80,800	87,530	96,870	16,280
Financial and Professional Services Jobs	144,870	146,720	139,750	149,320	161,500	178,120	31,400
Health, Educational and Recreational Service Jobs	218,420	222,200	226,060	243,420	266,330	286,600	64,400
Other Jobs	106,910	107,150	99,240	103,930	112,450	124,290	17,140
<b>Total Jobs</b>	<b>750,160</b>	<b>730,270</b>	<b>712,850</b>	<b>761,270</b>	<b>825,070</b>	<b>897,810</b>	<b>167,540</b>
<b>Total Employed Residents</b>	<b>709,557</b>	<b>705,900</b>	<b>725,200</b>	<b>778,900</b>	<b>868,800</b>	<b>950,800</b>	<b>244,900</b>
Ratio of Jobs to Employed Residents	1.06	1.03	0.98	0.98	0.95	0.94	-0.09
<b>City of Pleasanton Planning Area</b>							
Agriculture and Natural Resources Jobs	330	300	300	350	340	340	40
Manufacturing, Wholesale and Transportation Jobs	9,210	8,160	8,670	9,050	10,080	10,440	2,280
Retail Jobs	9,760	9,320	9,200	10,050	9,880	9,870	550
Financial and Professional Services Jobs	18,290	18,360	17,540	19,070	22,010	23,000	4,640
Health, Educational and Recreational Service Jobs	11,100	11,240	11,590	13,030	14,390	14,810	3,570
Other Jobs	10,790	10,730	9,400	10,770	11,090	12,860	2,130
<b>Total Jobs</b>	<b>59,480</b>	<b>58,110</b>	<b>56,700</b>	<b>62,320</b>	<b>67,790</b>	<b>71,320</b>	<b>13,210</b>
<b>Total Employed Residents</b>	<b>35,198</b>	<b>35,680</b>	<b>36,520</b>	<b>38,850</b>	<b>42,500</b>	<b>45,810</b>	<b>10,130</b>
Ratio of Employed Residents to Local Jobs	1.69	1.63	1.55	1.60	1.60	1.56	-0.07

Source: ABAG Projections 2009

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, and it is possible that the above projections will not be reached, depending on how extensive the downturn is and how long it lasts. 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 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.

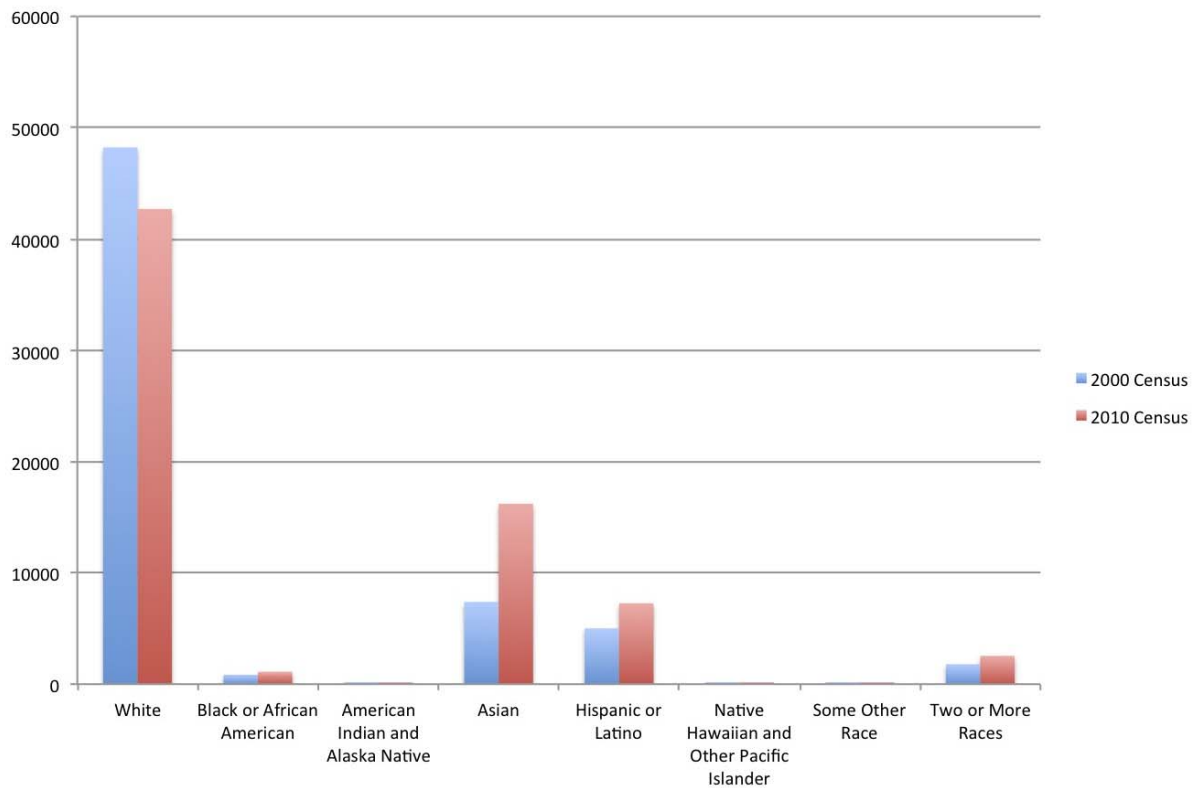


The construction of several thousand housing units during the early 1970's led to an overburdened sewage treatment system and a resulting slowdown of housing growth during the late 1970's. The City then adopted a Growth Management Program (GMP) in 1978 which has managed the residential growth rate according 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.

### **Ethnic and Social Diversity**

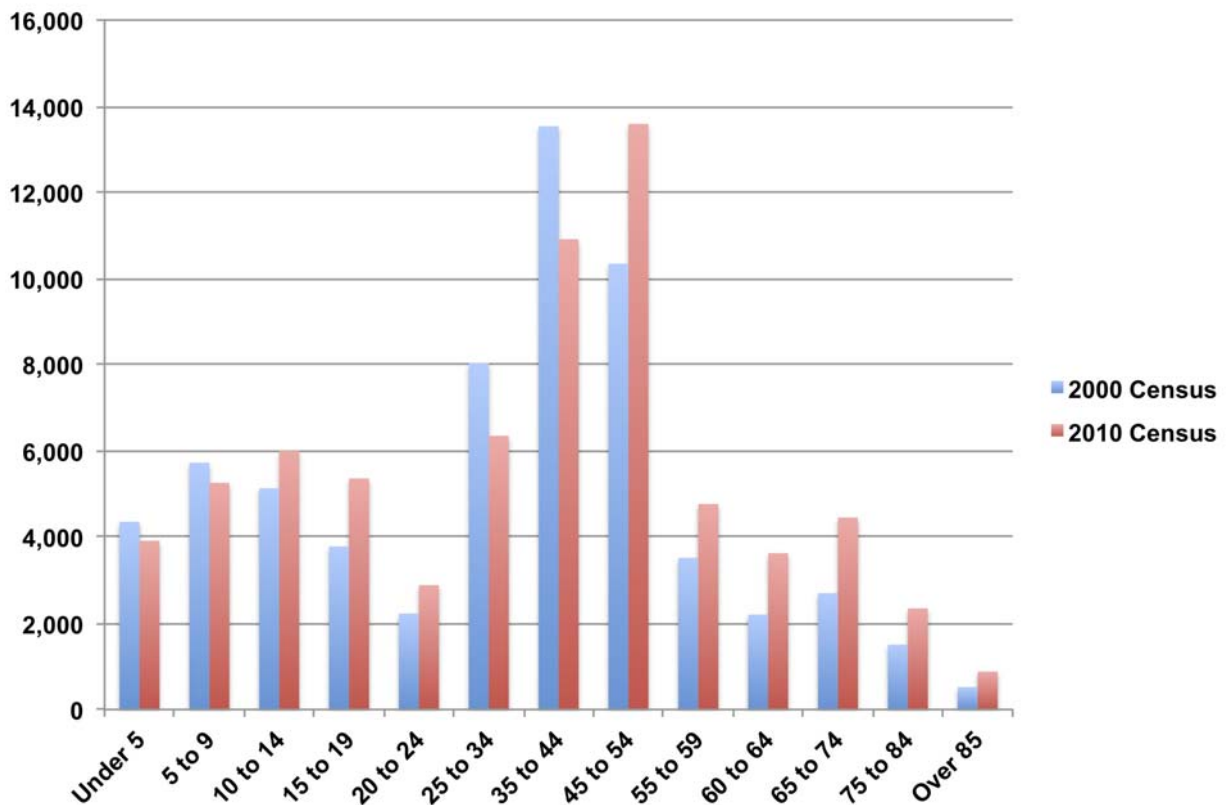
Pleasanton's population is generally less racially mixed than Alameda County as a whole. However, between 2000 and 2010 the City's population has become more racially diverse. As of 2010, Pleasanton's population was 61 percent White, 23 percent Asian, 2 percent Black or African-American, 0.2 percent American Indian or Alaskan Native, 0.2 percent "Other," 0.2 percent Native Hawaiian and other Pacific Islander, and 3.6 percent two or more races. The chart below shows the change in the racial composition of Pleasanton between 2000 and 2010 based on the U.S. Census.



### Population Trends

In 1990, Pleasanton’s median age was lower than it was for California as a whole. Pleasanton’s median age was 36.9 years as of 2000 compared to 33.3 for the State and 34.5 for the County. According to the 2010 U.S. Census, Pleasanton’s median age is now 40.5 years, which is a significant increase in just 10 years. The median age has gradually increased from 26 years in 1970 to 40.5 years in 2010, indicating 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.

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.



The table below shows a comparison between 2000 and 2010 for Alameda County as whole and the City of Pleasanton. The table shows as increase in the senior population (persons age 65 or older for the purposes of this analysis) in Pleasanton from 7.7% of the population in 2000 to 10.4% of the population in 2010.

Population by Age Groups in Alameda County and Pleasanton (2000 and 2010)

Age Range	Year 2000				Year 2010			
	Alameda County Number	Alameda County Percent	Pleasanton Number	Pleasanton Percent	Alameda County Number	Alameda County Percent	Pleasanton Number	Pleasanton Percent
0-14	302,164	20.8%	15,194	23.8%	299,768	19.3%	15,160	21.6%
15-24	193,267	13.3%	6,005	9.4%	201,719	13.0%	8,242	11.7%
25-34	240,513	16.6%	8,028	12.6%	208,951	13.5%	6,345	9.0%
35-44	250,233	17.2%	13,545	21.3%	243,992	15.7%	10,912	15.5%
45-54	203,357	14.0%	10,487	16.5%	235,455	15.2%	13,599	19.3%
55-64	114,920	7.9%	5,718	9.0%	184,253	11.9%	8,366	11.9%
65-74	76,057	5.2%	2,701	4.2%	96,750	6.2%	4,437	6.3%
75-84	53,514	3.7%	1,514	2.4%	53,141	3.4%	2,349	3.3%
Over 85	19,053	1.3%	518	0.8%	26,104	1.7%	875	1.2%
<b>Total</b>	<b>1,453,078</b>	<b>100.0%</b>	<b>63,710</b>	<b>100.0%</b>	<b>1,550,133</b>	<b>100.0%</b>	<b>70,285</b>	<b>100.0%</b>

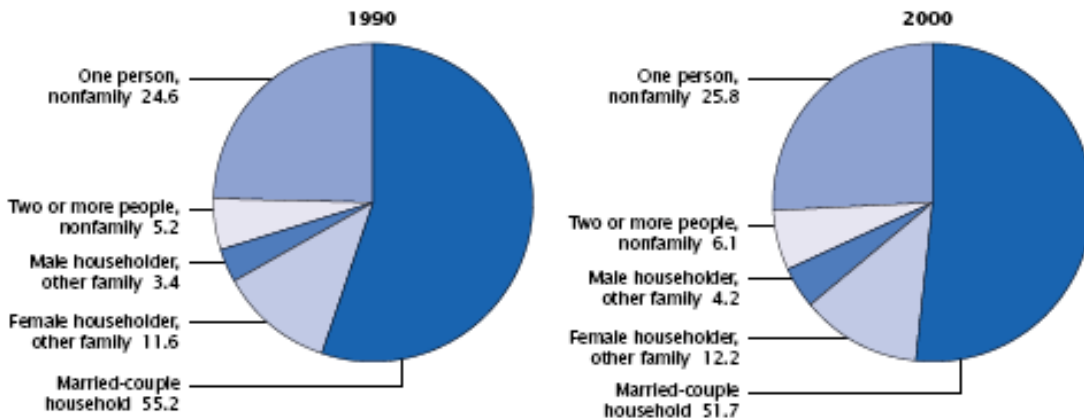
Source: California Department of Finance 2007; U.S. Census 2000 and 2010

Another trend relates to the significant increase in single-person households. Nationwide, about 1 in every 3 new households created during the 1990s was a single person household. In Pleasanton in 2010, according to Nielsen-Claritas, it is estimated there are a total of 24,578 households, with 18,404 considered family households (9,653 with children) and 6,174 considered non-family households. Single-person households comprise an estimated 4,648 households in Pleasanton in 2010 (18.9% of households). Persons living in group quarters are counted separately and are considered to be non-family households. According to the California Department of Finance estimates, there are 235 people living in group quarters in Pleasanton in 2010.<sup>3</sup> Below is an illustration of the increase in single-person households nationwide.

According to U.S. Census and California Department of Finance 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. The average household size in Pleasanton is similar to Alameda County as a whole.

**Households by Type: 1990 and 2000**

(Percent distribution. For information on confidentiality protection, nonsampling error, and definitions, see [www.census.gov/prod/cen2000/doc/sf1.pdf](http://www.census.gov/prod/cen2000/doc/sf1.pdf))



Source: U.S. Census Bureau, Census 2000 Summary File 1; 1990 Census of Population, Summary Population and Housing Characteristics, United States (1990 CP1-1).

For future planning purposes, it should be anticipated that about one-quarter of new households in Pleasanton will be comprised of one adult. There is now a clear consensus among medical

<sup>3</sup> As defined in the U.S. 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.

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 connections 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. Since most of the City's 25,961 dwelling units (as of January, 2010) have been constructed in the last twenty-five years, it is generally in good condition. The City's oldest housing, including several heritage homes as well as a number of apartment buildings constructed between the 1960's through the 1980's, 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 lots 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. Thus, the City's housing stock continues to be varied and in good condition.

The housing stock is in excellent condition, as might be expected with such newly built structures. Only 660 units were built prior to 1950. In the 2000 census, only 60 units, or 0.3 percent of the total housing stock, were found to be lacking complete plumbing facilities, and only 14 units lacked complete kitchen facilities. Eight units lacked adequate heating equipment.

The City's Building and Safety Division estimates that no more than 100 units require major rehabilitation and no more than 10 require replacement, city-wide. Through the City's housing rehabilitation program (targeted toward lower-income households), approximately 61 dwellings have received minor home repair assistance, and 12 homes have received major rehabilitation assistance between 2006 and 2010. 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 trends have decreased the proportion of detached single-family homes, which have declined from 74 percent in 1985 to 66 percent of the total housing stock in 2010. 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 California Department of Finance (DOF), as of January 2010, there were 17,146 detached single family homes (66.0%), 2,802 attached single family homes (10.8%), 1,169 units in structures of 2 to 4 units (4.5%), 4,388 units in structures of 5 or more units (16.9%), and 456 mobile homes (1.8%). In 2010 DOF estimated that 2.71% of the units were vacant in 2010, and the average number of persons per household (occupied housing unit) was 2.79 persons.

In the future, the proportion of multiple-family housing would be projected to increase on multi-family sites zoned at higher densities. If all the multifamily zoning required as part of the 2007-2014 RHNA is developed, multifamily units will comprise about 38 percent of the housing units, reflecting a greater choice in the type of housing available in Pleasanton. The 2007-2014 Housing Element contains policies for increasing the diversity of housing types and densities to build-out of the General Plan.

### **Housing Tenure and Overcrowding**

Housing tenure refers to the status of the occupant, 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. In 2000, owner-occupied units comprised 73 percent of the housing stock while rental units comprised the remaining 27 percent. These percentages were similar to the percentages of single-family attached plus detached units (75 percent) and multiple-family (25 percent) in 2000.

