

February 19, 2013
Community Development
Planning Division

TITLE: INTRODUCTION OF AN ORDINANCE AMENDING VARIOUS CHAPTERS OF TITLE 18 OF THE PLEASANTON MUNICIPAL CODE TO COMPLY WITH CALIFORNIA GOVERNMENT CODE SECTIONS 65583 AND 65589.5 AND WITH THE 2012 PLEASANTON GENERAL PLAN HOUSING ELEMENT PERTAINING TO EMERGENCY HOMELESS SHELTERS AND SUPPORTIVE AND TRANSITIONAL HOUSING (P12-1786)

SUMMARY

The subject is a City-initiated amendment to the Pleasanton Municipal Code. The purpose of this amendment is to facilitate the development of housing for the homeless and low-income individuals who need housing support, thereby implementing the 2012 Pleasanton Housing Element and complying with California State law. If adopted this ordinance would allow homeless shelters that comply with specific development standards as a permitted use in an overlay zone, and regulation of supportive housing and transitional housing would be clarified.

PLANNING COMMISSION ACTION

Recommended approval to the City Council by 5-0 vote.

RECOMMENDATION

Introduce the attached draft ordinance, amending various chapters of Title 18 of the Pleasanton Municipal Code.

FINANCIAL STATEMENT

No fiscal impact to the City or public services is anticipated.

BACKGROUND

Housing for homeless individuals and families is identified as a need by the Pleasanton Housing Element Background Report, February 2012, and the Eastern Alameda County Human Services Needs Assessment, approved by the Pleasanton City Council on June 5, 2012. This proposed code amendment implements Policy 46 and programs 46.1 and 46.2 of the Pleasanton Housing Element as follows:

Policy 46: *Revise the Zoning Title of the Pleasanton Municipal Code to address Senate Bill 2 (SB 2; 2007).*

Program 46.1: *Conduct public outreach and revise the Zoning Title of the Pleasanton Municipal Code within one year of the adoption of the Housing Element to accommodate emergency shelters consistent with SB 2. The zoning district proposed to accommodate this use as a permitted use is the C-S (Service Commercial) zone. The zoning amendment will also establish objective development standards to encourage and facilitate the use, and will subject shelters to the same development standards that apply to other permitted uses in this district.*

Program 46.2: *Conduct public outreach and revise the Zoning Title of the Pleasanton Municipal Code within one year of adoption of the Housing Element to accommodate supportive and transitional housing consistent with SB 2. The Zoning Ordinance will be amended to permit transitional and supportive housing as a residential use and subject to the development regulations that apply to other dwellings of the same type in the same zone.*

Senate Bill 2 (SB 2) was enacted in 2007 to address homelessness statewide. The bill modifies the government code in relation to local planning and mandates that local jurisdictions provide for emergency homeless shelters and supportive and transitional housing in their zoning regulations. An emergency shelter is housing and minimal support services for homeless persons, limited to a stay of six months or less. Supportive housing is housing for a target population linked to specific services with no limited stay. Transitional housing is short-term supported housing where occupants are expected to become stable and independent.

The following requirements are among the mandates of SB 2:

- Cities and counties must identify a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit.
- Emergency shelters may only be subject to the same standards that apply to residential or commercial development within the same zone -- except that certain objective development standards may be applied.
- Transitional housing and supportive housing shall be considered a residential use of property, and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone.

This amendment would implement the housing element by bringing the zoning regulations into compliance with the requirements of SB 2

DISCUSSION

Under this proposal text would be modified in eight chapters and two new chapters would be added to Title 18 of the Pleasanton Municipal Code. The modifications would result in the following key provisions:

- Definitions for *Homeless Shelter*, *Supportive Housing* and *Transitional Housing* would be included and consistent with State definitions.
- A new overlay zone, the SF (Service Facilities) overlay district, would be established, overlying two areas that are zoned C-S (Service Commercial) district in two areas of the city (see Exhibit A). Within that overlay zone a homeless shelter would be a permitted use, without need of a conditional use permit or other discretionary approval, provided that it meets specific development standards. Proposed standards include but are not limited to maximum number of beds, parking, length of stay, proximity to other shelters, required on-site facilities, and on-site management requirements.
- Supportive housing and transitional housing that provide shelter for six or fewer occupants would be treated the same as other similar residential uses, and permitted in all zones that allow residential use.
- Supportive and transitional housing providing shelter for greater than six persons would be permitted in the RM (Multifamily Residential) district and PUDs that reference the RM district. (A map of the RM district is provided as Attachment 5.)
- Permitting procedures and development standards would be established for homeless shelters, supportive housing and transitional housing.

A redline version of the text amendments is provided as Exhibit A of Attachment 1.

Staff worked with housing advocates and community services professionals in drafting these regulations. Outreach included a focus group meeting in October 2012 to get input on draft provisions and a tour of a Livermore homeless shelter in November 2012.

The Planning Commission held a public hearing on this matter at their January 23, 2013 meeting. In addition to the standard 1,000-foot hearing notification, an explanatory letter was sent to owners of property within the proposed SF (Service Facilities) overlay district. Please refer to the Planning Commission staff report in Attachment 2 for an in-depth discussion of the proposed amendment, and to Attachment 3 for draft Meeting Minutes.

PUBLIC COMMENT

In advance of the public hearing, Citizens for a Caring Community wrote a letter to the Planning Commission in support of the code amendment (Attachment 3). At the public hearing six individuals spoke, as follows:

Ollie Arnold, Housing Outreach Coordinator, Eden Information and Referral. Ms. Arnold expressed support for the code amendment. She said that she consistently receives calls from people who seeking shelter in Pleasanton because this is their home. Unfortunately they must go elsewhere.

Becky Dennis, Citizens for a Caring Community. Ms. Dennis noted her correspondence on the item and expressed support for the code amendment. She said there is a need to shelter the homeless in Pleasanton and that she has known people who are homeless. She also expressed support for transitional and supportive housing to help people who need in-home assistance. There is more homelessness as a result of changed circumstances of individuals and families. This is an opportunity to reach out to service providers to get well run facilities for people in the community who are in need. She indicated that Pat Belding, founder of Citizens for a Caring Community, was present and also in support.

Samantha Burrows, Tri-Valley Haven, Director of Homeless and Family Support Services. Ms. Burrows is responsible for the overseeing of Sojourner House in Livermore. She expressed support for the amendment because of the huge need. Housing is expensive in the Tri-Valley area. It takes a long time for people to secure housing, especially if they come into the program without any money. There is also a need for supportive housing. She encouraged the Commissioners to call her if they had any questions.

Leo Lam, business owner, Nevada Street near Bernal Avenue. Mr. Lam expressed concern about the proposed amendment and does not see a need. He said he has lived in Pleasanton for 20 years and has never sees homeless people in town. He is concerned that a homeless shelter would bring in disturbances that would affect business. There would be security issues, especially if some of the people come from correctional institutions.

Laurie Farriter, owner of Perfection Auto Glass at 32 California Avenue, Unit F. She questioned the choice of location for the overlay district. The business park is very crowded, there is not enough parking in the area and street parking is limited to 2 hours.

Ryan Tennyson, Owner of auto parts service located at 3688 F Washington Street. Recommended that the overlay district be applied to a different area of the city. He mentioned how Shephard's Gate in Livermore is in a residential neighborhood which is more appropriate for a shelter. The area around his business is not a good choice because it is overbuilt for the amount of parking. He said there is a need to upgrade the local street lighting and improve safety.

ENVIRONMENTAL ASSESSMENT

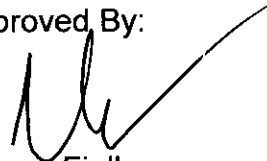
The adoption of the 2012 Housing Element was part of the project which was described in the Supplemental Environmental Impact Report certified by the City Council on January 4, 2012. The proposed amendment to the Pleasanton Municipal Code shown in Exhibit A constitutes implementation of Program 41.10 of the Housing Element and is therefore consistent with the Housing Element project as described and analyzed in the certified SEIR. Therefore, no further environmental assessment need be conducted to adopt this code amendment.

Submitted By:



Brian Dolan
Director of
Community Development

Approved By:



Nelson Fialho
City Manager

Attachments:

1. Draft Ordinance with Exhibit A, Proposed Code Amendments to Title 18 of the Pleasanton Municipal Code
2. January 23, 2013 Planning Commission Staff Report with Exhibits
3. Planning Commission Draft Meeting Minutes, January 23, 2013
4. Citizens for a Caring Community, January 22, 2013 letter to Planning Commission
5. Map of RM Multi-Family Residential Zones

ORDINANCE NO. ____

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PLEASANTON AMENDING VARIOUS CHAPTERS OF TITLE 18 OF THE PLEASANTON MUNICIPAL CODE TO COMPLY WITH CALIFORNIA GOVERNMENT CODE SECTIONS 65583 AND 65585.5 AND WITH THE 2012 PLEASANTON GENERAL PLAN HOUSING ELEMENT PERTAINING TO EMERGENCY HOMELESS SHELTERS, SUPPORTIVE HOUSING AND TRANSITIONAL HOUSING, AS FILED UNDER CASE P12-1786.

WHEREAS, there is an identified need for shelter and supportive housing for homeless and low-income individuals and families in Pleasanton; and

WHEREAS, California Senate Bill 2 was enacted in 2007 to address statewide homelessness by mandating that local jurisdictions provide for and facilitate the development of emergency homeless shelters, supportive housing and transitional housing in their zoning regulations; and

WHEREAS, Programs 46.1 and 46.2 of the 2012 Pleasanton Housing Element calls for amendment of the zoning regulations to comply with the provisions of Senate Bill 2; and

WHEREAS, a Supplemental Environmental Impact Report prepared for the 2012 Pleasanton Housing Element was certified by the City Council on January 4, 2012, and the proposed code amendment, being consistent with the 2012 Pleasanton Housing Element, requires no additional environmental review; and

WHEREAS, at its meeting of January 23, 2013, the Planning Commission recommended that the City Council amend Title 18 of the Pleasanton Municipal Code to accommodate emergency homeless shelters, supportive housing and transitional housing; and

WHEREAS, at its meeting of February 19, 2013, the City Council reviewed the report of the Director of Community Development and the recommendations of the Planning Commission regarding amendment of Title 18 of the Pleasanton Municipal Code regarding emergency homeless shelters, supportive housing and transitional housing.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF PLEASANTON DOES HEREBY ORDAIN AS FOLLOWS:

SECTION 1. The City Council finds that the proposed amendments to the Pleasanton Municipal Code are consistent with the Pleasanton General Plan.

SECTION 2. The amendment of Title 18 of the Pleasanton Municipal Code addressing emergency homeless shelters, supportive housing and transitional housing

is to read as set forth in Exhibit A, attached hereto and incorporated herein by this reference.

SECTION 3. A summary of this ordinance shall be published once within fifteen (15) days after its adoption in "The Valley Times," a newspaper of general circulation published in the City of Pleasanton, and the complete ordinance shall be posted for fifteen (15) days in the City Clerk's office within fifteen (15) days after its adoption.

SECTION 4. This ordinance shall be effective thirty (30) days after the date of its final passage and adoption.

The foregoing Ordinance was introduced at a regular meeting of the City Council of the City of Pleasanton on February 19, 2013 by the following vote:

- Ayes:
- Noes:
- Absent:
- Abstain:

And adopted at a regular meeting of the City Council of the City of Pleasanton on March 5, 2013 by the following vote:

- Ayes:
- Noes:
- Absent:
- Abstain:

Jerry Thorne, Mayor

ATTEST:

Karen Diaz, City Clerk

APPROVED AS TO FORM:

Jonathan Lowell, City Attorney

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

TEXT AMENDMENTS

The proposed text amendments to Title 18 of the Pleasanton Municipal Code is detailed below. Text in bold red with underline (e.g., example) is proposed text. Text in red with strikethrough is proposed to be deleted (e.g., ~~example~~).

Title 18

ZONING

Chapters

[Two new chapters added]

18.80 Core Area Overlay District

18.82 SF Service Facilities Overlay District

18.84 Site, Yard, Bulk, usable open space and Landscaping Regulations

18.106 Second Units

18.107 Supportive Housing and Transitional Housing

18.108 Trailers and Trailer Parks

Chapter 18.24

DISTRICTS GENERALLY

18.24.010 Designated.

[Add to list of zoning districts]

SF Service facilities overlay district

Chapter 18.08

DEFINITIONS

18.08.235 Home occupation.

18.08.237 Homeless shelter.

18.08.240 Hotel.

18.08.550 Structure, main.

18.08.552 Supportive housing.

18.08.555 Swimming pool.

18.08.565 Trailer park.

18.08.568 Transitional housing.

18.08.570 Transmission lines.

18.08.100 Charitable institution.

“Charitable institution” means a nonprofit institution devoted to the housing, training or care of children, or of aged, indigent, handicapped disabled or underprivileged persons, but does not including

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include the following: lodging houses or dormitories providing temporary quarters for transient persons, or organizations devoted to collecting or salvaging new or used materials, or organizations, devoted principally to distributing food, clothing or supplies on a charitable basis.

18.08.237 Homeless shelter.

"Homeless shelter" means housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less. (See California Health and Safety Code Section 50801(e)).

18.08.552 Supportive housing.

"Supportive housing" means housing with no limit on length of stay, that is occupied by the target population and that 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. (See California Health and Safety Code 50675.14(b)(2))

18.08.568 Transitional housing.

"Transitional housing" means buildings configured as rental housing development, but 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. (See California Health and Safety Code 50675.2(h))

Chapter 18.28

A AGRICULTURAL DISTRICT

18.28.030 Permitted uses.

The following uses shall be permitted in the A district:

- A. One-family dwellings, second units and farm employee housing for persons employed on the premises. Not more than one dwelling unit, other than farm employee housing or a second unit, shall be permitted on each site;
- B. Field and truck crops and horticultural specialties;
- C. Home occupations conducted in accord with the regulations prescribed in Chapter 18.104 of this title;
- D. Livestock and poultry raising for private, noncommercial use, and private kennels and stables, provided that any building or enclosure in which animals or fowl, except household pets, are contained shall be at least 100 feet from any R, O, C, I-P or P district;
- E. Nurseries, greenhouses and botanical conservatories;
- F. Orchards and vineyards;
- G. Photovoltaic facilities;