In the 2000 census, dwellings had an average of 6.3 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 Pleasanton, according to the U.S. Census 2000, 1.0% (170 households) of the owner-occupied housing units were overcrowded, and 8.5% (524 households) of the renter-occupied housing units were considered overcrowded. About one-quarter of the owner-occupied units and two-fifths of the overcrowded rental units would be considered severely overcrowded. In 2000, a total of 239 units were severely overcrowded (35 owner-occupied and 204 renter-occupied).

## **B Housing Affordability**

### **Distribution of Households in Pleasanton by Type and Income**

In 2010, it was estimated that 27.6% 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. In a general way, about 6% of the current households in Pleasanton are estimated to be extremely low income (< 30%), 9% are estimated to be very low income (< 50%), 13% are estimated to be low income (50-80%), 21% are estimated to be moderate income (80-120%), and the remaining 52% are estimated to be above moderate income (above 120% of median income).

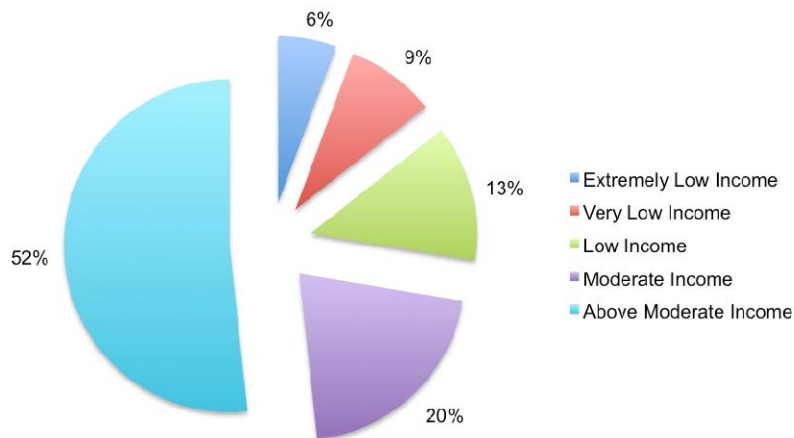
**Estimated Distribution of Households in Pleasanton by Income (2010)**

Household Income*	Total Number of Households	Percent of Total Households	Young Adult Households (up to age 34)	Percent of Young Adult Households	Households (35 to 65 years of age)	Percent of Middle Age Households	Senior Life Households (over age 65)	Percent of Senior Age Households
Extremely Low Income	1,396	5.7%	171	5.5%	460	2.6%	765	18.7%
Very Low Income	2,147	8.7%	324	10.4%	949	5.5%	874	21.4%
Low Income	3,243	13.2%	610	19.6%	1,809	10.4%	824	20.1%
Moderate Income	5,077	20.7%	798	25.7%	3,492	20.1%	787	19.2%
Above Moderate Income	12,715	51.7%	1,205	38.8%	10,668	61.4%	842	20.6%
<b>Total Households</b>	<b>24,578</b>	<b>100.0%</b>	<b>3,108</b>	<b>100.0%</b>	<b>17,378</b>	<b>100.0%</b>	<b>4,092</b>	<b>100.0%</b>

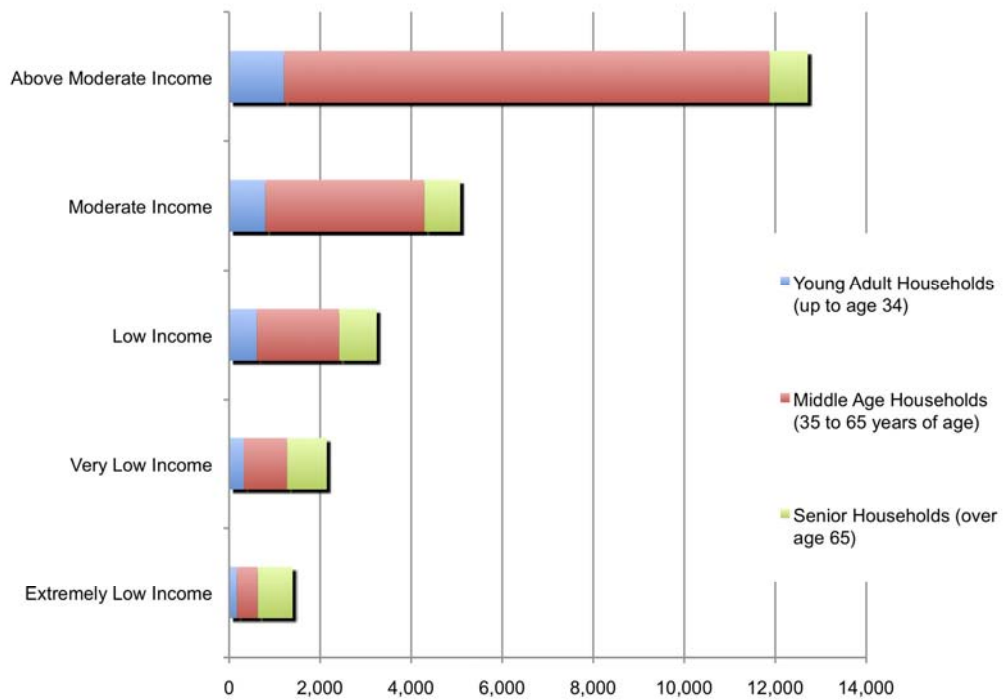
\*Based on 2010 Household Income Limits for a family size of 3 persons (based on 2010 estimated average household size of 2.79 persons in Pleasanton)

Source: Baird + Driskell Community Planning using data from Nielsen/Claritas 2010 and the California Department of Finance 2010

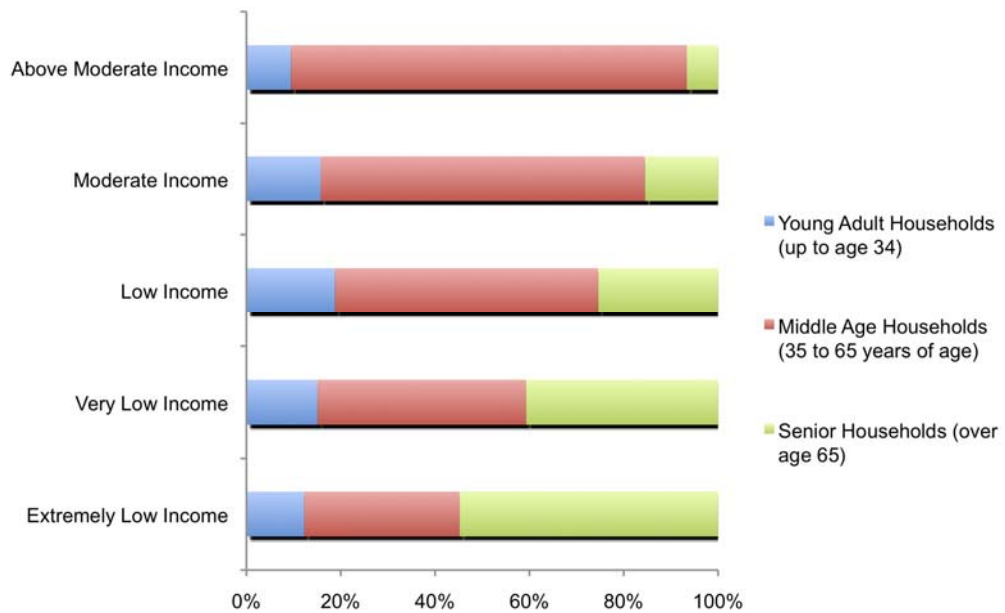
**Estimated Distribution of Total Households by Income in Pleasanton (2010)**



**Estimated Distribution of Total Households by Income and Age of Householder in Pleasanton (2010)**

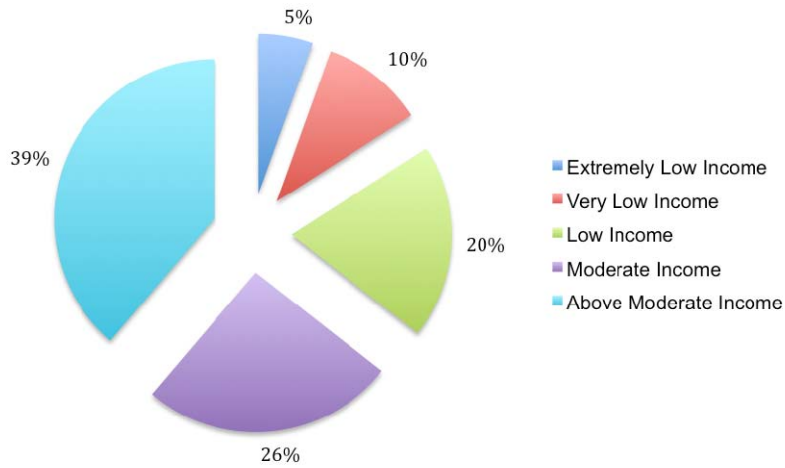


**Estimated Distribution of Total Households by Income and Age of Householder in Pleasanton (2010)**

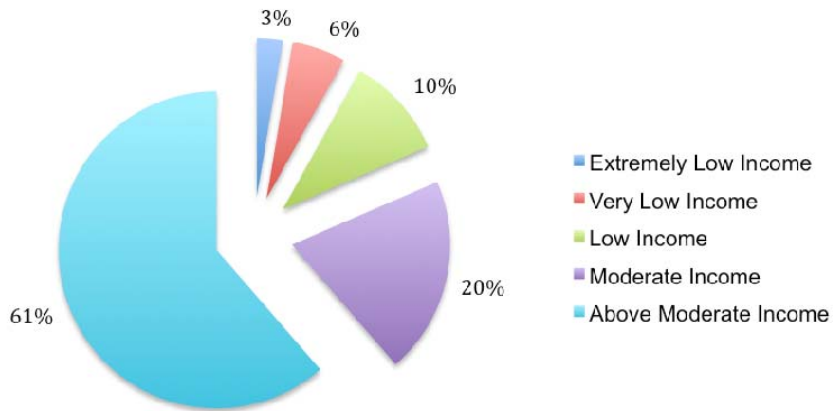




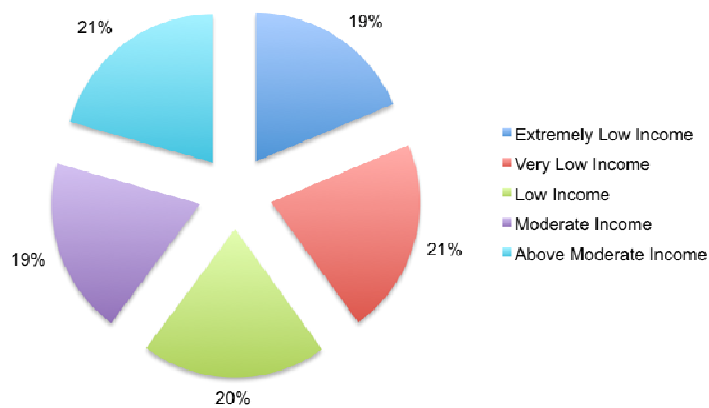
**Estimated Distribution of Young Adult Households by Income in Pleasanton (2010)**



**Estimated Distribution of Middle Age Households by Income in Pleasanton (2010)**



**Estimated Distribution of Senior Households by Income in Pleasanton (2010)**



State law defines extremely low income households as those households earning less than 30% of the County's median income. In general, in 2011 extremely low income households earn less than \$27,700 per year, although this varies depending upon household size (a household consisting of one person earning less than \$19,400 would be considered extremely low income and a household consisting of 5 people earning less than \$29,950 would be considered extremely low income).

The table below shows the distribution of extremely low income households by tenure, overpayment for housing and overcrowding in Pleasanton in 2000. As shown in the table, a relatively high percent of 1 and 2 person senior households are considered ELI households. The total number of ELI households in Pleasanton in 2000 accounted for over 4% of the total households. They were fairly evenly split between owner and renter households. Most ELI households were overpaying for housing, with 74.4% of ELI renters and 87.7% of ELI owners paying more than 30 percent of their income for housing; 61.9% of renter households and 77.8% of owner households paid more than 50 percent of their income for housing. Information regarding overcrowding of extremely low income housing is not available by income, but overcrowding in general is discussed on p. 30

**Extremely Low income Households in Pleasanton by Tenure, Overpayment and Household Size (2000)**

		Seniors (1 and 2 Person Households)	Small Related (2 to 4 Person Households)	Large Related (5 or More Person Households)	Non-Senior Single Person and Other Households	Total Households
<b>Renters</b>	Total Households Earning Less Than 30% of Median Income*	243	160	25	134	562
	Percent of Households Paying More Than 30% of Income for Housing	69.5%	90.6%	100.0%	59.0%	74.4%
	Percent of Households Paying More Than 50% of Income for Housing	53.1%	90.6%	60.0%	44.0%	61.9%
<b>Owners</b>	Total Households Earning Less Than 30% of Median Income*	205	143	39	59	446
	Percent of Households Paying More Than 30% of Income for Housing	82.9%	100.0%	100.0%	66.1%	87.7%
	Percent of Households Paying More Than 50% of Income for Housing	70.7%	97.2%	100.0%	40.7%	77.8%
<b>All Pleasanton Households</b>	Total Renter and Owner Households	3,364	13,268	2,246	4,413	23,291
	Percent of Extremely Low Income Households	13.3%	2.3%	2.8%	4.4%	4.3%

*\*\*Extremely Low Income" (ELI) households are defined as households earning less than 30% of the County median income*

Source: State of the Cities Data Systems, CHAS Data (2000)

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## 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.

Below on the next page 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 Bay East Association of Realtors (2010), and rental rates are from the City’s 2010 Annual Survey of Apartment Rents and Vacancies. Market rate ownership housing continues to be affordable only to high-end moderate income and above moderate income households, while market rate rental housing is generally affordable to moderate income households and above. In 2010, Nielsen-Claritas estimates that 74.4% of the occupied homes in Pleasanton were owner-occupied and 25.6% renter occupied. Homeownership is up slightly from 2000.

Estimate of the Ability to Pay for Sales Housing in Pleasanton (2010)

Household Size and Income Category	Monthly Income	Annual Income	Maximum Affordable Home Price*	Median Priced Single Family Detached Home (Sept 2010)	Gap Between Maximum Affordable Home Price and Median Sales Price Detached Single Family Home	Median Priced Single Family Attached Home (Sept 2010)	Gap Between Maximum Affordable Home Price and Median Sales Price Attached Single Family Home
<b>Single Person</b>							
High End Extremely Low Income	\$1,583	\$19,000	\$89,606	\$729,000	-\$639,394	\$424,850	-\$335,244
High End Very Low Income	\$2,638	\$31,650	\$163,821	\$729,000	-\$565,179	\$424,850	-\$261,029
High End Low Income	\$3,758	\$45,100	\$235,463	\$729,000	-\$493,537	\$424,850	-\$189,387
Median Income	\$5,267	\$63,200	\$328,043	\$729,000	-\$400,957	\$424,850	-\$96,807
High End Moderate Income	\$6,321	\$75,850	\$395,414	\$729,000	-\$333,586	\$424,850	-\$29,436
<b>Two Persons</b>							
High End Extremely Low Income	\$1,808	\$21,700	\$102,725	\$729,000	-\$626,275	\$424,850	-\$322,125
High End Very Low Income	\$3,013	\$36,150	\$188,365	\$729,000	-\$540,635	\$424,850	-\$236,485
High End Low Income	\$4,296	\$51,550	\$267,552	\$729,000	-\$461,448	\$424,850	-\$157,298
Median Income	\$6,021	\$72,250	\$375,606	\$729,000	-\$353,394	\$424,850	-\$49,244
High End Moderate Income	\$7,225	\$86,700	\$448,985	\$729,000	-\$280,015	\$424,850	\$24,135
<b>Four Persons</b>							
High End Extremely Low Income	\$2,258	\$27,100	\$140,750	\$729,000	-\$588,250	\$424,850	-\$284,100
High End Very Low Income	\$3,763	\$45,150	\$235,721	\$729,000	-\$493,279	\$424,850	-\$189,129
High End Low Income	\$5,367	\$64,400	\$333,203	\$729,000	-\$395,797	\$424,850	-\$91,647
Median Income	\$7,525	\$90,300	\$468,793	\$729,000	-\$260,207	\$424,850	\$43,943
High End Moderate Income	\$9,029	\$108,350	\$561,115	\$729,000	-\$167,885	\$424,850	\$136,265

\*Based on the following assumptions: 5.0% interest rate; 30-year fixed loan; 20% downpayment; 1% property tax; and no additional monthly payments or funds available.