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- H. Accessory structures and uses located on the same site with a permitted use, including barns, stables, coops, tank houses, storage tanks, windmills (not including wind energy facilities), other farm outbuildings, private garages and carports, or guesthouse or accessory living quarters without a kitchen for each dwelling on the site, storehouses, garden structures, greenhouses, recreation rooms and hobby shops, and storage of petroleum products for persons residing on the site and the following accessory structures and uses located on the same site with a permitted use or with a conditional use which has been granted a use permit in accord with the provisions of Chapter 18.124 of this title:
1. Emergency standby electricity generator, fuel cell, and/or battery facilities provided that the facilities shall be tested from 8:00 a.m. to 5:00 p.m. Monday through Friday or from 10:00 a.m. to 12:00 noon on Saturday or Sunday only; the facilities shall not be tested for more than one hour during any day, and no testing shall be on federal holidays or on "Spare The Air Days" in Alameda County;
 2. Portable, temporary electricity generator, fuel cell, or battery facilities;
 3. Photovoltaic facilities;
 4. Small electricity generator facilities that meet the following criteria:
 - a. The fuel source for the generators shall be natural gas, bio diesel, or the byproduct of an approved cogeneration or combined cycle facility;
 - b. The facilities shall use the best available control technology to reduce air pollution;
 - c. The facilities shall not create any objectionable odors at any point outside of the property plane where the facilities are located;
 - d. The facilities shall not exceed a noise level of 45 dBA at any point on any residentially zoned property outside of the property plane where the facilities are located; and
 - e. On a site with fuel cell facilities, small electricity generator facilities shall not be permitted unless the aggregate wattage of the two facilities is less than one megawatt. If the aggregate wattage of the two facilities is one megawatt or greater, the small electricity generator facilities shall be subject to all requirements and processes prescribed in this title for medium or large electricity generator facilities, whichever is the most applicable, in the subject zoning district;
 - f. The facilities shall be cogeneration or combined cycle facilities, if feasible;
 5. Small fuel cell facilities that meet the following criteria:
 - a. The facilities shall not create any objectionable odors at any point outside of the property plane where the facilities are located;
 - b. The fuel cell facilities shall not exceed a noise level of 45 dBA at any point on any residentially zoned property outside of the property plane where the facilities are located;
 - c. On a site with electricity generator facilities, small fuel cell facilities shall not be permitted unless the aggregate wattage of the two facilities is less than one megawatt. If the aggregate wattage of the two facilities is one megawatt or greater, the small fuel cell

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facilities shall be subject to all requirements and processes prescribed in this title for medium or large fuel cell facilities, whichever is the most applicable, in the subject zoning district;

Small fuel cell facilities are encouraged to be cogeneration or combined cycle facilities;

- I. Administrative offices for on site and off site agricultural activities which are clearly ancillary to the agricultural pursuits taking place on the site;
- J. Small family daycare homes;
- K. Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107;**
- L. Transitional housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107.**

Chapter 18.28

R-1 ONE-FAMILY RESIDENTIAL DISTRICTS

18.32.030 Permitted uses.

The following uses shall be permitted in the R-1 district:

- A. One-family dwellings in which not more than two guest sleeping rooms may be used for lodging or boarding.
- B. Raising of fruit and nut trees, vegetables and horticultural specialties.
- C. Temporary subdivision sales offices conducted in accord with the regulations prescribed in Chapter 18.116 of this title.
- D. Accessory structures located on the same site with a permitted use, including private garages and carports, one guesthouse or accessory living quarters without a kitchen, storehouse, garden structures, greenhouses, recreation rooms and hobby areas within an enclosed structure and the following accessory structures and uses located on the same site with a permitted use or with a conditional use which has been granted a use permit in accord with the provisions of Chapter 18.124 of this title:
 - 1. Emergency standby electricity generator, fuel cell, and/or battery facilities provided that the facilities shall be tested from 8:00 a.m. to 5:00 p.m. Monday through Friday or from 10:00 a.m. to 12:00 noon on Saturday or Sunday only; the facilities shall not be tested for more than one hour during any day and no testing shall be on federal holidays or on "Spare The Air Days" in Alameda County;
 - 2. Portable, temporary electricity generator, fuel cell, or battery facilities in the R-1-40,000 district;
 - 3. Photovoltaic facilities.
- E. Private stable for the keeping of two horses on a site not less than 40,000 square feet in area, except that one additional horse may be kept for each additional 40,000 square feet of site areas, provided that no stable shall be located closer than 50 feet to any property line, closer than 50 feet to any dwelling on the site, or closer than 100 feet to any other dwelling.

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

- F. Household pets including up to six female chickens.
- G. Small family daycare homes.
- H. Second units meeting the requirements in Chapter 18.106 of this title.
- I. Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107.
- J. Transitional housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107.

Chapter 18.36

RM MULTI-FAMILY RESIDENTIAL DISTRICTS

18.36.030 Permitted uses.

The following uses shall be permitted in the RM multi-family residential districts:

- A. One-family dwellings in which not more than two guest sleeping rooms may be used for lodging or boarding.
- B. Multi-family dwellings.
- C. Combinations of attached or detached dwellings, including duplexes, multi-family dwellings, dwelling groups, row houses and townhouses.
- D. Nursing homes and senior care/assisted living facilities for not more than three patients if located a minimum of 300 feet away from any personal wireless service facility approved after the adoption of the city's personal wireless service facility ordinance, Chapter 18.110 of this title, not including those personal wireless service facilities exempted in Section 18.110.010 of this title.
- E. Accessory structures and uses located on the same site as a permitted use and the following accessory structures and uses located on the same site with a permitted use or with a conditional use which has been granted a use permit in accord with the provisions of Chapter 18.124 of this title:
 - 1. Emergency standby electricity generator, fuel cell, and/or battery facilities provided that the facilities shall be tested from 8:00 a.m. to 5:00 p.m. Monday through Friday or from 10:00 a.m. to 12:00 noon on Saturday or Sunday only; the facilities shall not be tested for more than one hour during any day, and no testing shall be on federal holidays or on "Spare The Air Days" in Alameda County;
 - 2. Photovoltaic facilities.
- F. Not more than two weaned household pets, excepting fish and caged birds.
- G. Small family daycare homes.
- H. Second units meeting the requirements in Chapter 18.106 of this title.
- I. Supportive housing, subject to the provisions of Chapter 18.107.
- J. Transitional housing, subject to the provisions of Chapter 18.107.

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Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

Chapter 18.44

C COMMERCIAL DISTRICTS

Table 18.44.090

PERMITTED AND CONDITIONAL USES

The following uses shall be permitted uses or conditional uses in a C district where the symbol "P" for permitted use, "C" for conditional use, or "TC" for temporary conditional use appears in the column beneath the C district:							
Note:							
* Uses which are part of a completely enclosed mall complex, all activities take place entirely indoors.							
** Uses on peripheral sites physically separated from a central enclosed mall.							
	CR*(m)	CR**(p)	CN	CC	CS	CF	CA
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 similar charitable operations				C	C		
<u>Homeless shelters shall be conditionally permitted in CS except that within the SF Service Facilities overlay district homeless shelters that meet the requirements set forth in Chapter 18.82 shall be a permitted use.</u>					<u>C</u>		
<u>Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit, and that meets the standards of Chapter 18.107.</u>				<u>P</u>			
<u>Transitional housing that provides shelter for 6 or fewer persons in a dwelling unit, and that meets the standards of Chapter 18.107.</u>				<u>P</u>			

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Chapter 18.76

H-P-D HILLSIDE PLANNED DEVELOPMENT DISTRICT

18.76.020 Permitted uses.

The following uses may be permitted in the H-P-D district:

- A. Single-family dwellings and planned unit developments;
- B. Recreation facilities, either for general public use or for the exclusive use of the residents of the subdivision or series of subdivisions of which the recreation facilities are a part;
- C. Recreational vehicle storage, stables, day nurseries, child care centers and managerial offices where any such use is owned by and used exclusively for the residents of the subdivision or series of subdivisions which contain such use;
- D. Schools, public or private, attendance at which satisfied the compulsory laws of the state;
- E. Churches and similar religious institutions; and
- F. Public facilities, such as administrative offices and similar uses, but not including storage yards, corporation yards, or similar uses;
- G. Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107;
- H. Transitional housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107;
- G|. Other uses accessory to any permitted use.

Chapter 18.82

SF SERVICE FACILITIES OVERLAY DISTRICT

18.82.010 Purposes.

The purpose of this chapter is to provide locations, procedures and standards to facilitate the establishment of homeless shelters within the SF Service Facilities overlay district area.