Source: Baird + Driskell Community Planning; Bay East Association of Realtors (home sales data for Pleasanton)

Sales prices for new homes in the area have generally started in the \$800,000 and \$900,000's, although custom homes and larger production homes on large lots are significantly more expensive. Since 1992, the City has had a program to assist first-time home buyers 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-occupant, first-time home buyers. The homes have been designed to be affordable to households at varying income levels ranging from 50% to 120% of the Area Median Income (AMI). The most recent developments have been targeted at 80% of the AMI (approximately \$72,250 maximum annual income for a household of four persons in 2010 adjusted annually).

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. Year 2000 CHAS data indicate 1,416 lower income renter households and 1,178 lower income owner households paid more than 30% of their income on housing (approximately 71% of total lower income households). The total 2,595 lower income households overpaying for housing in 2000 comprised 11.1% 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

Households that must devote more than 35-30 percent of their monthly income towards housing costs are considered to be overpaying. City-wide in 2000, 20.4 percent of homeowners (3,243 out of 15,880 homeowner households) and 25 percent of renters (1,551 out of 6,210 renter households) paid greater than 35-30 percent of their income towards housing costs. Most cities in California have similar imbalances between housing cost and household income. City rental programs have annual income limits and "fair market rents" established for program eligibility. Current income and rent levels are shown below.

Estimate of the Ability to Pay for Rental Housing in Pleasanton (2010)

Household Size and Income Category	Monthly Income	Annual Income	Rent @ 30% of Monthly Income	Expected Unit Size	Low End Average Rent (2010)	Ability to Pay "Gap" for Low End Unit	High End Average Rent (2010)	Ability to Pay "Gap" for High End Unit
<b>Single Person</b>								
High End Extremely Low Income	\$1,583	\$19,000	\$475	1 BR	\$1,131	-\$656	\$1,288	-\$813
High End Very Low Income	\$2,638	\$31,650	\$791	1 BR	\$1,131	-\$340	\$1,288	-\$497
High End Low Income	\$3,758	\$45,100	\$1,128	1 BR	\$1,131	-\$4	\$1,288	-\$161
Median Income	\$5,267	\$63,200	\$1,580	1 BR	\$1,131	\$449	\$1,288	\$292
High End Moderate Income	\$6,321	\$75,850	\$1,896	1 BR	\$1,131	\$765	\$1,288	\$608
<b>Two Persons</b>								
High End Extremely Low Income	\$1,808	\$21,700	\$543	2 BR	\$1,377	-\$835	\$1,610	-\$1,068
High End Very Low Income	\$3,013	\$36,150	\$904	2 BR	\$1,377	-\$473	\$1,610	-\$706
High End Low Income	\$4,296	\$51,550	\$1,289	2 BR	\$1,377	-\$88	\$1,610	-\$321
Median Income	\$6,021	\$72,250	\$1,806	2 BR	\$1,377	\$429	\$1,610	\$196
High End Moderate Income	\$7,225	\$86,700	\$2,168	2 BR	\$1,377	\$791	\$1,610	\$558
<b>Four Persons</b>								
High End Extremely Low Income	\$2,258	\$27,100	\$678	3 BR	\$1,859	-\$1,182	\$1,973	-\$1,296
High End Very Low Income	\$3,763	\$45,150	\$1,129	3 BR	\$1,859	-\$730	\$1,973	-\$844
High End Low Income	\$5,367	\$64,400	\$1,610	3 BR	\$1,859	-\$249	\$1,973	-\$363
Median Income	\$7,525	\$90,300	\$2,258	3 BR	\$1,859	\$399	\$1,973	\$285
High End Moderate Income	\$9,029	\$108,350	\$2,709	3 BR	\$1,859	\$850	\$1,973	\$736

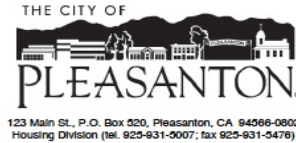
The City has adopted an Inclusionary Zoning Ordinance in an effort to create additional affordable housing. The ordinance requires that at least 15 percent of new multiple-family housing units and 20 percent of new single-family housing units be set aside for very low, low, and/or moderate-income households and uses 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 48% of all households in Pleasanton in 2010. In the future, the affordability gap will affect increasing numbers of first-time home buyers, workers employed in Pleasanton trying to find an affordable home within commuting distance, and elderly individuals seeking affordable rental housing.

The City has established a staff position for an affordable-housing specialist to coordinate the City's affordable-housing programs. The creation of this position fulfilled a program of the 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



**2010 Applicable Income and Rent Limits for  
Below-Market Rent (BMR) Apartments**  
*(revised annually by City)*

PERSONS IN HOUSEHOLD:	MAXIMUM ANNUAL INCOME:		
	Low Inc.	Low Inc.	Very Low Inc.
	80% of Med. Inc.	60% of Med. Inc.	50% of Med. Inc.
1	\$50,550	\$37,950	\$31,600
2	\$57,800	\$43,350	\$36,100
3	\$65,000	\$48,750	\$40,650
4	\$72,250	\$54,200	\$45,150
5	\$78,000	\$58,500	\$48,750
6	\$83,800	\$62,850	\$52,350
7	\$89,600	\$67,200	\$56,000
8	\$95,350	\$71,500	\$59,600

SIZE/TYPE OF UNIT:	MAXIMUM MONTHLY RENT:		
	Low Inc.	Low Inc.	Very Low Inc.
	80% of Med. Inc.	60% of Med. Inc.	50% of Med. Inc.
Studio	\$1,264	\$949	\$790
1 Bedroom	\$1,445	\$1,084	\$903
2 Bedroom	\$1,806	\$1,355	\$1,129
3 Bedroom	\$2,095	\$1,571	\$1,309

**NOTES:**  
Derived from the Oakland Primary Metropolitan Statistical Area (PMSA) 2010 median income level for family of four (\$90,300; Department of Housing and Urban Development [HUD], 5/14/2010). The Oakland PMSA includes Alameda and Contra Costa counties. Maximum annual income and monthly rent levels are shown for three different income categories: 1) 80% of median, 2) 60% of median, and 3) 50% of median. The maximum annual income level is determined by the number of persons in the household. The applicable maximum rent level is determined by the size and type of the rental unit and assumes 30% of the monthly household income to 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, 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 as well as 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.

According to the 2000 Census, there were approximately 5,550 non-institutionalized persons age 16 or older in Pleasanton with mobility and/or self-care limitations that might require special housing accommodations and supportive services. This number represented roughly 10 percent of the Pleasanton population as a whole in 2000. In 2000, almost 38% of persons over the age of 65 had a mobility and/or self-care limitation in Pleasanton.

It is difficult to determine how many of 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 their 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 needs in Pleasanton are housing for large families, the elderly, and single-parent households. Large families with lower-income 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 which is 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, single-parent and farm-worker

households, and homeless than other cities in California. As of 2000, Pleasanton was home to 1,126 households (\*\* percent) headed by single-female parents with children and approximately 3,451 households (\*\* percent) with individuals over 65 years, 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 a summary of special needs households.



### 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 health care 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 Department of Finance, Association of Bay Area Governments (ABAG) and other sources. The median age in Alameda County is projected to increase from 34.5 years in 2000 to 37.9 years in 2030. Most seniors, upwards of 90 percent, prefer to age in their home and community, and there are a number of services that 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 table below shows the distribution of population by age in Alameda County and in Pleasanton in 2000 and 2010. Following that are projections for the senior population by age group in Alameda County from the California Department of Finance. The age group breakdown is important because this helps to identify particular needs of seniors as they age.

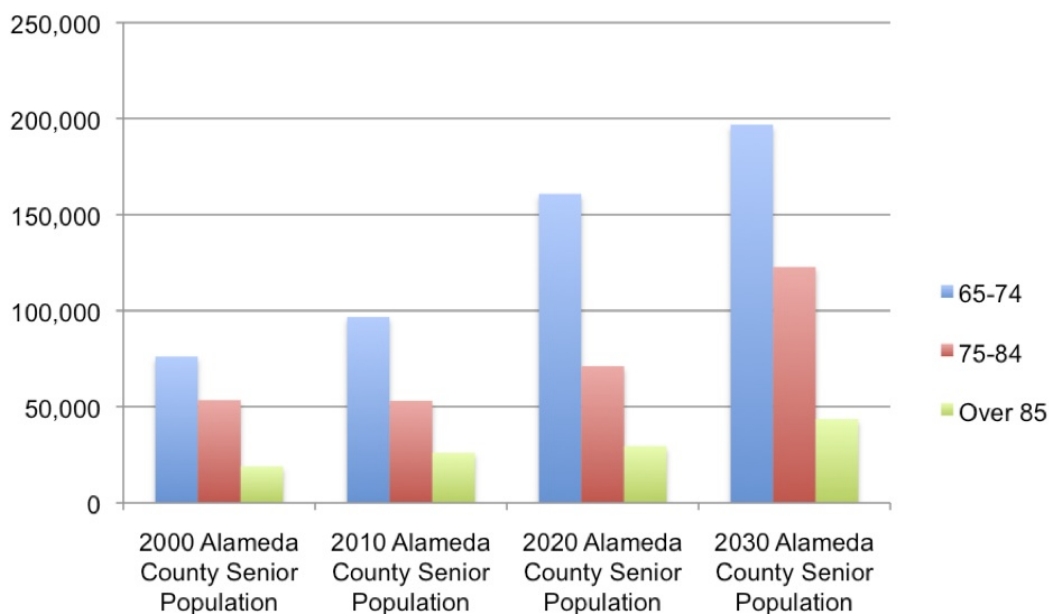


## Senior Population Projections in Alameda County

Age Range	2000		2010		2020		2030	
	Alameda County Senior Population	Percent in the Year 2000	Alameda County Senior Population	Percent in the Year 2010	Alameda County Senior Population	Percent in the Year 2020	Alameda County Senior Population	Percent in the Year 2030
65-74	76,057	51.2%	96,750	55.0%	160,884	61.5%	196,855	54.2%
75-84	53,514	36.0%	53,141	30.2%	71,191	27.2%	122,751	33.8%
Over 85	19,053	12.8%	26,104	14.8%	29,535	11.3%	43,643	12.0%
<b>Total</b>	<b>148,624</b>	<b>100.0%</b>	<b>175,995</b>	<b>100.0%</b>	<b>261,610</b>	<b>100.0%</b>	<b>363,249</b>	<b>100.0%</b>
<b>Percent Seniors of Total Population</b>		<b>10.2%</b>		<b>11.4%</b>		<b>15.7%</b>		<b>20.3%</b>

Source: California Department of Finance 2007

### Growth in Senior Population in Alameda County



Senior households typically have special housing need due to three concerns - income, health-care costs, and physical disabilities. According to the 2000 Census, 3,451 (14.2 percent) Pleasanton households include an individual 65 years and over. Some of the special needs of seniors are as follows:

- **Disabilities.** Of the senior population, 35.7 percent have a disability (2000 Census).

- **Limited Income.** Many seniors have limited income for health and other expenses. According to the 2000 Census, 3.8 percent of Pleasanton’s residents 65 years and older are living below the poverty level.
- **Overpayment.** Approximately 30 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.

Given the high percentage of single-family homes (65 percent) and owner-occupied units (73 percent), it is expected that a significant percentage of Pleasanton’s seniors are homeowners. 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. (In a national AARP study in 2004, 86 percent of pre-retirees said they would continue to live in their homes once they retired). 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 wheelchair accessibility, along with other physical needs.

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 (SDI), Social Security Insurance (SSI), or Social Security Old Age and Survivor's Insurance (SSA), which will not adequately cover the cost of rent and living expenses even when shared with a roommate. In addition, persons with disabilities oftentimes 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 foregoing 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.

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. The term developmental disability refers to a severe and chronic disability attributable to a mental or physical impairment, such as cerebral palsy, epilepsy, or autism that begins before individuals reach adulthood. The 2000 U.S. Census showed that of the population in Pleasanton 5 to 20 years of age (15,126) 840 had a disability (5.6%). For the population 21 to 64 years (39,332) 3,966 had a disability (10.1%), and 73.4% of those were employed. For the population 65 years and over (4,576) 1,632 had a disability (35.7%). In total, 6,438 people in Pleasanton in 2000 had a disability, which is almost 11% of the population. The most pervasive disabilities for the general population are physical and mental disabilities, accounting for about 24 percent of all disabilities and affecting about 2,400 residents.

People living with disabilities often have trouble finding housing. Even rRelatively 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. There are a number of policies that jurisdictions have pursued to make houses more accessible. Ideas include:

- **Provide reasonable accommodation procedures for persons with disabilities.**  
Develop simple procedures for individuals to get permission from landlord to alter their home 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.



**Persons with Disabilities by Disability Type in Pleasanton (2000)**

	Number	Percent
Total Disabilities	9,958	100.0%
Total Disabilities for Ages 5-64	6,855	68.8%
Sensory Disability	531	5.3%
Physical disability	1,275	12.8%
Mental disability	1,098	11.0%
Self-care disability	276	2.8%
Go-outside-home disability	864	8.7%
Employment disability	2,811	28.2%
Total Disabilities for Ages 65 and Over	3,103	31.2%
Sensory Disability	588	5.9%
Physical disability	1,124	11.3%
Mental disability	402	4.0%
Self-care disability	282	2.8%
Go-outside-home disability	707	7.1%

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

### Persons Living in the City of Pleasanton with Disabilities (2000)

	Number	Percent
Employed Persons with a Disability (Ages 5-64)	3,085	47.6%
Not Employed Persons with a Disability (Ages 5-64)	1,721	26.5%
Persons Age 65 Plus with a Disability	1,632	25.2%
Total Persons with a Disability	6,438	99.3%

Source: US Census, 2000

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 State Department of Housing and Community Development (HCD) to reserve four (4) 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 (6) residents and are licensed for a particular type of care or shelter (e.g., elderly, disabled, youth, etc.).

### **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."

### **Large Families**

Large households are defined as having five or more members residing in the home. These households constitute a special need group because there is often a limited supply of adequately

sized, affordable-housing units in a community to accommodate large households. 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. Pleasanton is home to 2,271 large households, 18.6 percent (422) of which are renter households. Large families often have trouble finding housing that meets their needs. In particular, it is often especially challenging for renters. In many markets, it is more profitable to build smaller units and without government intervention, this is what happens. 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. Pleasanton has 14,764 owner-occupied units and 1,409 renter-occupied units with three or more bedrooms 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, health care, 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 1,672 female-headed households, of which 1,126 include children under 18 years of age. In 2000, 147 such households were living below the poverty level. Providing affordable housing with sufficient bedrooms and open space for families 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.

### **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 California Department of Labor, the mean annual wages in the 2008 1<sup>st</sup> quarter for farm workers and laborers were between \$21,448 and \$26,774.

Alameda County's agricultural lands include cropland as well as land devoted to the raising of cattle and other livestock. Excluding rangeland (189,000 acres), there were approximately 6,631 harvested acres in Alameda County during 2007. Field crop acreage was the largest portion, at 4,199 acres (approximately 63% of the total) harvest acres. Fruits and nuts were the second at 2,083 acres (32%) of the total. Nursery products and vegetables were the smallest at 269 acres (4%) and 80 acres (1%). Alfalfa and other hay was the largest single commodity in harvested acres, accounting for 59%; and wine grapes were second at 29% of all harvested acreage. There were approximately 12,792 head of cattle raised in 2007. 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 2009, there were 1,940 persons employed in agriculture and natural resources jobs in Alameda County in 2000, and an estimated 1,740 persons employed in 2010. According to ABAG Projections 2007, there were 330 and 300 persons in 2000 and 2005, respectively, employed in agriculture and natural resources jobs within Pleasanton's Sphere of Influence. According to ABAG Projections 2007, in Pleasanton's Sphere of Influence there will be an estimated 310 persons employed in this field in 2035. The U.S. Census states there were 15 Pleasanton residents employed in the Farming, Fishing, and Forestry occupational sector in 2000.

It is likely that the housing needs of the small number of permanent farm workers 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. Farm employee housing for persons employed on the premises is 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 41.9 to amend the Zoning Ordinance as necessary to ensure compliance with Health & Safety Code Sections 17021.5 and 17021.6. 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 2009 Alameda Countywide Homeless Count and Survey, prepared December 2009 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. In addition, the survey estimates the number of persons and description of the characteristics of precariously housed persons (termed "Hidden Homeless") and comparison with low-income "Housed" persons who use soup kitchen, food pantry, drop-in center, and mobile outreach services. The survey is based on actual counts of sheltered persons residing in emergency shelters and transitional housing countywide on the night of January 26, 2009. Below are definitions used in the 2009 Alameda Countywide Homeless Count and Survey:

- **Literally Homeless:** Sleeping on the streets or other place not meant for human habitation, staying in a shelter or a transitional housing program.
- **Hidden Homeless:** Being evicted within next 7 days, staying in a hotel or motel on a temporary basis, or staying with a friend or relative on a temporary basis having been notified that the arrangement is short term and with no other financial resources to relocate.
- **Total Homeless:** The total of combined "Literally Homeless" and "Hidden Homeless".

The report uses both a narrower definition of homeless, which is used by HUD, and includes only the Literally Homeless, and a broader community definition that includes both the Literally Homeless and Hidden Homeless. Using the HUD definition of homelessness, an estimated 3,347 homeless adults, accompanied by 994 children, utilize homeless services in Alameda County (total of 4,341 homeless persons). Under the broader community definition, 5,304 homeless adults utilize homeless services, accompanied by 2,079 children.

About one-third (1,099 persons) of the HUD-defined homeless adult service users are assessed as HUD-defined Chronically Homeless. By definition, Chronically Homeless persons are homeless long-term, disabled, and single, without accompanying children. Under the community definition, 2,554 adult service users (48% of those found to be homeless under the community definition) meet the criterion of chronic homelessness and are accompanied by 385 children. Further, using the community definition 2,122 adults, accompanied by 336 children (40% of those homeless under the community definition), are estimated to be chronically homeless and disabled.

It is estimated there are 10,567 adult users of homeless services in Alameda County, with 533 (5.0%) 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 unsheltered homeless. A range in homeless need is provided to also account for Hidden

Homeless persons. Since about 35% 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 2009 survey was completed in the winter in January 2009, 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).

Recently passed legislation, SB-2 required, among other things, that jurisdictions allow emergency housing (homeless shelters) in at least one zone without discretionary review. Local governments may apply non-discretionary design review standards. The standards must “promote” the use and be objective and predictable. Currently, there are no emergency, transitional or supportive shelters in Pleasanton. Pleasanton is committed to expanding the resources for homeless individuals in the community, particularly the supply of permanent supportive housing. The City will also be amending the Zoning Ordinance to comply with SB2.

The potential areas of regulation are discussed in more detail below.

- **Development standards common to the zoning district.** The shelter may be subject to objective standards applied to other uses in the zone. For instance, FAR, setback, height, lot area, etc.
- **Maximum number of beds.** State law specifically allows jurisdictions to regulate the number of beds in an emergency shelter. At the same time, it says limits on the numbers of beds must “facilitate,” “promote,” and “encourage” new emergency housing. Jurisdictions could choose a maximum facility size that is economically viable. For example, shelters in San Mateo County range from six beds to 87 beds, with the median number being 22. Alternately, a jurisdiction could set the maximum shelter size the same as their need. The challenge for jurisdictions will be to balance the part of the State law allowing a maximum on the number of beds versus the strict limits on standards.
- **Off-street parking based upon demonstrated need.** The standards may not require more parking for emergency shelters than for other residential or commercial uses within the same

zone. Parking is needed for employees, volunteers/visitors and residents. Most homeless families will have a car while most homeless individuals will not. A rule of thumb used by some shelters is one car per family or .35 cars per individual bed, plus one parking spot per staff member on duty when residents are there (but less if on a major transit route). Homeless shelters that serve the chronically homeless or the mentally ill will have lower parking needs. As a comparison, available parking spaces for various emergency shelters are summarized below:

- ❖ Crossroads (Oakland), 0.55 acres, 125 residents, 47 employees, 17 parking spaces
- ❖ Family Emergency Center (San Rafael), 0.25 acres, 52 beds, 16 spaces
- ❖ Mill Street Shelter (San Rafael), 0.33 acres, 40 beds, 10 spaces
- ❖ Safe Harbor (South San Francisco), 90 beds, 24 spaces (parking lot is full at night)

- **Size and location of exterior and interior on-site waiting and client intake areas.** Most ordinances do not have minimum size requirements for waiting and client intake areas, but this is an important topic. In fact, according to the Center on Homelessness and other experts, a common design flaw in shelters is to have too little public/communal space or office space. Having adequate waiting/ communal/gathering areas will reduce the likelihood of loitering and smoking in the adjacent properties. Communal areas also give space for volunteers to stage and donations to be accepted and sorted. Office space should also be provided. In addition to shelter staff, partner organizations often use the office to provide services.
- **The provision of on-site management.** Most ordinances require on-site management when the shelter is open (i.e. has clients at the facility). There are many important topics to include in a management plan, including:
  - ❖ Client smoking areas and policies.
  - ❖ Volunteer and donation procedures.
  - ❖ Health and Safety plan including emergencies.
  - ❖ Neighborhood communication plan.
  - ❖ One useful tool for ensuring a thorough management plan is the Quality Assurance Standards recently produced by the HOPE Quality Improvement Work Group. This document describes both minimal and higher level (desirable) standards and procedures for all aspects of operating emergency, transitional and supportive housing.
- **The proximity to other emergency shelters.** State law puts the maximum distance at 300 feet apart. A typical standard is, "The proposed shelter must be more than 300 feet from any other shelters for the homeless."
- **The length of stay.** A standard definition is 30 or 60 days. Ordinances can allow a set length of time with an extension possible if there is no other housing available.
- **Lighting.** Many ordinances call for "adequate" lighting, but this may not meet the standard for objectivity as required by law. An alternate definition to consider is, "The lighting shall be sufficient to provide illumination and clear visibility to all outdoor areas, with minimal shadows

or light leaving the property. The lighting shall be stationary, directed away from adjacent properties and public rights-of-way, and of intensity compatible/comparable with the neighborhood.”

- **Security during hours that the emergency shelter is in operation.** Most shelters do not admit dangerous clients, will work to quickly to de-escalate potentially dangerous situations, and will call the police if a client poses a threat. Staff are usually told not to engage or restrain dangerous clients. Still, best practices call for shelters to have a security/emergency plan.
  
- **Non-discretionary design standards.** Traditionally, homeless shelters were seen as basic, utilitarian housing for the poor. They were often crowded and lacked basic design amenities. Recently, there has been an effort to raise the standards of homeless shelters to make them fit in better with the neighborhood and be more inspirational places for the clients. Some specific design guidelines include:
  - ❖ Shelters should have designated smoking areas not visible from the street, ideally outside.
  - ❖ There should be no space for outdoor congregating in front of the building and no outdoor public telephones.
  - ❖ There should be a refuse area screened from view.
  - ❖ The shelter should have access for persons with disabilities.
  - ❖ There should be bicycle parking.
  - ❖ Other design standards that apply to residential buildings.

~~The Housing Element Task Force considered some options for accommodating emergency shelters in an existing zoning district. One of option was to allow emergency shelters in the C-S Service Commercial zoning district which includes properties in the Stanley Business Park and along Santa Rita Road close to transit and other services.~~

Staff evaluated the City’s Zoning Districts in regards to the appropriateness of locating one or more facilities for emergency housing, to accommodate the City’s estimated need for 24 to 51 emergency shelter beds. After analyzing vacant and underutilized parcels, and considering other uses allowed in various zoning districts, it was determined that the City’s Commercial Service District (C-S) would be most appropriate. The following use is currently allowed with a conditional use permit in this district: “Charitable institutions and operations, including but not limited to, lodging houses or dormitories providing temporary quarters for transient persons, organizations devoted to collecting or salvaging new or used materials, or organizations devoted principally to distributing food, clothing, and other supplies on a charitable basis and other similar charitable operations.” A zoning code amendment will be adopted to make shelters a permitted use, to satisfy the requirements of SB2.

Table II-1: Potential Emergency Housing Sites describes six sites 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 area<sup>4</sup>.

Based on the lot sizes of the parcels listed in Table II-1, staff estimates that five of the sites could be developed with sufficient capacity meet the City's needs individually (projected number of beds ranging from 37 to 93). Additionally, one site has an estimated capacity to off-set the need by approximately seven beds.

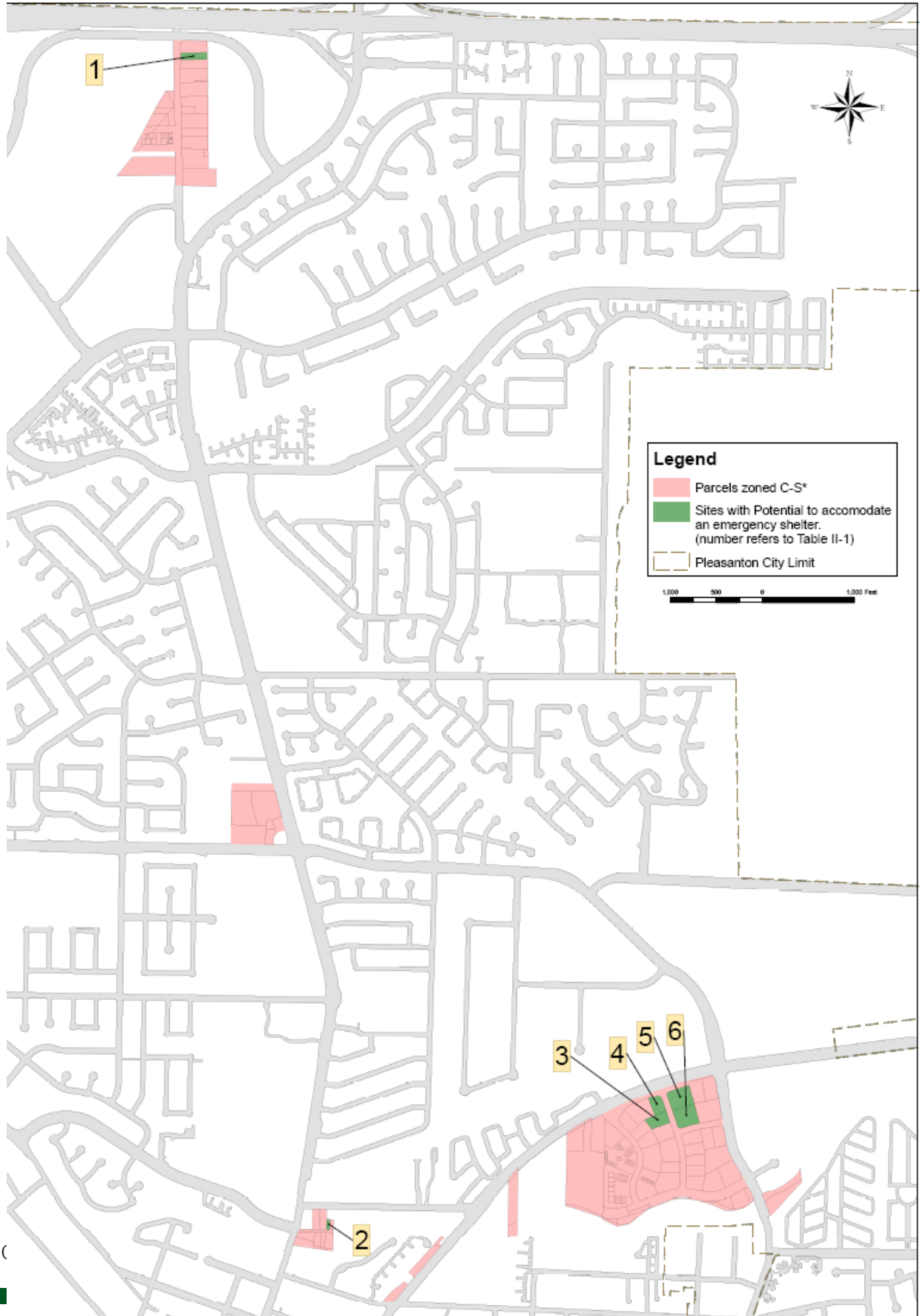
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<sup>4</sup> The average BLR for the existing shelters was calculated at 350 square feet. However, the operator of the existing shelters commented that the sites needed to be bigger to better service the occupants. Therefore, staff adjusted the assumed BLR to 600 square feet to have a conservative base number.

**Table II-1: Potential Emergency Housing Sites**

MAP ID	Address	Street Name	APN	Zoning	Ord.	General Plan Land Use	Lot Size (AC)	Site Capacity (est. # of beds for the site @ 600 sq ft per bed)	Surrounding Uses	Current Use	Proximity Needed Services
1	3956	SANTA RITA RD	946 110000300	C-S	C-S uses	COMMERCIAL	0.51	37	Industrial, Auto services, Commercial/retail, Grocery store, Office, Freeway	Existing Houses	.5 miles to Wal-Mart shopping center
2		VERVAIS AVE	946 169100700	C-S	C-S uses	COMMERCIAL	0.10	7	car wash, park, bank, MH park, commercial, retail	vacant	0 miles
3	19	WYOMING ST	946 454200300	PUD-C	.1010-C-S uses	COMMERCIAL	0.66	48	Office, Vet, Auto service, auto part sales, auto paint shop, auto body repair, equip. rental, vacant lands, restaurants, gas station, retail, church	Vacant	.46 miles to Oakhills Shopping Center
4	3	WYOMING ST	946 454200200	PUD-C	.1010-C-S uses	COMMERCIAL	0.63	45	Office, Vet, Auto service, auto part sales, auto paint shop, auto body repair, equip. rental, vacant lands, restaurants, gas station, retail, church	Vacant	.46 miles to Oakhills Shopping Center
5		STANLEY BLVD	946 454204202	PUD-C	.1010-C-S uses	COMMERCIAL	1.28	93	Office, Vet, Auto service, auto part sales, auto paint shop, auto body repair, equip. rental, vacant lands, restaurants, gas station, retail, church	Vacant	.46 miles to Oakhills Shopping Center
6	3595	UTAH ST	946 454202201	PUD-C	.1010-C-S uses	COMMERCIAL	1.17	85	Office, Vet, Auto service, auto part sales, auto paint shop, auto body repair, equip. rental, vacant lands, restaurants, gas station, retail, church	Vacant	.46 miles to Oakhills Shopping Center

**Figure II-1: Areas zoned service commercial and sites which could accommodate emergency shelters\***



\* Land use sites zoned PUD which refer to the Service Commercial zoning district uses

## **E** Assisted Rental Housing “At Risk” of Conversion

Government Code Section 65583 requires each city and 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 over the next 10 years (2009-2019). 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, 2011, there were 985 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. For a complete inventory of BMR units in Pleasanton, see Appendix G. Of this total, about 565 units were reserved for the elderly and about 420 units for other qualifying households. These units are supported by a variety of assistance sources, including HUD Section 236 funding, CHFA tax-exempt bonds, non-profit consortiums, City funding, and private regulatory agreements through the Growth Management Program. 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. Only one remaining project has been identified as being at risk of losing its affordability restrictions during the 2009-2019 analysis period. The project is the 40-unit Pleasanton Gardens complex at 251 Kottinger Drive, which received HUD Section 8 and Section 236 rent structures and was eligible to change from low income use in 2010.~~

~~The City has been working with the Board of Directors of Pleasanton Gardens for the past several years in an effort to redevelop the aging senior complex in conjunction with the redevelopment of Kottinger Place senior apartments. This collaborative project could result in preserving the 40 units by relocating them to a new development of the Kottinger Place site or other scenarios developed in cooperation with the City. The City has recently purchased an adjacent property which will allow options to facilitate the project and allow the City’s Task Force to renew its efforts with the project. In the meantime, the Pleasanton Gardens Board has affirmed its commitment to maintaining the affordability for the existing 40 senior units until the fate of the complex has been determined.~~

### **Projects Developed during the 2007 to 2010 Time Period**

The table below summarizes the residential development projects which include below market rate units, and were approved, under construction or completed since the beginning of the planning period. These projects (other than the second units) are all party to affordable housing agreements with the City of Pleasanton which will retain the BMR units in perpetuity.