The further purpose of this chapter is to comply with the requirements of Senate Bill 02 (2007) codified in California Government Code sections 65582, 65583 and 65589.5.

18.82.020 Area designation.

The SF Service Facilities overlay district shall include the area designated on the map in Exhibit A at the end of this chapter.

18.82.030 Applicability.

Within the SF Service Facilities overlay district all homeless shelters as defined in this Title and that conform to the standards specified in this Chapter, shall be a permitted use without a conditional use permit or other discretionary permit. Otherwise, all regulations of the underlying

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Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

base district shall apply. For properties within the SF overlay district that have an approved PUD development plan, the uses and standards of the PUD shall apply, except that homeless shelters shall be a permitted use without a conditional use permit, or other discretionary permit.

18.82.040 Permitting procedures and standards.

A. Permitted use. Within the SF overlay district a homeless shelter that meets all of the standards provided in subsection 18.82.040 (B) shall be approved ministerially with a zoning certificate, without discretionary review or a public hearing.

1. The application for a zoning certificate for a homeless shelter shall be submitted to the planning division and shall include:

a. Plot plan (drawn to scale) showing the dimensions of the lot on which the homeless shelter will be located; the location and dimension of setbacks of all existing and proposed structures on the proposed site; all easements; building envelopes; and parking for the project site; and

b. Floor plans of the entire structure or structures with each room dimensioned, the resulting floor area calculated for each room, and calculation of the total floor area. The use of each room shall be identified; and

c. A homeless shelter management plan as required in subsection B of this section; and

d. Any additional drawings or statements demonstrating compliance with the standards required by subsection B of this section.

2. The zoning certificate shall document compliance of the homeless shelter with this chapter and shall be kept on file in the Community Development Department for the duration of the operation of the homeless shelter.

B. Required standards for homeless shelters.

1. Basic development standards. A homeless shelter shall conform to all property development standards of the zoning district in which it is located, except as modified by this section.

2. Maximum number of beds. A homeless shelter shall contain a maximum of 50 beds to provide over-night accommodation for a maximum of 50 persons. In addition a homeless shelter shall not exceed a ratio of one bed for each 400 square feet of lot area.

3. Off-street parking. A homeless shelter shall provide one parking space for every 4 beds plus one parking space for each employee on the largest shift, plus one parking space for each company vehicle. Otherwise off-street parking shall comply with all applicable provisions of Chapter 18.88 of this title.

4. Length of stay. No individual or family shall reside in a homeless shelter for more than 90 consecutive days. Extensions up to a total stay of 180 days may be provided if no alternative housing is available.

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

5. Concentration of use. The proposed shelter must be more than 300 feet from any other homeless shelter.
6. Exterior and interior client areas and facilities.

The following facilities are required:

 - a. A waiting and client intake area of not less than 10 square feet per bed;
 - b. A lockable storage facility for each resident;
 - c. Separate toilets and bathing facilities for men and women, unless shelter is limited to only one sex;
 - d. Central kitchen and dining room;

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

 - e. Recreation room;
 - f. Counseling center;
 - g. Childcare facilities;
 - h. Other support services;
 - i. Administrative office for staff;
 - j. If outdoor designated smoking area is provided it must be compliant with city smoking regulations pursuant to Chapter 9.24 and not visible from a public street.
 - k. Outdoor activity areas, provided they are separate from any designated smoking area and not visible from a public street.
7. Trash and recycling storage area. All trash and refuse shall be contained completely within a trash enclosure and screened from view. The trash enclosure shall be sized to accommodate both trash and recycling containers.
8. Provision of on-site management and security. On-site management and on-site security shall be provided during the hours when the homeless shelter is in operation. The operator shall provide to the City (on an ongoing basis) a name and 24-hour contact telephone number for the person responsible for the facility.
9. Noise. The use shall be conducted in compliance with the city noise regulations pursuant to Chapter 9.04.
10. Lighting. For security purposes the use shall comply with the minimum lighting requirements for commercial buildings as provided in Chapter 20.36, and to the provisions of subsection 18.44.080(D).
11. Homeless shelter management plan. The operator of a homeless shelter shall prepare a management plan that includes, as applicable, the following: staff training to meet the needs of shelter residents; community outreach; adequate security measures to protect shelter residents and surrounding uses; services provided to assist residents with obtaining permanent shelter and income; active participation with the Alameda County Continuum of Care or equivalent; and screening of residents to ensure compatibility with services provided at or through the shelter.

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

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

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

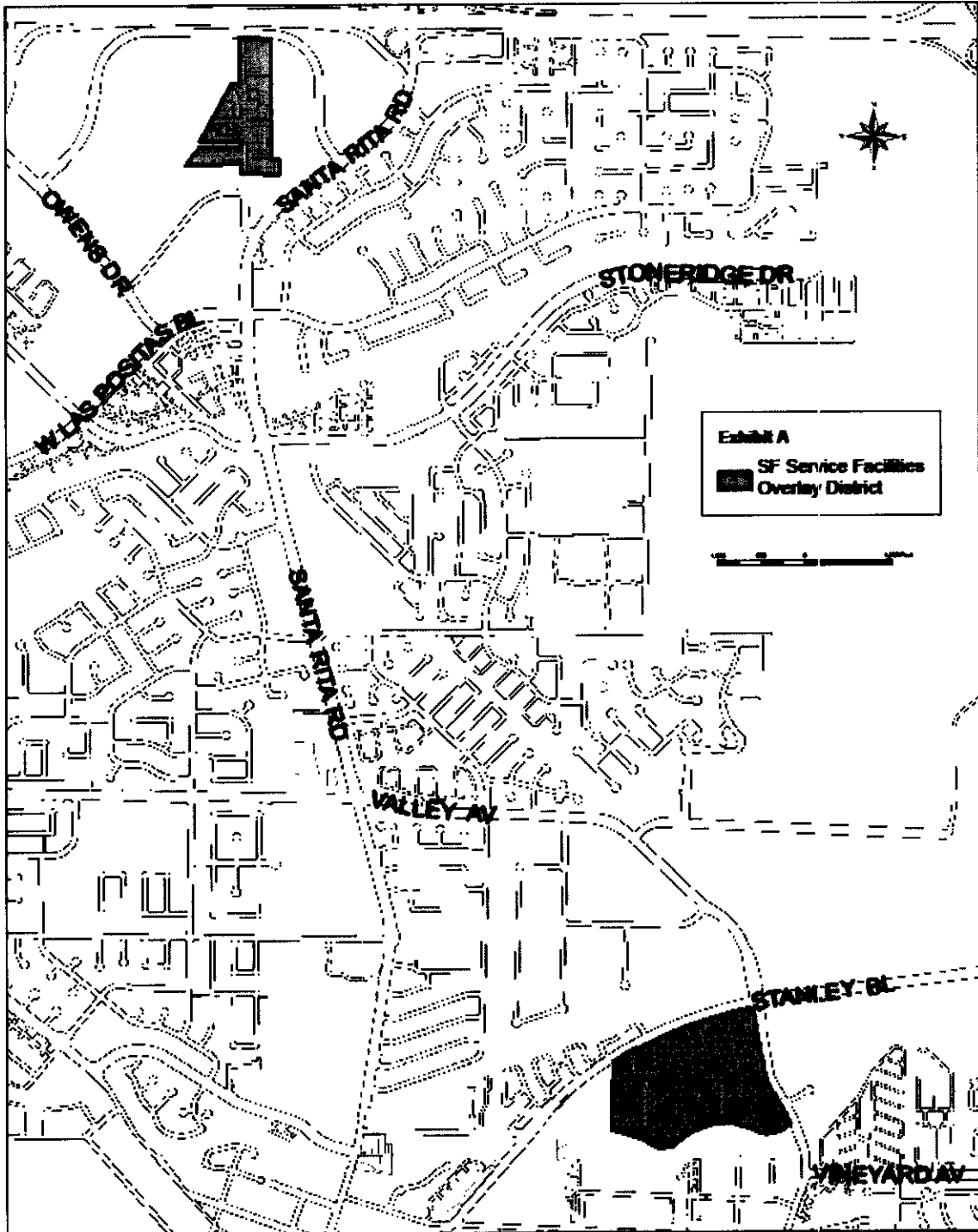


EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

Chapter 18.88

OFF STREET PARKING FACILITIES

18.88.030 Schedule of off street parking requirements.

[Note: subsections A, B, C, E and F are not proposed to be changed.]

D. Places of Assembly and Public Uses not in the C-N or C-R District.

1. Auditoriums, churches, private clubs and lodge halls, community centers, mortuaries, sports arenas and stadiums, theaters, auction establishments and other places of public assembly, including church, school and college auditoriums—one space for each six seats or one space for each 60 square feet of floor area usable for seating if seats are not fixed, in all facilities in which simultaneous use is probable as determined by the zoning administrator. Where subsection E of this section requires a greater number of spaces on the site of a church, school or college, that subsection shall apply and the requirements of this subsection shall be waived.
2. Bowling alleys and pool halls—five spaces for each alley; two spaces for each billiard or pool table.
3. Dance halls—one space for each 50 square feet of gross floor area used for dancing.
4. **Homeless shelters---one parking space for every 4 beds plus one parking space for each employee on the largest shift, plus one parking space for each company vehicle.**
- ~~4~~5. Hospitals, sanitariums, nursing homes and charitable and religious institutions providing sleeping accommodations—two spaces for each three beds, one space for each two employees, and one space for each staff doctor.
- ~~5~~6. Libraries, museums, art galleries and similar uses—one space for each 600 square feet of gross floor area and one space for each employee.
- ~~6~~7. Post offices—one space for each 600 square feet of gross floor area and one space for each employee.
- ~~7~~8. Cemeteries, columbariums and crematories—one space for each employee, plus the number of additional spaces prescribed by the zoning administrator.
- ~~8~~9. Public buildings and grounds other than schools and administrative offices—one space for each employee, plus the number of additional spaces prescribed by the zoning administrator.
- ~~9~~10. Public utility structures and installations—one space for each employee on the maximum shift, plus the number of additional spaces prescribed by the zoning administrator.
- ~~10~~11. Bus depots, railroad stations and yards, airports and heliports, and other transportation and terminal facilities—one space for each employee, plus the number of additional spaces prescribed by the zoning administrator.

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

Chapter 18.107

SUPPORTIVE HOUSING AND TRANSITIONAL HOUSING

18.107.010 Purposes.

The purpose of this chapter is to provide procedures and standards to encourage and facilitate the establishment of supportive housing and transitional housing.

The further purpose of this chapter is to comply with the requirements of Senate Bill 02 (2007) codified in California Government Code sections 65582, 65583 and 65589.5.

18.107.020 Applicability.

All supportive housing and transitional housing shall comply with the provisions of this chapter.

18.107.030 Supportive housing - Permitting procedures and standards.

- A. Supportive housing shall be considered a residential use for which only the restrictions that apply to other residential uses of the same type in the same zone shall be applied.
- B. Supportive Housing with 6 or Fewer Persons in a Dwelling Unit. Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit shall be a permitted use in the A (Agricultural), R-1 (One Family Residential), RM (Multi-Family Residential), C-C (Central Commercial), H-P-D (Hillside Planned Development) and comparable PUD (Planned Unit Development) zoning districts if the following development standards and regulations are met:
1. On-site or off-site services are provided to assist supportive housing residents in retaining housing, improving their health status, and maximizing their ability to live, and where possible, work in the community.
 2. Off-street parking is provided in accordance with Chapter 18.88 (Off-Street Parking and Loading Regulations).
 3. All new construction or conversion of existing structures complies with Chapter 18.20 (Design Review).
 4. All other applicable provisions of this title are met.
- C. Supportive Housing with More than 6 Persons in a Dwelling Unit. Supportive housing that provides shelter for more than 6 persons in a dwelling unit shall be a permitted use in the RM (Multi-Family Residential) zoning district if the following development standards and regulations are met:
1. On-site or off-site services are provided to assist supportive housing residents in retaining housing, improving their health status, and maximizing their ability to live, and where possible, work in the community.
 2. Off-street parking is provided in accordance with Chapter 18.88 (Off-Street Parking and Loading Regulations).

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

3. All new construction or conversion of existing structures complies with Chapter 18.20 (Design Review).
4. All other applicable provisions of this title are met.
5. To calculate the maximum allowed residential density for group supportive housing the first six beds shall be deemed equivalent to one dwelling unit. Thereafter every three beds shall be deemed equivalent to one dwelling unit.

18.107.040 Transitional housing - Permitting procedures and standards.

- A. Transitional housing is to be considered a residential use for which only the restrictions that apply to other residential uses of the same type in the same zone shall be applied.
- B. Transitional Housing with 6 or Fewer Persons in a Dwelling Unit. Transitional Housing that provides shelter for 6 or fewer persons in a dwelling unit shall be a permitted use in the A (Agricultural), R-1 (One Family Residential), R-M (Multi-Family Residential), C-C (Central Commercial), H-P-D (Hillside Planned Development) and comparable PUD (Planned Unit Development) zoning districts if the following development standards and regulations are met:
 1. The housing is operated under specific program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at a predetermined future point in time which shall be no less than 6 months.
 2. Off-street parking is provided in accordance with Chapter 18.88 (Off-Street Parking and Loading Regulations).
 3. All new construction or conversion of existing structures complies with Chapter 18.20 (Design Review).
 4. All other applicable provisions of this title are met.
- C. Transitional Housing with More than 6 Persons in a Dwelling Unit. Transitional housing that provides shelter for more than 6 persons in a dwelling unit shall be a permitted use in the RM (Multi-Family Residential) zoning district if the following development standards and regulations are met:
 1. The housing is operated under specific program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at a predetermined future point in time which shall be no less than 6 months.
 2. Off-street parking is provided in accordance with Chapter 18.88 (Off-Street Parking and Loading Regulations).
 3. All new construction or conversion of existing structures complies with Chapter 18.20 (Design Review).
 4. All other applicable provisions of this title are met.

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

- 5. To calculate the maximum allowed residential density for group transitional housing the first six beds shall be deemed equivalent to one dwelling unit. Thereafter every three beds shall be deemed equivalent to one dwelling unit.**



**Planning Commission
Staff Report**

January 23, 2013
Item 6.b.

SUBJECT: P12-1786

APPLICANT: City of Pleasanton

PURPOSE: Application to amend various chapters of Title 18 of the Pleasanton Municipal Code to comply with California Government Code Sections 65583 and 65589.5 and with the 2012 Pleasanton General Plan Housing Element pertaining to emergency homeless shelters and supportive and transitional housing.