**Table: New Construction including Below Market Rate units with Housing Agreements—  
approved, under construction and completed January 2007 through December 2010.**

Project Name	Project Type	Status	Number of Units	Very-Low	Low	Moderate
Windstar Stoneridge Mall Road	Apartments	Approved 2009	350	70		280 <sup>1</sup>
Civic Square Apartments (addition to existing apartment complex)	Apartments	Under construction	36		5	31 <sup>1</sup>
Birch Terrace	For Sale Townhomes	Completed	45		5	2
Medeiros Gardens	For Sale Townhomes	Approved	10		1	
Continuing Life Communities (being marketed as Stoneridge Creek)	Residential Care for the Elderly including independent living units	Under construction	635 Independent Living Units, as well as assisted living/Alzheimer's beds and skilled nursing beds.	32	32	32
Parkview Assisted Living Facility <sup>2</sup>	Assisted living and Alzheimer's care	Completed	105 beds	31		
Second Units (no housing agreements in place)	Various second units in association with single family homes	31 completed, 2 approved, 7 under construction.	40			40

Notes:

1. These units are not subject to an affordable housing agreement. However, as confirmed by the City's annual rental and vacancy surveys, market rate rental units are affordable to moderate income households.
2. These units have not been counted towards the City's Regional Housing Needs Assessment (RHNA)

## 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 State 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 Need Allocation (RHNA) to distribute the region's share of the statewide need to the cities and counties within the region. The RHNA is for the 2007-2014 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. The California Department of Housing and Community Development assigned the Bay Area a housing needs allocation of 214,500 for the 2007-2014 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.

It is estimated that 50% of the City's very low income housing need for the 2007-2014 time period will be for households earning less than 30% of median income (considered "extremely low income"). Thus, the number of extremely low income households needing housing for the 2007-2014 planning period is estimated at 538 units. Housing types available and suitable for extremely low income households include Single Room Occupancy units (SRO's), 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.

The table on the following page includes the City of Pleasanton's Regional Housing Needs Assessment (RHNA), the remaining need from the 1999-2007 planning period, and a calculation (after subtracting permits finalized and units approved since 2007, as well as land already designated for residential development) showing that the City of Pleasanton has already rezoned a sufficient amount of land which will need to be rezoned to meet the City's housing need for the 2007 to 2014 planning period. The first line of the following table, "Remaining Need from 1999-2007" refers to the identified unmet housing need from the 2003 Housing Element. Although the City identified a need to rezone land for an additional 871 high density multifamily

units as part of the 2003 Housing Element “planning period” (1999-2009)<sup>5</sup>, ~~the rezoning was not accomplished during that planning period. Therefore, in T~~ the table below shows all the 871 units ~~is~~ added to the 2007 – 2014 RHNA for the City of Pleasanton.

**Table III-1**

**Additional Residentially-Designated Land Required Showing Sufficient Appropriately-Zoned Land to meet the City’s Housing Need**

	Total	Very Low Income	Low Income	Moderate Income	Above Moderate Income
Remaining Need from 1999-2007	871	0	871	0	0
2007-2014 RHNA	3,277	1,076	728	720	753
Total RHNA	4,148	1,076	1,599	720	753
Minus Permits Finaled 2007 through 2010	319	0	5 <sup>1</sup>	38 <sup>2</sup>	276
Minus Units under construction	82	0	5 <sup>3</sup>	39 <sup>4</sup>	38
Minus Approved (zoned) projects with building permit not issued	1,321	102 <sup>5</sup>	32 <sup>6</sup>	312 <sup>7</sup>	875
Remaining units to be accommodated	<u>2,426</u> <u>2,862</u>	<u>2,531</u>		331	-436
Minus Land designated for residential development with no entitlements ( <u>Appendix B</u> ) <sup>4</sup>	<u>1,028</u> <u>3,447</u>	<u>435<sup>8</sup></u> <u>2,774<sup>8</sup></u> <u>435<sup>9</sup></u>		<u>0</u> <u>474</u>	<u>158</u> <u>199</u>
Remainder: <u>Unmet Housing Need Prior to Proposed Rezonings Capacity over and above housing need</u>	<u>1,992</u> <u>500</u>	<u>539</u> <u>243</u> <u>1,122</u>		<u>331</u> <u>99<sup>9</sup></u>	<u>-594<sup>10</sup></u>

~~NEED IN ACRES = For 1,661 units affordable to low and very low income households, 55 acres at 30 units per acre; for 331 units affordable to moderate income households, 14 acres at 23 units/acre.~~

Notes:

1. Low income units from Birch Creek project.
2. Includes 2 units from Birch Creek, 31 second units, and 5 apartment units.
3. Low Income Civic Square Apartments
4. Includes 7 second units, 31 moderate income Civic Square Apartments, and 1 apartment.

<sup>5</sup> The ‘planning period’ is the period between the due date of one housing element and the due date of the next housing element. The 2003 Housing Element was due on June 30, 1999, while the next housing element was due on June 20, 2009.

5. Includes 32 units in the Continuing Life Communities Agreement, and 70 units in the Windstar Agreement.
6. 32 units affordable to Low Income Households in the Continuing Life Communities Agreement.
7. Includes 32 units affordable to Moderate Income Households in the Continuing Life Communities Agreement and the balance of the Windstar Apartments (280).
- ~~8. Half of the 870 units rezoned in Hacienda (Sites 22, 23 and 24 in Appendix B)~~
- ~~9. Half of the 870 units rezoned in Hacienda (Sites 22, 23 and 24 in Appendix B)~~
- ~~8. Sites 24 through 33 in Appendix B, plus 76 units in the Affordable Housing Agreement for sites 22 and 23.~~
- ~~9. Balance of units from Sites 22 and 23, plus Site 5 in Appendix B~~
- ~~10. Sites in Appendix B not counted in Notes 8 and 9.~~

## **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 comprising 101 acres zoned at densities of at least 30 units per acre that can accommodate 2,774 units affordable to low and very-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.

~~As noted in the table, above, Appendix B describes the existing inventory of available housing sites. Further, the table includes the calculation of additional sites to be made available to meet the remaining housing need, that is, for the 1,661 units to be affordable to low and very-low income households, 55 acres at a minimum of 30 units per acre is needed, and for the 331 units affordable to moderate income households, 14 acres at a minimum of 23 units per acre is needed. 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, the statute provides two options. The City can either: (1) 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, which in Pleasanton’s case are sites designated at 30 units per acre or more.~~

~~The preceding table also identified a need for sites to accommodate about 331 housing units affordable to moderate income households.—~~The City’s 2010 Rent and Vacancy Survey (see Appendix C) 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 staff made an assumption that~~ residential development at 23 units an acre or more would be affordable to moderate income households. ~~Therefore, the City will need to designate approximately 14 additional acres of land at 23 units per acre to meets its need for an additional 331 units of housing 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 9 sites it had identified to accommodate -the development of housing consistent with City’s “fair share” regional need numbers. 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.

~~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 ~~Housing Element's~~ approach for achieving adequate sites ~~was~~ based on the identification of factors for evaluating potential housing sites, and ~~to~~ 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 ~~which followed~~ were developed through the ~~rezoning Housing Element Update~~ 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 ~~have been~~ ~~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~~ ~~is~~ 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 ¼ 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%) 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<sup>1</sup> and quality of life, and encouraging sustainable<sup>2</sup> 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, and Moderate 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. Using the second approach and applying the default density standard of 30 units/acre, the Housing Element must identify about 55 acres of land at this density.

## 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 rezoned to accommodate RHNA in the 2007-2014 Housing Element 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 several other sites in Pleasanton were will be rezoned for high-density-residential use to accommodate RHNA as described in the “Meeting Projected Housing Needs” section below, in conjunction with the 2007-2014 Housing Element. 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 for rezoning which are~~ located east of Hopyard Road and north of Stanley Boulevard (BART, Nearon, CarrAmerica, ~~Kiewit, and~~ CM Capital Properties, ~~and Legacy Partners~~) 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 planning phase, and anticipated to be operational in 2014. Several other sites (~~Sheraton, Stoneridge Shopping Center, Kaiser, Irby-Kaplan-Zia,~~ Auf der Maur/Rickenbach) will require new sewer 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. While an upgrade of this facility is not needed to accommodate the RHNA allocations in the 2007-2014 Housing Element planning period, if future RHNA cycles include substantial residential growth in the region, the disposal system may

require a future upgrade. 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 anticipates updating 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 14.6 and 14.7 of the 2007-2014 Housing Element which state:

Program 14.6: 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 14.7: 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: 2011-2012  
Funding Source: Sewer Enterprise Fund

The City will also review infrastructure conditions and the Growth Management Ordinance between 2011 and 2014. Program 29.2 of the 2007-2014 Housing Element states:

Program 29.2: Review and amend the Growth Management Ordinance to reflect current housing and infrastructure conditions and current housing needs.

Responsible Agency: City Council  
Time Period: 2011-2014  
Funding Source: Planning Division Budget

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 Infrastructure*

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 ~~to allow high-density residential~~

~~development~~ 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 be not anticipated to~~ address Pleasanton's RHNA for the 2007-2014 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 more 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 to mitigate 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 mitigation program funding.

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 1999 through 2006, 131 second units were built or about 16 second units a year. Since then, from 2007 through 2010, 34 second units were built or approximately 9 units per year. This slow down 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 2007-2014 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. However, most mixed use sites in the City of Pleasanton as a part of the Housing Element were in large part, these sites were so 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 many of the selected sites will incorporate a high density housing component, ~~including housing available to low and very low income households.~~

#### **Potential to Meet Meeting Projected Housing Needs**

Prior to the adoption of the 2007-2014 Housing Element, the City completed the rezoning and General Plan Amendments necessary to accommodate the City’s RHNA. The table and map below summarize the nine sites which were sites being considered for rezoning to meet the City’s remaining need for available sites. The pages immediately following the summary table and map include background information and development considerations for the nine sites. It was the intent of the City to rezone land sufficient to meet the need for 2,000 units. The nine sites listed can accommodate approximately 2,326 units. In the tables and figures below, the nine sites are numbered 25-33 to correspond with their housing site number in the Housing Sites Inventory (Appendix B). 3,300 units, in excess of the approximately 2,000 units which need to be accommodated. It is the intent of the City to rezone land sufficient to meet the need for 2,000 units. A decision on which sites will be rezoned will be made in fall 2011, and rezoning will be completed prior to or concurrently with the adoption of the Housing Element.

**Table III-2 Nine Rezoned Potential Housing Sites—Acres, Acres and Densities for Rezoning**

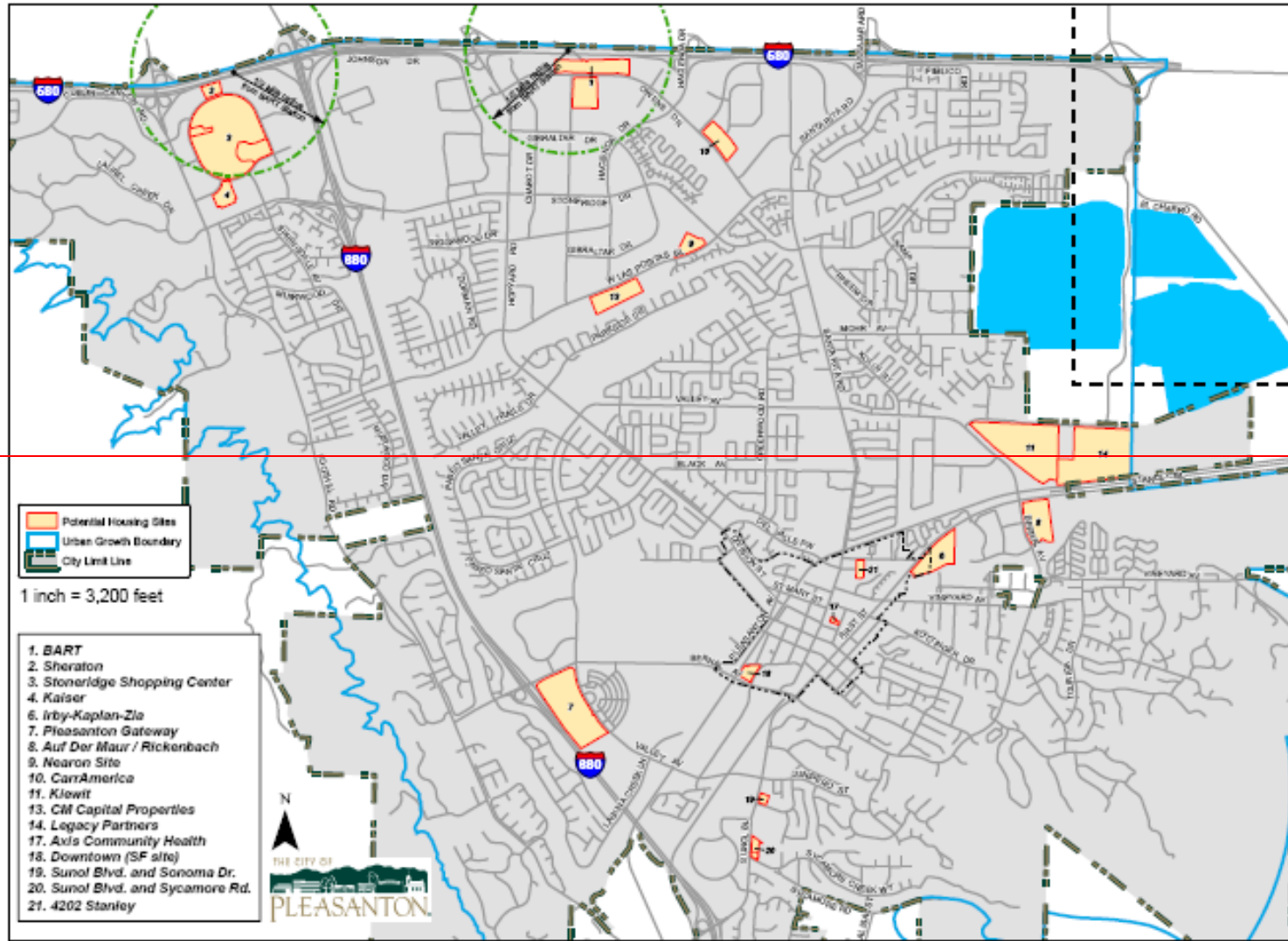
MAP ID	Site	APN	Current Use	Current General Plan Designation	Future General Plan / Zoning	Total Site Acreage	Potential Acreage for Multi-family Development	Number of Units/p/ac-Min.			Site Constraints
								23 units/ac	30 units/ac	40 units/ac	
1	BART <sup>1</sup>	941-2771-015-00 941-2778-002-00	Parking lot	Mixed-Use/Business Park	Mixed-Use/Business Park PUD-MU	14.9	8.3		249		S/P
2	Sheraton	941-1201-057-02	Hotel	Retail/Highway/Service Commercial, Business & Prof. Offices	Mixed-Use PUD-MU	3.3	3.3		99		P
3	Stoneridge Shopping Center <sup>2</sup>	941-1201-028-00 941-1201-029-00 941-1201-030-06 941-1201-092-00 941-1201-094-03 941-1201-095-00	Shopping Center	Retail/Highway/Service Commercial, Business & Prof. Offices	Mixed-Use PUD-MU	74.6	10.0			400	P
4	-Kaiser	941-1201-052-03	Vacant / parking lot	Retail/Highway/Service Commercial, Business & Prof. Offices	Mixed-Use PUD-MU	6.1	6.1		183		P
6	-Irby-Kaplan-Zia <sup>2,3</sup>	946-1680-004-04 946-1680-003-02 946-1680-002-03	House, barn, storage, and vacant land	Retail/Highway/Service Commercial, Business & Prof. Offices Public Health and Safety Wildland Overlay	Mixed-Use PUD-MU	14.8	6.0	138			P
7	Pleasanton Gateway	947-0008-017-00	Grocery store and shopping center under construction / vacant land on the southern portion	Retail/Highway/Service Commercial, Business & Prof. Offices	High-Density Residential PUD-HDR	26.0	10.0	69	210		P
8	Auf der Maur <sup>1</sup> /Rickenbach Site	946-4542-045-03	Vacant	Retail/Highway/Service Commercial, Business & Prof. Offices	High-Density Residential PUD-HDR	16.0	11.5		345		P
9	Nearon Site	941-2764-015-00	Vacant / parking lot	Mixed-Use/Business Park	High-Density Residential PUD-HDR	5.6	5.6	129			S/P
10	CarrAmerica <sup>1</sup>	941-2780-019-01	Parking lot	Mixed-Use/Business Park	Mixed-Use/Business Park PUD-MU	60.0	8.4		252		S/P