GENERAL PLAN: Housing Element Policy 46, Programs 46.1 and 46.2

ZONING: Various

LOCATION: Citywide

EXHIBITS:

- A. Proposed Code Amendments, (redline)
- B. California Statutory References:
Government Code sections 65582, 65583 and 65589.5
- C. Pleasanton Housing Element Background Report, February 2012, excerpted Section D on homeless needs and analysis of sites
- D. Eastern Alameda County, 2011 Human Services Needs Assessment, excerpted section on homeless needs
- E. Map of RM Multi Family Residential district
- F. Map of C-S Service Commercial and C-C Central Commercial districts
- G. Map of proposed SF Service Facilities overlay district
- H. Notification letter sent to property owners in the proposed SF Service Facilities overlay district
- I. Memorandum from Department of Housing and Community Development on Senate Bill 2

BACKGROUND

The subject application is a City-initiated amendment to the Pleasanton Municipal Code. The purpose of the amendment is to implement the Pleasanton Housing Element by amending the zoning regulations to facilitate the development of homeless shelters, supportive housing and transitional housing as required by state law. The amendment would allow homeless shelters in a new overlay zone applied to selected areas currently zoned C-S Service Commercial. This use would be allowed subject to specific development standards which are included in the amendment. It would also clarify City code related to supportive and transitional housing in zoning districts that allow residential uses. Currently there are no known proposals to establish a homeless shelter in Pleasanton. The intention of this amendment is to establish clear regulations that are in compliance with the housing element and state law.

The City's housing element was adopted on February 13, 2012, and includes programs 46.1 and 46.2 of Policy 46, as follows:

Policy 46: Revise the Zoning Title of the Pleasanton Municipal Code to address Senate Bill 2 (SB 2; 2007).

Program 46.1: Conduct public outreach and revise the Zoning Title of the Pleasanton Municipal Code within one year of the adoption of the Housing Element to accommodate emergency shelters consistent with SB 2. The zoning district proposed to accommodate this use as a permitted use is the C-S (Service Commercial) zone. The zoning amendment will also establish objective development standards to encourage and facilitate the use, and will subject shelters to the same development standards that apply to other permitted uses in this district.

Program 46.2: Conduct public outreach and revise the Zoning Title of the Pleasanton Municipal Code within one year of adoption of the Housing Element to accommodate supportive and transitional housing consistent with SB 2. The Zoning Ordinance will be amended to permit transitional and supportive housing as a residential use and subject to the development regulations that apply to other dwellings of the same type in the same zone.

This proposed amendment would implement the housing element by bringing the zoning regulations into compliance with the requirements of SB 2 codified in California Government Code sections 65582, 65583 and 65589.5 (see statutory references in Exhibit B). SB 2 was enacted in 2007 to address homelessness statewide. The bill modifies the government code in relation to local planning and mandates that local jurisdictions provide for emergency homeless shelters and supportive and transitional housing in their zoning regulations. The following requirements are among the mandates:

- Cities and counties must identify a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit.
- Emergency shelters may only be subject to the same standards that apply to residential or commercial development within the same zone -- except that certain objective development and management standards may be applied.
- Transitional housing and supportive housing shall be considered a residential use of property, and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone.

For a fuller discussion of SB 2 see Exhibit I, Memorandum from Department of Housing and Community Development on Senate Bill 2.

Housing for homeless individuals and families is identified as a need by the Pleasanton Housing Element Background Report, Section D (February 2012) attached as Exhibit C. Based on the 2009 Alameda Countywide Homeless Count, the background report estimates that the city needs enough shelter beds to accommodate 24 to 51 persons. The need to address homelessness is further underscored by the Eastern Alameda County Human Services Needs Assessment, approved by the Pleasanton City Council on June 5, 2012, and attached as Exhibit D. This needs assessment states that human service providers are seeing an increase in the Tri-Valley area of individuals and families seeking shelter and services, and there is a particular need for shelter beds for men, homeless fathers and teenage sons. More recent Alameda County counts estimated that 130 people in Pleasanton lost their housing during the 12 months of 2010.

Definitions and Use of Terms

The California Health and Safety Code, Section 50801(e), defines emergency shelter as follows:

"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."

"Emergency shelter" and "homeless shelter" are used interchangeably in state law. While the housing element and SB 2 use the term "emergency shelter", this staff report and the proposed text amendments use the term "homeless shelter" so as to avoid confusion with the type of emergency shelters established in the event of a disaster.

Homeless shelters provide only temporary quarters and are not considered a residential use of property. They are normally funded and operated through public and non-profit agencies. Depending upon the need, shelters may be specialized for a certain sector of the population such as women with children, men only, victims of domestic violence, etc. Shelters for victims of domestic violence are operated anonymously to protect

clients from further violence. Shelters may also be operated seasonally during periods of bad weather only.

In Health and Safety Code Section 50675.14(b)(2) the state defines supportive housing as follows:

"Supportive housing" means housing with no limit on length of stay, that is occupied by the target population and that 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.

Supportive housing is targeted for low income individuals who are disabled, have chronic health problems, are being treated for substance abuse, or individuals exiting from an institutional facility.

Transitional housing is defined by the subsection 50675.2(h) of the Health and Safety Code as follows:

"Transitional housing" means buildings configured as rental housing development, but 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.

Supportive and transitional housing are linked to services to assist the residents. They are considered residential uses and may take a variety of physical forms. The key difference between the two is that transitional housing is short-term and intended to assist people to become stable and independent. Supportive housing is for people who have a long-term disability for which services may be provided indefinitely. Supportive and transitional housing commonly take the form of individual dwelling units in scattered locations throughout a community, located where residential uses are allowed. They may also be operated as group homes or single room occupancy buildings. Senior care facilities and nursing homes are classified by the state as residential care facilities, and are not within the definition of supportive or transitional housing.

Among the most common forms of supportive housing and transitional housing are individual dwelling units that are occupied by six persons or less. This could be six or fewer unrelated people residing in a group home, a family that has moved out of a shelter and needs temporary support, or disabled individuals that require on-going support. Regardless of the form, under the California Community Care Facilities Act housing for six or fewer persons must be regulated the same as other similar residential uses. This means, for example, that occupancy of a one-family dwelling as supportive or transitional housing of six or fewer persons is a permitted use in any zone that permits one-family dwellings.

Although it is not specified in the current code, the City treats supportive and transitional housing as residential uses. They are permitted where other residential uses of the same type (e.g. single-family, multi-family) are permitted, as required by law. This amendment would result in explicit regulations regarding the permitting of supportive and transitional housing.

PROPOSED TEXT AMENDMENTS

As proposed, the subject code amendment would modify text in eight chapters of Title 18 of the Pleasanton Municipal Code. In addition, two new chapters are proposed which would define locations, procedures and standards for homeless shelters, supportive housing and transitional housing. The amendments are summarized below. A redline document of proposed text changes is included as Exhibit A.

Definitions for "homeless shelter", "supportive housing" and "transitional housing" that are consistent with above Health and Safety Code definitions would be added to Chapter 18.08 Definitions. The current definition of "charitable institution" would be updated for language and clarity.

Service Facility Overlay District would be added to the list of zoning districts in Chapter 18.24 Districts Generally. (The proposed overlay map, Exhibit G, is described in more detail on page 8 of this report.)

Supportive housing and transitional housing that provide shelter for six or fewer persons in a dwelling unit would be added as permitted uses in all zones where residential is a permitted use. These include A Agricultural, R-1 One-Family Residential, RM Multi-Family Residential, C-C Central Commercial and H-P-D Hillside Planned Development. Supportive housing and transitional housing with more than six persons per dwelling unit would be added as a permitted use in the RM Multi-Family Residential district and within PUDs that reference the RM district (see map, Exhibit E).

Charitable institutions that may include temporary shelter for transient persons will continue to be conditionally permitted in the C-C Central Commercial district, the C-S Commercial Service district, and PUDs that reference C-C and C-S (see map, Exhibit F).

A new chapter (18.82) will establish a new overlay district to provide the locations, procedures and standards for permitting homeless shelters without a conditional use permit or other discretionary permit. State law allows for the inclusion of certain standards for shelters. They are described below in the discussion section of this report. Within the overlay district new construction or renovation of a building for a homeless shelter, provided it meets the standards, would be approved ministerially with a zoning certificate, and no discretionary judgment.