MAP ID	Site	APN	Current Use	Current General Plan Designation	Future General Plan / Zoning	Total Site Acreage	Potential Acreage for Multi-family Development	Number of Units p/ac Min-			Site Constraints
								23 units/ac	30 units/ac	40 units/ac	
11	Kiewit Site	946-1251-007-04	Storage / vacant	East Pleasanton SP	High-Density Residential PUD-HDR	49.0	10.0		300		S/P
13	CM Capital Properties	941-2762-006-00 941-2762-011-04	Office	Mixed-Use/Business Park	High-Density Residential PUD-HDR	12.6	12.6	221	90		S/P
14	Legacy Partners	946-1250-019-05 946-1350-003-08	Vacant	East Pleasanton SP	High-Density Residential PUD-HDR	51.2	12.0		360		S/P
17	Axis Community Health	094-0107-011-20	Medical office (is relocating)	Retail/Highway/Service Commercial, Business & Prof. Offices	Retail/Highway/Service Commercial, Business & Prof. Offices/C-C	0.6	0.6	13			
18	Downtown (SF Site)	094-0157-005-17 094-0157-022-00	Vacant	Public & Institutional	High-Density Residential PUD-HDR	3.2	3.2	74			
19	Sunol Blvd. and Sonoma Dr.	948-0009-001-00 948-0009-002-00	Vacant	General and Limited Industrial	High-Density Residential PUD-HDR	1.3	1.3	30			
20	Sunol Blvd. and Sycamore Rd.	948-0004-002-02 948-0017-008-04 948-0017-008-06	Vacant	Retail/Highway/Service Commercial, Business & Prof. Offices	High-Density Residential PUD-HDR	2.3	1.0	23			
24	4202 Stanley Blvd <sup>2,3</sup>	946-1691-001-01	Approx. 2 occupied mobile homes	Medium-Density Residential—Public Health and Safety Wildland Overlay	High-Density Residential PUD-HDR	1.8	1.8	41			
<b>TOTAL</b>	-						<b>111.7</b>	<b>737</b>	<b>2088</b>	<b>400</b>	

Endnotes:

- 1 Estimate of potentially developable area.
- 2 Acreage within the Public Health and Safety Designation (hazard areas in which new development—other than 1 existing home on a lot of record before Sept. 1986—is prohibited) has been subtracted.
- 3 Acreage within the Wildland Overlay Designation (wildlife corridors in which new development—other than 1 existing home on a lot of record before Sept. 1986—is prohibited) has been subtracted.
- S/P New sewer pump station and pipelines
- P New pipelines

Figure III - 1: Map of Potential Housing Sites

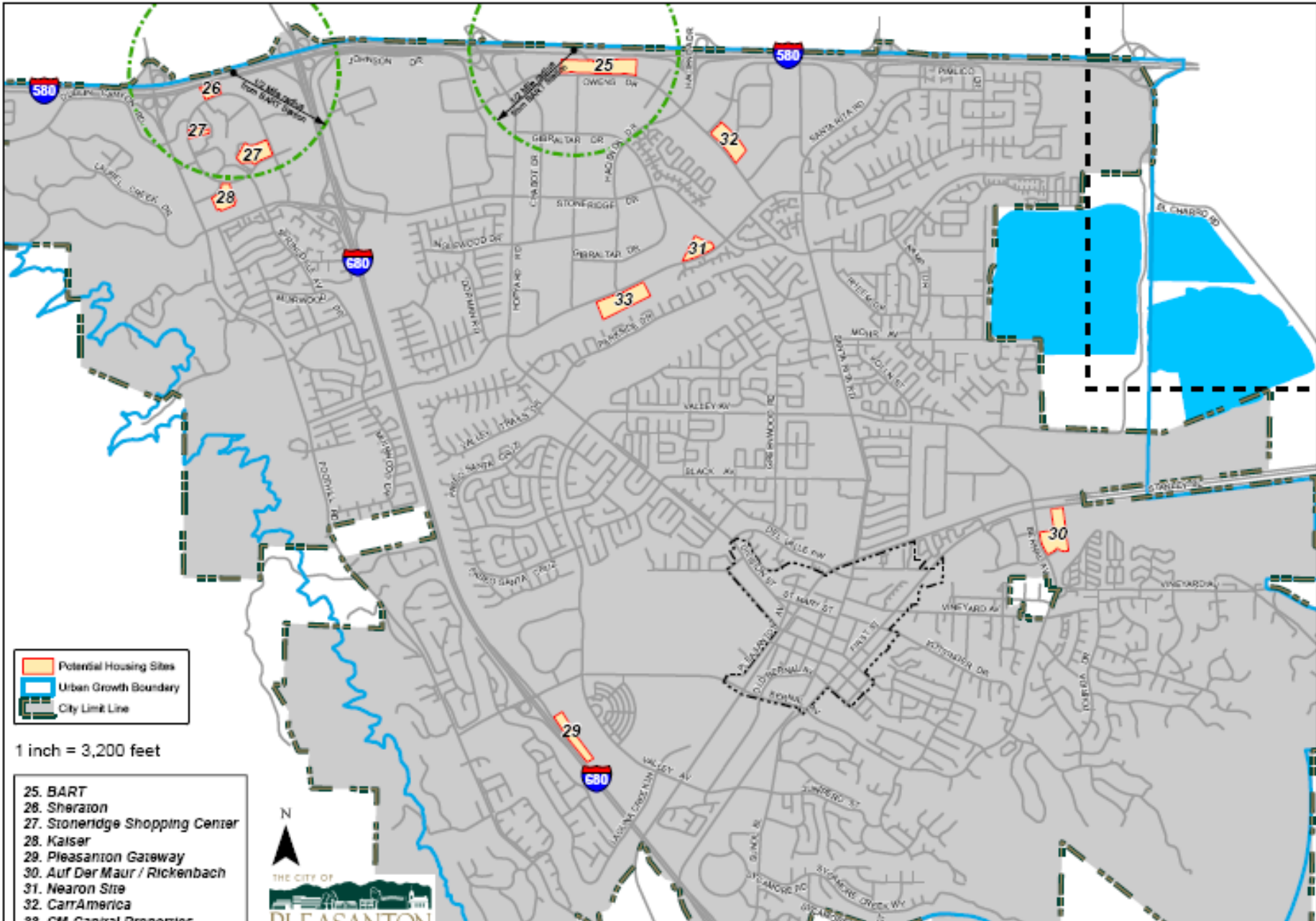


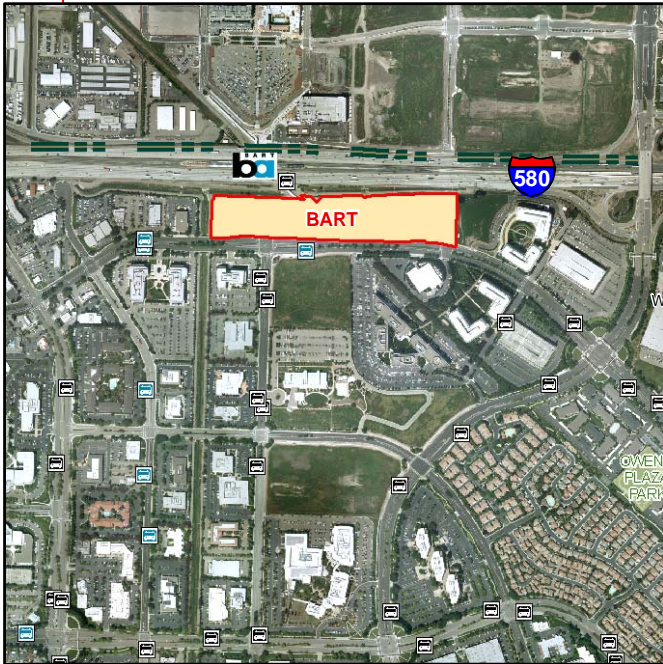
**Table III-2 Nine Rezoned Sites-Acreages and Densities**

MAP ID	Site	APN	Current Use	Prior General Plan / Zoning	New General Plan / Zoning	Total Site Acreage	Potential Acreage for Multi-family Development	Number of Units p/ac Min.	
								30 units/ac	40 units/ac
26	Sheraton	941-1201-057-02	Hotel	Retail•Highway•Service Commercial, Business & Prof. Offices	Mixed Use / PUD-MU	3.3	3.3	99	-
27	Stoneridge Shopping Center <sup>1</sup>	941-1201-094-03	Shopping Center	Retail•Highway•Service Commercial, Business & Prof. Offices	Mixed Use / PUD-MU	74.6	10.0	-	400
28	Kaiser	941-1201-052-03	Vacant / parking lot	Retail•Highway•Service Commercial, Business & Prof. Offices	Mixed Use / PUD-MU	6.1	6.1	183	-
25	BART <sup>1</sup>	941-2771-015-00 941-2778-002-00	Parking lot	Mixed Use•Business Park	Mixed Use/Business Park /PUD-MU	14.9	8.3	249	-
32	CarrAmerica <sup>1</sup>	941-2780-019-01	Parking lot	Mixed Use•Business Park	Mixed Use/Business Park /PUD-HDR	60.0	8.4	294 <sup>2</sup>	-
31	Nearon Site	941-2764-015-00	Vacant / parking lot	Mixed Use•Business Park	Mixed Use-Business Park /PUD-HDR	5.6	5.6	168	-
33	CM Capital Properties	941-2762-006-00 941-2762-011-01	Office	Mixed Use•Business Park	Mixed Use-Business Park /PUD-MU	12.6	12.6	378	-
30	Auf der Maur / Rickenbach Site	946-4542-045-03	Vacant	Retail•Highway•Service Commercial, Business & Prof. Offices	High Density Residential /PUD-HDR	16.0	11.5	345	-
29	Pleasanton Gateway	947-0008-033-00	Grocery store and shopping center under construction / vacant land on the southern portion	Retail•Highway•Service Commercial, Business & Prof. Offices	High Density Residential /PUD-HDR	26.0	7.0	210	-
<b>TOTAL</b>	-	-	-	-	-	-	<b>72.8</b>	<b>1,926</b>	<b>400</b>
<p>Endnotes:  <sup>1</sup> Estimate of potentially developable area.  <sup>2</sup> The CarrAmerica site is calculated at a minimum density of 35 units per acre  S/P New sewer pump station and pipelines  P New pipelines</p>									



Figure III-1: Nine Rezoned Sites





Site #254

## BART

**Location:** Dublin/Pleasanton BART

**Site Size:** 14.9 acres

**Recommended General Plan Designation:**  
~~No change:~~ Mixed Use/Business Park

**Site Zoning Accommodating High Density Residential Units: Recommended Rezoning:** PUD-MU (High Density Residential with minimum density of 30+ du/ac—8.3 ac max.) units/acre for residential.

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

**Acres 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:

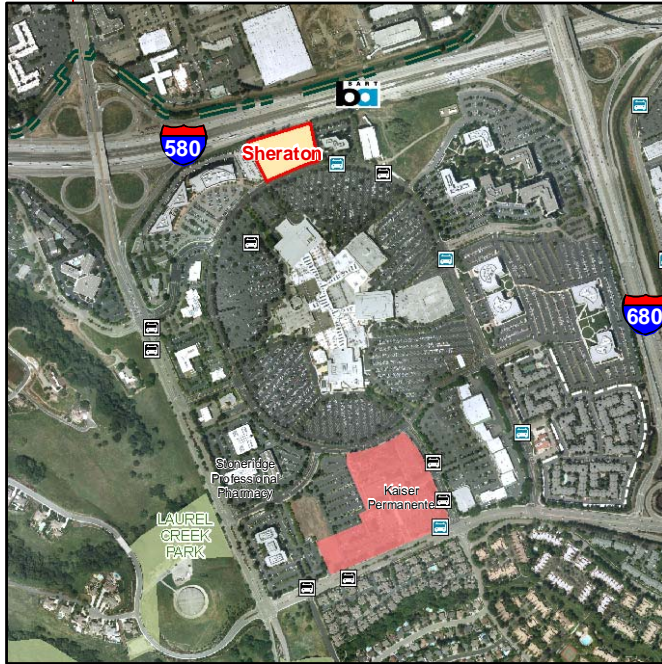
- Consider reducing parking requirements for units within ¼ mile of BART.

### 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.

**Recommended Action:**

~~Rezoning.~~



**Site #26  
Sheraton**

**Location:** 5990 Stoneridge Mall Road

**Site Size:** 3.3 acres

**Recommended General Plan Designation:**  
Mixed Use

**Site Zoning Accommodating High Density Residential Units:** ~~Recommended~~

**Rezoning:** PUD-MU (High Density Residential with residential at a minimum of 30+ du/ac— 3.3 ac max.) ~~units/acre~~

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Zoning Rezoning:** 99+  
**Acres 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 from the construction of the 350 unit mixed use Windstar project approved by the City two parcels away on the other side of the BART station, and the evolving transit oriented village envisioned for the mall and BART area

**Recommended Action:**

~~General Plan amendment, rezoning.~~



Site #273

## Stoneridge Shopping Center

**Location:** Stoneridge Mall Road Borders Surrounds Site

**Site Size:** 10.9 acres

**Recommended General Plan**

**Designation:** Mixed Use (High Density Residential 40+ du/ac — 10.0 ac max.)

**Site Zoning Accommodating High Density Residential Units:**

**Recommended Rezoning:** PUD-MU (High Density Residential 40+ du/ac — 10.0 ac max.)

**Estimated Potential Number of Housing Units per Recommended**

**General Plan Designation and Zoning Rezoning:** 400+

**Acres for High-Density Residential Development:** 10.0 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:

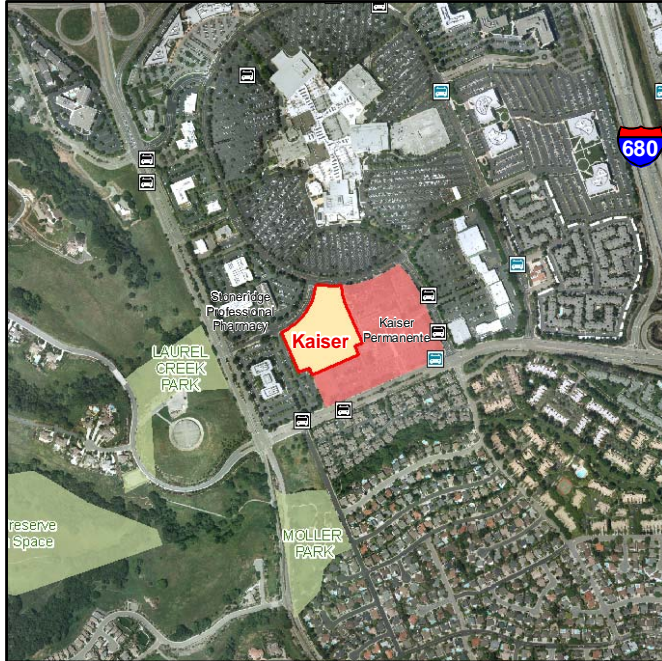
The Stoneridge Shopping Center, owned by Simon Properties, currently contains approximately 40 acres of surface parking. Together with City staff, Simon identified 10 of those acres as available and suitable for high density residential development. The new development is envisioned to create a dynamic 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 Charolette, North Carolina.

**Recommended Action:**

General Plan amendment, rezoning.



**Site #284**  
**Kaiser**

**Location:** Southeast of Laurel Creek Way

**Site Size:** 6.1 acres

**Recommended General Plan Designation:** Mixed Use ~~with minimum residential density of 30+ du/ac~~

**Site Zoning Accommodating High Density**

**Residential Units: Recommended**

**Rezoning:** ~~PUD-MU (High Density Residential 30+ du/ac—6.1 ac max.)~~

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

**Acres 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

**Recommended Action:**

~~General Plan amendment, rezoning.~~



**Site #6**  
**Irby-Kaplan-Zia**

**Location: East of Stanley Boulevard at Stanley Boulevard Intersection**  
**Site Size: 14.8 acres**  
**Recommended General Plan Designation: Mixed Use**  
**Recommended Rezoning: PUD-MU with High Density Residential at a minimum of 23+ du/ac—6.0 ac max.**  
**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Rezoning: 138+**  
**Acreage for High-Density Residential Development: 6.0 acres**

**Background Description:**

- **Mostly undeveloped site near Downtown.**
- **Within ½ mile of elementary schools.**
- **Within ½ mile of parks.**
- **Adjacent to a bike route.**
- **Site is more than 5 acres in size allowing for design flexibility.**

**Key Considerations for Site Development:**

- **Potential historical structure(s) on site which should be evaluated.**
- **An extension of Nevada Street is anticipated.**
- **Development should address and protect Arroyo Del Valle.**

**Recommended Action:**

**General Plan amendment, rezoning.**





**Site #297**  
**Pleasanton Gateway**

**Location:** East of I-580, South of Bernal Avenue, and West of Valley Avenue

**Site Size:** 39.6 acres

**Recommended General Plan Designation:** HDR (High Density Residential) ~~23+ du/ac—3.0 ac max. and 30+ du/ac—7.0 ac max.~~

**Site Zoning Accommodating High Density Residential Units: Recommended**

**Rezoning:** ~~PUD-HDR (High Density Residential 30+ du/ac—7.0 ac max.)~~

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Zoning Rezoning:**  
~~210+279+~~

**Acreege for High-Density Residential Development:** ~~7.0~~ 10.0 acres

**Background Description:**

- Vacant site adjacent to a new Safeway/neighborhood commercial center (under construction).
- Adjacent to/near I-680/Bernal Avenue on/off ramps.
- Adjacent to a park/open space.
- Across from residential development.
- Site is more than 5 acres in size allowing for design flexibility.

**Key Considerations for Site Development:**

- Consider a feathering of densities in areas close to single-family development.
- Consider architectural style of the existing residential neighborhood when reviewing the design of any development plan.

**Recommended Action:**

~~General Plan amendment; Specific Plan amendment; rezoning.~~



Site #308  
**Auf Der Maur/Rickenbach**

**Location:** 3150 Bernal Avenue

**Site Size:** 16.0 acres

**Recommended General Plan Designation:**  
 HDR ~~—(High Density Residential)~~

**Site Zoning Accommodating High Density Residential Units:** ~~Recommended~~

**Rezoning:** PUD-HDR ~~(High Density Residential 30+ du/ac—11.5 ac max.)~~

~~with minimum density of 30+ du/ac—11.5 ac max.~~

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Zoning Rezoning:** 345+

**Acres for High-Density Residential Development:** 11.5 acres

**Background Description:**

- Vacant site.
- Within ½ mile of parks.
- Within ½ mile of an elementary school.
- Adjacent to a bike route.
- Site is more than 5 acres in size allowing for design flexibility.

**Key Considerations for Site Development:**

- Consider visual and distance buffers from PG&E substation located between the site and the BMX park.

**Recommended Action:**

~~General Plan amendment, rezoning.~~



**Site #319**  
**Neuron Site**

**Location:** 5729 West Las Positas Boulevard

**Site Size:** 5.6 acres

**Recommended General Plan Designation:** HDR (High Density Residential)

**Site Zoning Accommodating High Density Residential Units:** Recommended

**Rezoning:** PUD-HDR (High Density Residential 30+ du/ac—5.6 ac max.)

with residential development at 23+ units per acre

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Zoning Rezoning:**

168+129+

**Acres for High-Density Residential Development:** 5.6 acres

**Background Description:**

- Mostly vacant site.
- Within ½ mile of parks.
- Within ½ mile of 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:**

- Step back height near Verona development.
- Consider a buffer/transition area by Tassajara Creek.

**Feasibility of Site Development:**

The Neuron site contains an abandoned 4,000 square foot car wash structure built in 1984 which has been out of operation for at least 5 years, and surplus surface parking. The site owners were strong advocates for the residential zoning for their property. The Hacienda Business Park Owners Association supported the rezoning and future redevelopment of the site.

**Recommended Action:**

General Plan Amendment; Rezoning.



Site #3240  
**Carr-America**

**Location:** Southeast of Rosewood Drive and Owens Drive Intersection

**Site Size:** 60.0 acres

**Recommended General Plan Designation:**  
~~No change~~-Mixed Use/Business Park-

**Site Zoning Accommodating High Density**

**Residential Units: Recommended**

**Rezoning:** ~~PUD-MU (High Density Residential 30+ du/ac—8.4 ac max.)~~

~~with High Density Residential 30+ du/ac—8.4 ac max~~

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Zoning Rezoning:**

294+252+

**Acres for High-Density Residential Development:** 8.4 acres

**Background Description:**

- Undeveloped portion of large office campus area.
- Within ½ of a freeway on ramp.
- Within ½ mile of parks.
- Within ½ mile of an elementary school.
- Adjacent to a bike route.
- Site is more than 5 acres in size allowing for design flexibility.

**Key Considerations for Site Development:**

- There is a pending office/hotel proposal for another area of this site.

**Feasibility of Site Development:**

The Carr America site is a 70 acre site developed with an office and conference complex. The very low Floor Area Ratio (FAR) of the current facilities (.39 FAR) leaves generous lawn and landscape areas and surface parking lots that provide significant development potential on this Hacienda business park site. The site's owners have been discussing significant expansion plans to accommodate additional office space and a hotel with the City for the past several years. They have recently worked with City staff to identify 8.4 acres of the site for high density

residential development. With its location just over one half mile from BART, and its proximity to the WalMart shopping center across the street, the site scored the highest of all sites on the Housing Element Task Force evaluation criteria for residential sites. The Hacienda Business Park Owners Association supported the rezoning.

**Recommended Action:**

Rezoning.



**Site #11**  
**Kiewit Site**

**Location: Southeast of Busch Road and Valley Avenue Intersection**

**Site Size: 49.0 acres**

**Recommended General Plan Designation: HDR (High Density Residential 30+ du/ac— 10.0 ac max.)**

**Recommended Rezoning: PUD-HDR**

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Rezoning: 300+**

**Acreage for High-Density Residential Development: 10.0 acres**

**Background Description:**

- **Vacant site.**
- **Within ½ mile of parks.**
- **Within ½ mile of an elementary school.**
- **Adjacent to a bike route.**
- **Large vacant site, development of complementary uses/amenities possible.**
- **Site is more than 5 acres in size allowing for design flexibility.**

**Key Considerations for Site Development:**

- **Consider requiring the relocation of the existing personal wireless service facility on site as part of any development plan approval.**
- **The completion of the East Pleasanton Specific Plan, including a funding and timing plan for the extension of El Charro Road, to be adopted by the second quarter of 2013 and prior to any development plan approval. If the East Pleasanton Specific Plan is not adopted within this timeframe, allow development plan review to proceed.**

**Recommended Action:**

**General Plan amendment; adoption of Specific Plan; rezoning.**



Site # **3313**

## CM Capital Properties

**Location:** South of Hacienda Drive and West Las Positas Boulevard Intersection

**Site Size:** 12.6 acres

**Recommended General Plan Designation:** HDR (High Density Residential) –HDR

**Site Zoning Accommodating High Density Residential Units:** Recommended

**Rezoning:** PUD-HDR (High Density Residential 30+ du/ac—12.6 ac max.)

with minimum residential density of 30+ du/ac—12.6 ac max.

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Zoning Rezoning:** 378+

**Acreeage for High-Density Residential Development:** 12.6 acres

### Background Description:

- Two 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 two parcels, each with an office building constructed in 1984 and 1985. One of the buildings is completely vacant. The buildings do not demise well and are, for the majority share of the tenants in the Pleasanton and Tri-Valley market, functionally obsolete. Each building would need to undergo a very costly renovation in order to make them 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. The Hacienda Business Park Owners Association supports the rezoning for residential use.

**Recommended Action:**

~~General Plan Amendment; Rezoning.~~





**Site #14**  
**Legacy Partners**

**Location: South of Busch Road, North of Stanley Boulevard, and East of Site #14**

**Site Size: 51.2 acres**

**Recommended General Plan Designation: High-Density Residential**

**Recommended Rezoning: PUD-HDR with residential density of 30+ du/ac—12.0 ac max.**

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Rezoning: 360+**

**Acreage for High-Density Residential Development: 12.0 acres**

**Background Description:**

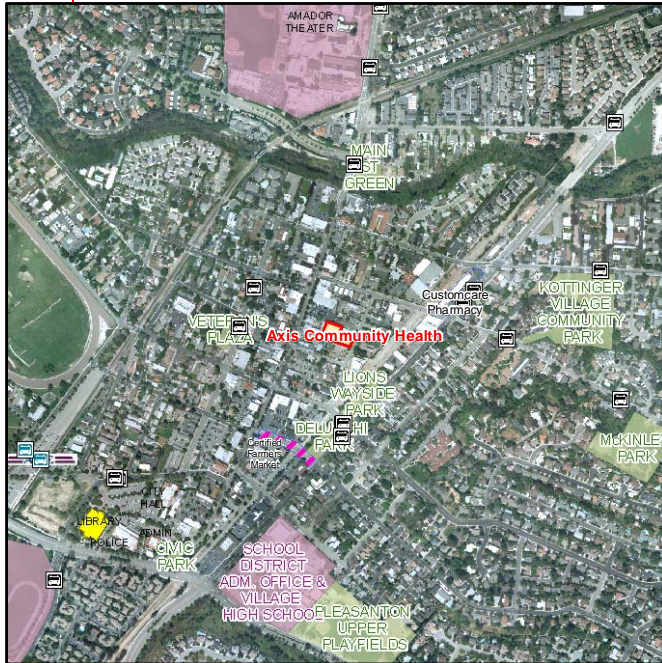
- **Large vacant site.**
- **Development of complementary uses/amenities possible.**
- **Site is more than 5 acres in size allowing for design flexibility.**

**Key Considerations for Site Development:**

- **Requires completion of East Pleasanton Specific Plan, including a funding and timing plan for the extension of El Charro Road, to be adopted by the second quarter of 2013 and prior to any development plan approval. If the East Pleasanton Specific Plan is not adopted within this timeframe, allow development plan review to proceed.**

**Recommended Action:**

**General Plan amendment, Specific Plan adoption; rezoning.**



**Site #17**

**Axis Community Health**

**Location: 4361, 4347, and 4341 Railroad Avenue**

**Site Size: 0.6 acres**

**Recommended General Plan Designation: No change: Retail/Highway/Service Commercial/Business and Professional Offices**

**Recommended Rezoning: No change: C-C Central Commercial**

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Rezoning: 13+**

**Acreage for High-Density Residential Development: 0.6 acres**

**Background-Description:**

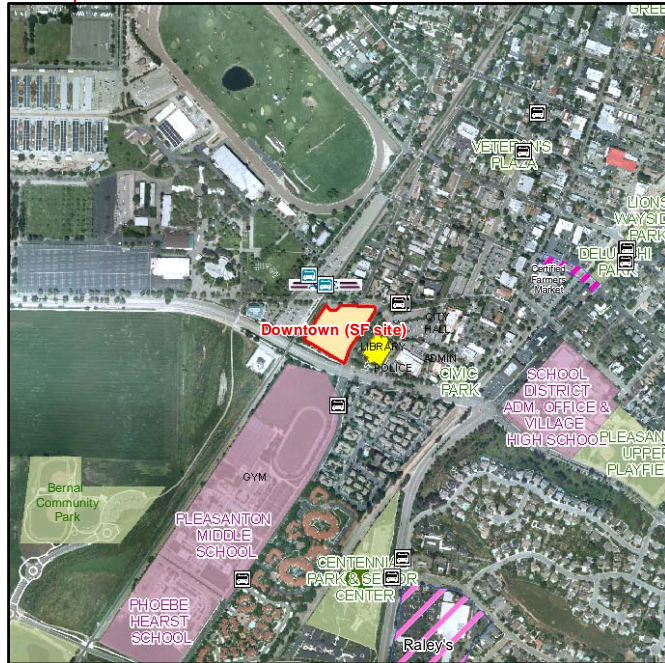
- Existing one-story health clinic—currently seeking to relocate to larger site.
- Within ½ mile of several parks.
- Site is within walking distance of retail uses Downtown.

**Key Considerations for Site Development:**

- As a result of neighborhood concern regarding parking, consider requiring the minimum number of parking spaces required by the Pleasanton Municipal Code on site and not allowing a Downtown parking in lieu fee payment.

**Recommended Action:**

**A Downtown Specific Plan amendment required to allow an all-residential project.**



**Site #18**  
**Downtown (SF Site)**

**Location: West of Bernal Court and Old Bernal Road Intersection**  
**Site Size: 3.2 acres**  
**Recommended General Plan Designation: High-Density Residential (23+ du/ac)**  
**Recommended Rezoning: PUD-HDR**  
**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Rezoning: 74+**  
**Acreage for High-Density Residential Development: 3.2 acres**

**Background Description:**

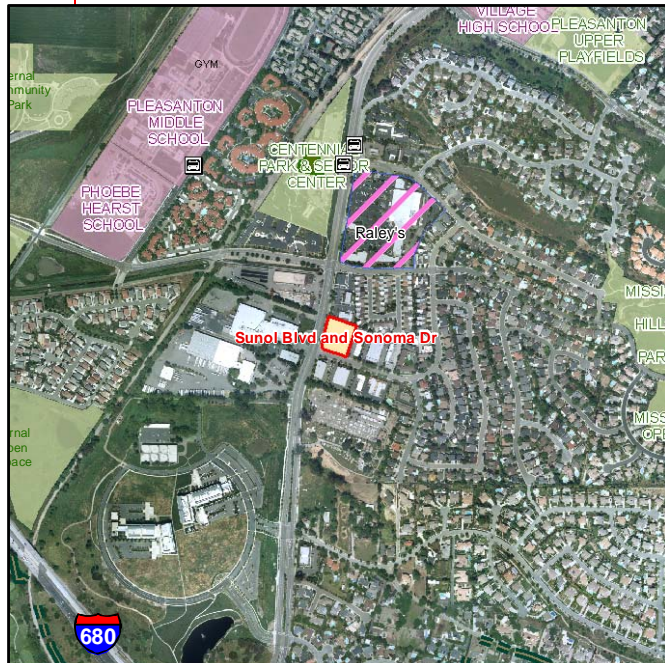
- **Vacant site.**
- **Within ½ mile of several parks.**
- **Within ½ mile of a grocery store.**
- **Within ½ mile of an elementary school and a middle school.**
- **Adjacent to Altamont Commuter Express (ACE) rail station.**
- **Adjacent to a bike route.**
- **Site is within walking distance of retail uses Downtown.**

**Key Considerations for Site Development:**

- **Because of neighborhood concern about parking, consider requiring the minimum number of parking spaces required by the Pleasanton Municipal Code on site and not allowing a Downtown parking in lieu fee payment.**

**Recommended Action:**

**General Plan amendment; Downtown Specific Plan Amendment; rezoning.**



**Site #19**  
**Sunol Boulevard and**  
**Sonoma Drive**

**Location: Northeast of Sunol Boulevard and Sonoma Drive Intersection**

**Site Size: 1.3 acres**

**Recommended General Plan Designation:**

**High-Density Residential (23+ du/ac)**

**Recommended Rezoning: PUD-HDR**

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Rezoning: 30+**

**Acreage for High-Density Residential Development: 1.3 acres**

**Background Description:**

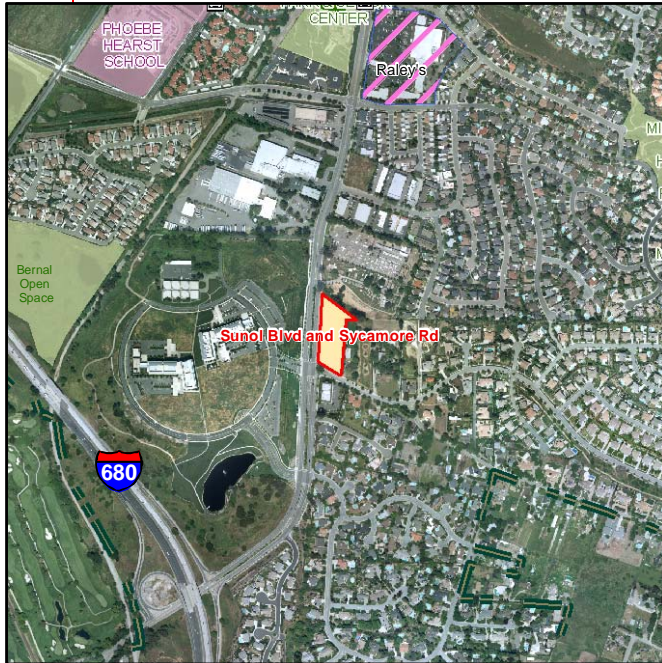
- **Vacant parcel on edge of service commercial area.**
- **Within ½ mile of a grocery store.**
- **Within ½ mile of an elementary school and a middle school.**
- **Adjacent to a bike route.**