Parking requirements for homeless shelters would be added to Chapter 18.88 Off Street Parking Facilities. The proposed requirement is one parking space for every 4 beds,

plus one parking space for each employee vehicle on the largest shift, plus one parking space for each company vehicle.

A new Chapter 18.107 is proposed to establish procedures and standards for supportive housing and transitional housing. New construction, renovations and occupancy of residential buildings for supportive or transitional housing would be subject to the same approval procedures for a similar form of housing in the same zone.

DISCUSSION

The purpose of this proposed amendment is to implement Policy 46 and Programs 46.1 and 46.2 of the housing element, and thereby bring Pleasanton's zoning regulations into compliance with state law with respect to homeless shelters and supportive and transitional housing.

Existing Conditions

As indicated in the introduction, there is a demonstrated need to provide local shelter and services for homeless individuals in the community.

Homeless shelters

While there are currently no homeless shelters within the city limits, Pleasanton has partnered with Livermore, Dublin and Alameda County in acquiring and rehabilitating a homeless shelter located in the City of Livermore. This shelter, Sojourner House, was open in 2002 and is operated by Tri-Valley Haven. It provides temporary shelter for homeless families in a safe environment and has a 16-bed capacity. On-site staff is available 24 hours a day, seven days a week. Residents agree to assume responsibility for achieving the goal of self-sufficiency. They start with a 30-day agreement and stays may be extended to a maximum of six months. Shelter staff provide case management services including counseling, childcare services, and life skills development such as budgeting, smoking cessation, résumé writing, interview skills, nutrition and anger management. Clients also receive assistance in securing both affordable, stable housing and a means to support themselves. Sojourner House also offers parenting classes and community transition and homelessness prevention programs. Clients are screened for history of violence, there are written ground rules, a nightly curfew, a crises line, and a policy of zero tolerance for violence.

Tri-Valley Haven also operates a domestic violence shelter in Livermore for women and children. It has 30 beds and is in a safe and confidential location. Also in Livermore, Shepherd's Gate provides for women and children and has a capacity to shelter 80 people. Shepherds Gate is operated by a faith-based non-profit organization.

The Livermore shelters described above have little or no impact upon their neighborhoods. Because the property is well maintained few neighbors to Sojourner House are aware that it is a shelter. The crime prevention office of the Livermore Police Department reports that disturbances associated with these existing homeless shelters are not significant.

Homeless shelters in California are not required to be licensed, although there are usually standards established under their funding agreements. Any future homeless shelter in Pleasanton would require funding from a government or non-profit agency. Federal funding to build new shelters is currently very limited. Since the adoption of the federal Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act in 2009, there is an emphasis on 'rapid re-housing' by minimizing shelter stays or moving the homeless directly into transitional or supportive housing.

Supportive and Transitional Housing

The exact number and location of supportive and transitional housing facilities currently in Pleasanton is unknown because they are not required to be licensed locally. However, state licensing records show three adult group residential homes with Pleasanton addresses. In addition, City records show that there are six addresses, with a total of 22 rental units, where affordable rents are provided for the disabled or individuals with special needs. Support services are linked to these units as needed.

Pleasanton Police Department records were reviewed to determine if these adult group homes and affordable units for the disabled have been associated with any disturbances that may have affected their neighborhoods. Over a period of the past five years there were a total of 21 calls responded to by the police department, as shown in the table below. These police calls were not concentrated in any one location but the majority were associated with the three residential group homes.

Police calls to existing supported units - 2007 to 2012

<u>Type of police call</u>	<u>Number of calls</u>
Missing person (resident left on their own)	5
Code 5150*	8
General incident	1
Incident not related to residents, false report, or unfounded complaint	7
Total calls	21

* Police code 5150 refers to a section of the California Welfare and Institutions Code which allows an officer to involuntarily confine a person deemed to have a mental disorder that makes them a danger to themselves and/or others.

Put in perspective, in 2011 alone the total calls for service received citywide by the Pleasanton Police Department exceeded 72,000. These 6 addresses with supported units each generated an average of just 0.7 calls a year.

Current Zoning Regulations

Homeless shelters, supportive housing and transitional housing are not currently defined in the zoning regulations. Nor are there corresponding land use classifications or any zoning districts where these uses are explicitly allowed. In Chapter 18.08 Definitions, the code does define "charitable institution" as follows:

"Charitable institution" means a nonprofit institution devoted to the housing, training or care of children, or of aged, indigent, handicapped or underprivileged persons, but not including 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 or supplies on a charitable basis.

"Charitable institutions" are allowed as either a permitted use or conditionally permitted use in a number of zoning districts and, as defined, do not include temporary quarters for transient persons. However, for the C-C Central Commercial and C-S Service Commercial districts the meaning of charitable institution is expanded to include *"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 or supplies on a charitable basis and other similar charitable operations"*. This expanded use is currently conditionally permitted in the C-C Central Commercial and C-S Services Commercial districts. Therefore the current zoning regulations conditionally permits temporary quarters for transient persons associated with a charitable institution in the C-C and C-S zones and in PUDs that reference those zones.

Proposed Amendments

To implement programs 46.1 and 46.2 of the housing element the code must be amended to specifically describe homeless shelters, supportive housing, and transitional housing. Definitions consistent with state definitions are proposed. The additional proposed amendments are structured to resolve three basic questions within the confines of the law:

- Locations: In which zones should these uses be allowed?
- Procedures: What should be the review and approval procedures?
- Development Standards: What standards specific to the uses should be applied?

Homeless shelters

Locations. State law requires that the city identify a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit. Program 46.1 of the housing element identifies the C-S district, and PUDs that reference the C-S district, as the zoning district proposed to accommodate this use. The Housing Element Background Report (Exhibit C) provides a map of the C-S district, including PUDs that reference the C-S district, and an analysis of six properties showing capacity to accommodate homeless shelters within the C-S district. The report identifies six sites within the C-S zone that are either vacant or occupied by buildings that could

be converted to a shelter. All six sites are within a half mile of retail services and public transportation.

Staff has reviewed the properties and recommends that an overlay district be used within the C-S district to establish a zone where any future application to establish a homeless shelter would be permitted without discretionary approval, provided it complies with established standards. The overlay district would be applied to the two largest C-S areas where there may be more localized employment opportunities for shelter clients, and where the identified potential sites are most viable. These two areas capture the five largest potential sites. As discussed in the background report, individually these five sites have the potential to meet the city's need for shelter beds. The proposed SF Service Facilities overlay district is shown in Exhibit G.

Charitable institutions would continue to be conditionally permitted in the C-C and C-S districts (Exhibit F). In the C-S district outside of the proposed overlay district the establishment of homeless shelters, as defined by the California Health and Safety Code, would be conditionally permitted as well.

In summary, it is proposed that homeless shelters be a permitted use within a new homeless shelter overlay district in targeted portions of the C-S district, and that charitable institutions that include temporary quarters for transient persons remain as a conditionally permitted use in C-C, C-S, and PUDs that reference C-C and C-S.

Procedures. Proposals to develop a homeless shelter in the overlay zone must not be subject to discretionary review or public noticing. A zoning certificate will be required prior to application for a building permit. To obtain a zoning certificate a project applicant must submit materials to demonstrate that the proposed shelter is in compliance with the zoning regulations, including development standards required for the zone and standards specifically for homeless shelters, as discussed below.