**Key Considerations for Site Development:**

- **None**

**Recommended Action:**

**General Plan amendment, rezoning.**



***Site #20***

**Sunol Boulevard and Sycamore Road**

**Location: Northeast of Sunol Boulevard and Sycamore Road Intersection**

**Site Size: 2.3 acres**

**Recommended General Plan Designation: High-Density Residential**

**Recommended Rezoning: PUD-HDR High Density Residential 23+ du/ac 1 ac max.**

**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Rezoning: 23+**

**Acreage for High-Density Residential Development: 1.0 acres**

**Background Description:**

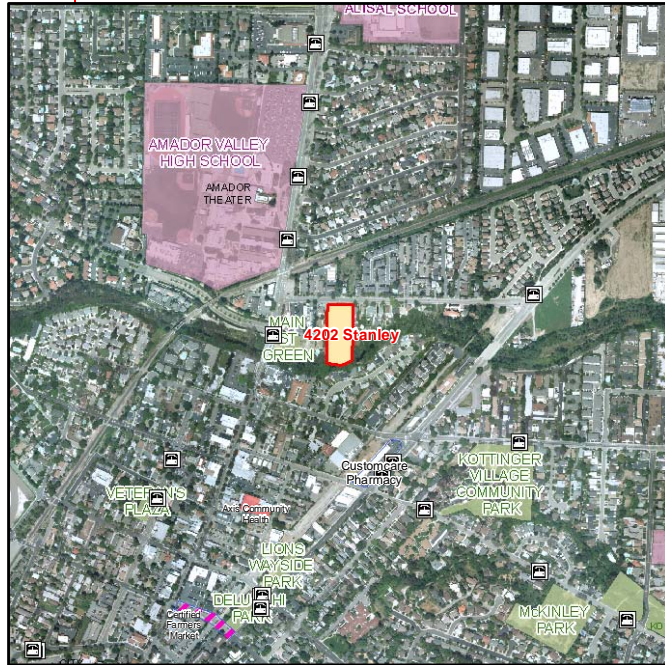
- **Vacant site**
- **Within ½ mile of a freeway on ramp.**
- **Within ½ mile of a grocery store.**
- **Adjacent to a bike route.**

**Key Considerations for Site Development:**

- **None**

**Recommended Action:**

**General Plan amendment, Specific Plan Amendment; rezoning.**



**Site #21**  
**4202 Stanley**

**Location: 4202 Stanley Boulevard**  
**Site Size: 1.8 acres**  
**Recommended General Plan Designation: High-Density Residential (23+ du/ac)**  
**Recommended Rezoning: PUD-HDR**  
**Estimated Potential Number of Housing Units per Recommended General Plan Designation and Rezoning: 41+**  
**Acres for High-Density Residential Development: 1.8 acres**

**Background Description:**

- **Underutilized mobile home park (approximately three tenants remaining)**
- **Within ½ mile of a park.**
- **Within ½ mile of an elementary school.**
- **Adjacent to a bike route.**
- **Site is within walking distance of retail uses Downtown.**

**Key Considerations for Site Development:**

- **Potential historic structure on-site which should be evaluated.**

**Recommended Action:**

**General Plan amendment, Specific Plan amendment; rezoning.**

## **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. In spring 2011, an experienced local residential land developer researched land and construction costs in Pleasanton. The cost information below is based on this research.

### **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. Low-density land costs range from \$650,000 per acre to \$750,000 per acre and medium-/high-density land costs up to \$1.7 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. With the down economy from 2009 to 2011, and the rate of inflation relatively low over these years, construction costs have not been increasing significantly. Lower interest rates reduce the financing component of construction costs, making the cost of this financing component relatively low in recent years. However, in May 2011 local developers expressed there are early signs indicating construction costs may start rising at a more rapid rate than the recovery in the economy in general.

In Pleasanton, single-family home construction costs, not including land costs, range from approximately \$75 per square foot for a medium density home to \$275 per square foot for a low-density custom home. 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.

### **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.

Construction loans for new housing are difficult to secure in the current market. In past years, lenders would provide up to 80 percent of the cost of new construction (loan to value ratio). In recent years, due to market conditions and government regulations, banks require larger investments by the builder. Many builders are finding it very difficult to get construction loans for residential property at the current time. Complicated projects, like mixed use developments, are often the hardest to finance. Non-profit developers may find it especially difficult to secure funding from the private sector.

Affordable housing developments face additional constraints in financing. Though public funding is available, it is allocated on a highly competitive basis and developments must meet multiple qualifying criteria, often including the requirement to pay prevailing wages. Smaller developments with higher per unit costs are among the hardest to make financially feasible. This is because the higher costs result in a sale price that is above the affordability levels set for many programs. Additionally, smaller projects often require significant inputs of time by developers, but because the overall budget is smaller and fees are based on a percentage of total costs, the projects are often not feasible.

Rental developments tend to be easier to finance than for-sale developments, as there are more sources of funding available. However, recent cuts in public spending statewide have put pressure on these sources. For example, though tax credits used to be a valuable source of revenue for low-income housing developers, programs have been cut and the tax credit resale market has softened. Though construction costs have been falling for all builders, the potential for tax credit revenue has been falling at an even greater rate, meaning that developers of low-income property are suffering disproportionately.

Small changes in the interest rate for home purchases dramatically affect affordability. A 30 year home loan for a \$680,000 home at five percent interest has monthly payments of roughly \$3,102. A similar home loan at seven 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 recent years has been dominated by the 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 on-going 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 Non-Profit Housing Developers**

The key to the success of non-profit 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 non-profit 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 non-profit developers on several successful affordable housing projects. Past projects involving non-profit partnerships include The Parkview (BRIDGE Housing Corporation), The Promenade (Citizens Housing Corporation), and Ridge View Commons (Eden Housing). The City was working closely with Christian Church Homes 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 standard zoning districts which allow residential development and provide 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.

## Site Development Standards

### Standard Zoning Districts in Pleasanton Which Allow Residences

ZONING DISTRICT	MINIMUM LOT SIZE			MINIMUM YARDS			SITE AREA PER DWELLING UNIT	GROUP USABLE OPEN SPACE PER DWELLING UNIT 18.84.170	BASIC FLOOR AREA LIMIT (% OF SITE AREA)	MAXIMUM HEIGHT OF MAIN STRUCTURE 18.84.140	CLASS 1 ACCESSORY STRUCTURES 18.84.160		
	Area	Width 18.84.050	Depth	Front 18.84.080	One Side/ Both Sides 18.84.090	Rear 18.84.090					Maximum Height 18.84.140	Minimum Distance to Side Lot Line	Minimum Distance to Rear Lot Line
A	5 acre	300 ft	---	30 ft	30 ft; 100 ft	50 ft	---	---	---	30 ft	30 ft	30 ft	30 ft
R-1-40,000	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	15 ft	20 ft	20 ft
R-1-20,000	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	15 ft	3 ft	5 ft
R-1-10,000	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	15 ft	3 ft	5 ft
R-1-8,500	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	15 ft	3 ft	5 ft
R-1-7,500	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	15 ft	3 ft	5 ft
R-1-6,500	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	15 ft	3 ft	5 ft
RM-4,000	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	15 ft	3 ft	3 ft
RM-2,500	7,500 sq ft	70 ft	100 ft 18.84.060	20 ft	8 ft; 20 ft	30 ft	2,500 sq ft 18.84.030(E)	400 sq ft	50%	30 ft	15 ft	3 ft	3 ft
RM-2,000	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	50%	40 ft	15 ft	3 ft	3 ft
RM-1,500	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	50%	40 ft	15 ft	3 ft	3 ft
C-C	---	---	---	18.84.130	18.84.130	---	1,000 sq ft 18.44.090 18.84.030E	150 sq ft	300%	40 ft 18.84.150	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	40 ft	100 ft 18.52.060— 18.52.100	100 ft

CAO 18.80\*

NOTE: For further information, refer to the applicable sections of the Pleasanton Municipal Code (shown in italics). PUDs are addressed in section 18.84.020 of the Pleasanton Municipal Code.

\* The standards of the Core Area Overlay (CAO) District apply to residential development in the Downtown area.

## 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 ad-greater amounts-number of affordable housing units through the PUD process than it would have been possible with conventional zoning.

~~While the PUD process is discretionary and does not allow development “by right” with only issuance of a building permit, even in standard zoning districts new development requires design review approval, as is currently the case in most California cities. Thus, development in conventional zoning districts still involves discretionary review, but without the flexibility allowed in the PUD process. It is also tied to more rigid development standards and density calculations than is possible through the PUD process.~~

The PUD process is discretionary and 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. In order to ensure that the PUD process does not create uncertainty for potential developers, Program 9.8 commits the City to preparing and adopting Development Standards and Design Guidelines to facilitate the development of high quality multifamily housing, and to create more certainty for residential development on sites zoned PUD. These standards are intended to be similar to ones already adopted for multifamily development for three sites in the Hacienda TOD area.

### **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% of the local governments surveyed by the State Department of Housing and Community Development.

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 overtime 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 non-profit 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.

### Development Impact Fees

Fee Type	Single-Family	Multi-Family
Building Permit and Plan-Check Fees <sup>†</sup>	\$3,486	\$14,803
Local Water Connection Fee	\$3,000	Varies
Water Meter Fee	\$400	Varies
Local Sewer Connection Fee	\$500	\$330/unit
Public Facilities Fee	\$4,385	\$2,674
Low-Income Housing Fee	\$10,155	\$2517/unit
Local Traffic Impact Fee	\$4,364	\$3,054
In-Lieu Park Dedication Fee	\$9,707	\$7969/unit
GIS Mapping Fee	\$0.002/sf site	\$0.002/sf site
Zone 7 Water Connection Fee	\$22,230	Varies
DSRSD Sewer Connection Fee	\$13,840	\$9,121/unit
Tri-Valley Transportation Fee	\$2,170	\$1,380/unit
Zone 7 Drainage Fee	\$1.00/sf	\$1.00/sf

<del>PUSD School Impact Fee</del>	<del>\$8.62/sf</del>	<del>\$3.04/sf</del>
<del>South Livermore Ag. Trust Fee</del>	<del>\$3.85/sf</del>	<del>\$3.85/sf</del>

Source: City of Pleasanton Building Division, May 2011.

Notes: 1. For single-family development, the estimate assumes one 2,000 sq. ft. house. For multi-family development, the estimate assumes an 8 unit residential condominium project (13,500 sq. ft.).

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. While fees add to the cost of housing, Pleasanton's are not unusual for the Tri-Valley Area or the Bay Area. The City's portion of the impact fees is about \$32,000 for a single-family unit, and, not including inspection fees, about \$16,214 for a multi-family unit. As shown below, 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 re-evaluated in the future to be more closely commensurate with the City's costs to inspect and plan check.

#### 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.)	\$3,486	\$4,778	\$3,560	\$3,946	\$4,264	\$6,448
New 8 Unit Residential Condominium Project (13,500 sq. ft.)	\$14,870	\$13,802	\$16,084	\$15,467	\$16,025	\$25,640

Source: City of Pleasanton Building Division, April 2011.



#### 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 8 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 2007-2014 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.

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 two Code Enforcement officers, who are part of the Planning Division. Working mainly on a complaint basis, Code Enforcement officers identify 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 officers 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 non-profit 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 in-fill 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 2001 California Building Code (based on the 1997 Uniform 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 city-wide 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.

### **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. The growth management program was most recently modified in October 2009 to allow the City Council to override the annual housing allocation in order to meet the City’s share of the regional housing need. Currently, the Growth Management Ordinance:

- Establishes an annual limit for new residential units (with the exception described in the previous paragraph);
- Requires the apportionment of new residential units to categories of projects (i.e. affordable projects; major projects; and first-come, first-serve projects);
- Describes a process for obtaining an allocation under the program.

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. Because the number of units approved to date in this planning period (January 2007 through June 2014) is 1,976 units less than the RHNA assignment, there are extensive opportunities for new housing development in

the planning period such that the amended Growth Management Ordinance will have no impact on the cost, supply, timing or affordability of housing likely to be proposed in that time-frame.

However, as this Housing Element will result in the redesignation of a number of sites to allow multifamily residential development, and as housing development emerges from the recent slump, the City will conduct a review of the Growth Management Program as necessary to ensure that that growth is consistent with housing needs and infrastructure capacity (Program 9.1).

### **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 a steep slopes and ridgelines, 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 in-fill 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 non-profit 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% of its units at a below-market sales price (or at least 15% 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% 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%. 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.

## 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. The City requires that 15 percent of the total number of units of all new multiple-family residential projects ~~(rental and for sale)~~ containing 15 or more units be affordable to very low and low income households. 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. 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.

Although the City's ordinance requires rental development to provide affordable units, a recent court case does not permit this unless the developer agrees and receives either financial assistance or a regulatory incentive. The City is currently exploring alternatives regarding rental housing projects.

### *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% up to 25%, with the majority of jurisdictions requiring 15-20% 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



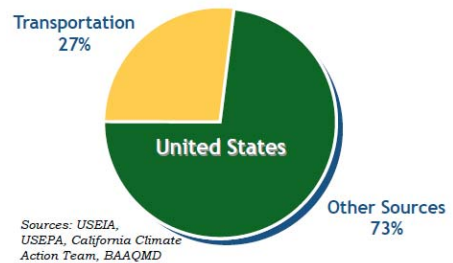
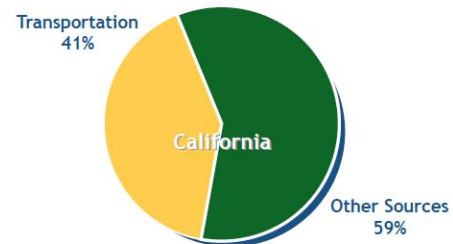
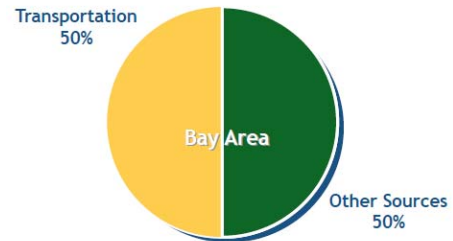
The City of Pleasanton encourages resource conservation in residential projects. The use of energy and water conservation, alternative energy, and “green building” measures has become a major priority of the City due to energy cost increases and the general recognition that continuing demand for energy 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 on-going 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 California Building Code 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

Greenhouse Gas Emissions from Transportation Sector

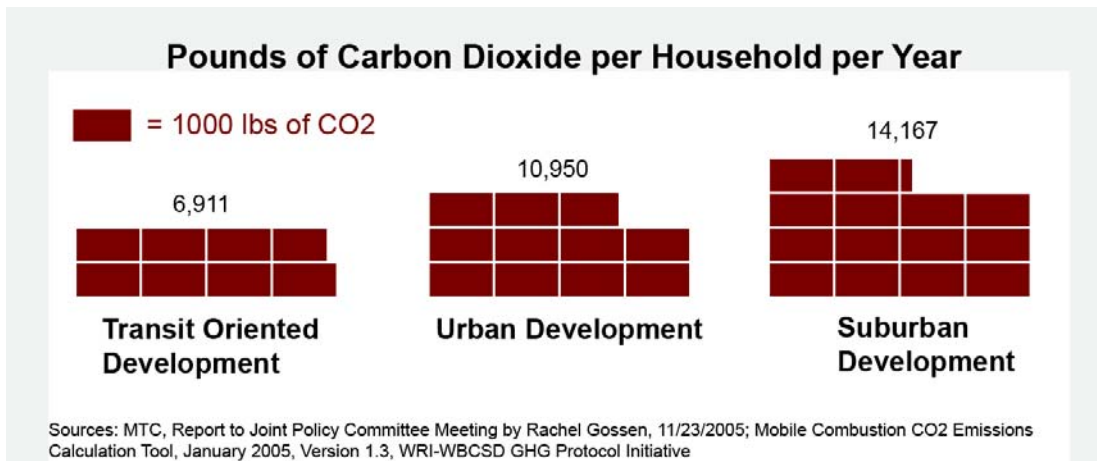


transit, which reduces emissions from automobiles; promoting brownfield redevelopment; and reducing impervious cover, which improves water quality.”

### 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 CO<sub>2</sub> 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 thirty percent and adds to the quality of life of residents (Growing Cooler, Urban Land Institute, 2008).

A large part of the reduction in CO<sub>2</sub> is because residents who live near transit use it. According to the MTC, over thirty 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 (LEED™) 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. A program has been added to the 2007-2014 Housing element which states:

- 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 2007-2014 Housing Element also contains a program encouraging 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. The California Alternate Rates for Energy Program (CARE) provides a 15 percent monthly discount on gas and electric rates to income qualified households, certain non-profits, facilities housing agricultural employees, homeless shelters, hospices and other qualified non-profit 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.