Development Standards. State law limits the kind of development standards that may be applied to homeless shelters. The city cannot impose more restrictive standards than what is required for the zone, such as minimum setbacks, maximum building height, etc. However, there are provisions for establishing certain standards that promote the use, are objective and predictable, and would not render a shelter project infeasible. The standards must not require discretionary judgment. The permitted topics for which state law allows standards are:

- Maximum number of beds or persons permitted to be served by the facility
- Off-street parking based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone
- Size and location of exterior and interior on-site waiting and client intake areas
- Provision of on-site management
- Proximity to other emergency shelters provided that emergency shelters are not required to be more than 300 feet apart.
- Length of stay

- Lighting
- Security during hours that the emergency shelter is in operation.

The development standards proposed for homeless shelters in Pleasanton are discussed below:

1. *Basic development standards. A homeless shelter shall conform to all property development standards of the zoning district in which it is located, except as modified by this section.*

This confirms that, although a shelter is subject to additional standards, it would still be subject to the development standards that apply to the zoning district in which it is located. In this case the standards of the base zone and the overlay zone would apply.

2. *Maximum number of beds. A homeless shelter shall contain a maximum of 50 beds to provide over-night accommodation for a maximum of 50 persons. In addition a homeless shelter shall not exceed a ratio of one bed for each 400 square feet of lot area.*

The maximum number of beds is based upon the estimated need of 24 to 51 shelter beds. There would be no requirement to provide the maximum of 50 beds, yet with 50 beds the city's need could be accommodated within only one shelter.

3. *Off-street parking. A homeless shelter shall provide one parking space for every four beds plus one parking space for each employee on the largest shift, plus one parking space for each company vehicle. Otherwise off-street parking shall comply with all applicable provisions of Chapter 18.88 of this title.*

State law allows that off-street parking requirements for shelters may be based upon the estimated need, provided the standard does not require more parking than would normally be required for a similar use. For comparison, currently the parking requirement for hospitals, nursing homes, and charitable institutions is two parking spaces for each three beds, one space for each two employees, and one space for each staff doctor. Motels, hotels, lodging houses and private clubs require one space for each guest sleeping room or for each two beds, whichever is greater, plus one space for each two employees. It may be assumed that each shelter employee would need a parking space so the proposed employee parking requirement is higher than these two examples. Most homeless families will have a car while most homeless individuals will not so estimating parking need is not an exact science. A general rule of thumb is .35 cars per bed, which is one space for every three beds. However some existing shelters in other communities provide less than one space for every four beds. Staff suggests that one space for every four beds be established as a minimum requirement.

4. *Length of stay. No individual or family shall reside in a homeless shelter for more than 90 consecutive days. Extensions up to a total stay of 180 days may be provided if no alternative housing is available.*

State regulations establish a maximum stay at 180 days. Some other communities establish shorter stays but it is recommended that the length of stay be similar to nearby shelters to avoid preference of one shelter over another. The length of stay at Sojourner

House is based on an initial 30-day contract. After 30 days each client is evaluated on a month to month bases for a maximum stay of 180 days. The average stay is between three and four months.

5. *Concentration of use. The proposed shelter must be more than 300 feet from any other homeless shelter.*

A 300-foot radius is the minimum allowed by state law.

6. *Exterior and interior client areas and facilities.*

The following facilities are required:

- a. *A waiting and client intake area of not less than 10 square feet per bed;*
- b. *A lockable storage facility for each resident;*
- c. *Separate toilets and bathing facilities for men and women, unless shelter is limited to only one sex;*
- d. *Central kitchen and dining room;*

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

- e. *Recreation room;*
- f. *Counseling center;*
- g. *Childcare facilities;*
- h. *Other support services;*
- i. *Administrative office for staff;*
- j. *If outdoor designated smoking area is provided it must be compliant with city smoking regulations pursuant to Chapter 9.24 and not visible from a public street.*
- k. *Outdoor activity areas provided they are separate from any designated smoking area and not visible from a public street.*

The required and permitted facilities listed above are based upon recommendations from shelter operators, best practices, and examples of homeless shelter provisions for other cities.

7. *Trash and recycling storage area. All trash and refuse shall be contained completely within a trash enclosure and screened from view. The trash enclosure shall be sized to accommodate both trash and recycling containers.*

This standard is one of the City's standard conditions applied to development projects.

8. *Provision of on-site management and security. On-site management and on-site security shall be provided during the hours when the homeless shelter is in operation. One staff person who is trained in shelter management, including safety and responding to emergencies and incidents, is considered sufficient management and security. The operator shall provide to the City (and update as needed) a name and 24-hour contact telephone number for the person responsible for the facility.*

Continuous on-site staffing is considered standard for shelter management. The police department requested that a 24-hour contact number be required.

9. *Noise. The use shall be conducted in compliance with the City noise regulations pursuant to Chapter 9.04.*
10. *Lighting. For security purposes the use shall comply with the minimum lighting requirements for commercial buildings as provided in Chapter 20.36, and to the provisions of subsection 18.44.080(D).*

Standards 9 and 10 confirm that noise and lighting must be in conformance with the City's noise and lighting standards.

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

The management plan will be reviewed by staff to ensure it includes the appropriate components and will not be used for discretionary judgment.

12. *Food service. All food service must comply with the food safety program of the Alameda County Department of Public Health.*

As the City does not regulate food operations, this requires compliance with County programs.

Supportive and Transitional Housing

State law mandates that zoning must allow supportive and transitional housing and they must be described in the zoning code. The permit procedures and any development standards cannot render the uses infeasible.

Locations. As previously discussed, supportive housing and transitional housing that provide shelter for six or fewer must be regulated the same as other similar residential uses. For supportive and transitional housing providing shelter for greater than six persons, it is recommended that the RM Multi Family Residential district and PUDs that reference the RM district be the zone where the uses are permitted. Please refer to map of the RM district in Exhibit E.

Procedures: The permitting of supportive housing and transitional housing would be the same as for housing of the same type in the same zone. For example, a proposal for four unit apartment building to house eight persons in a supported living environment would be permitted in the RM district as a multi-family dwelling.

Development Standards: Transitional housing and supportive housing will be considered a residential use of property, and subject to those restrictions that apply to other residential dwellings of the same type in the same zone. The following standards are proposed for inclusion in Chapter 18.107 (Supportive Housing and Transitional Housing):

1. On-site or off-site services are provided to assist supportive housing residents in retaining housing, improving their health status, and maximizing their ability to live, and where possible, work in the community.
2. Off-street parking is provided in accordance with Chapter 18.88 (Off-Street Parking and Loading Regulations).
3. All new construction or conversion of existing structures complies with Chapter 18.20 (Design Review).
4. All other applicable provisions of this title are met.

For supportive and transitional housing the services are linked with the use. The proposed text amendments would not preclude any other dwelling from receiving in-home services.

OUTREACH AND PUBLIC NOTICE

A focus group meeting was held on October 26, 2012 with housing and human services providers to discuss shelter operations and receive feedback on draft procedures and standards. Six participants attended. They provided information about local shelters and operational considerations, and gave comments on draft language.

Owners of property in the proposed SF Service Facilities overlay district received a letter describing the propose amendments and the potential impact on their properties (see Exhibit H).

Notices regarding the proposed code amendment and related Planning Commission public hearing were mailed on January 11, 2013 to properties within 1,000 feet of the proposed SF Service Facilities overlay zone and published in The Valley Times on January 13, 2013.

Phone calls were received from three individuals who had questions about the proposal. All three were satisfied with staff's answers, particularly when it was clarified that there is currently no proposal to establish a homeless shelter. One caller suggested that there may be a better location for the overlay district. One email was received expressing general support and requesting additional information.

ENVIRONMENTAL ASSESSMENT

The adoption of the 2012 Housing Element was part of the project which was described in the Supplemental Environmental Impact Report certified by the City Council on January 4, 2012. The proposed changes to the Pleasanton Municipal Code shown in Exhibit A constitute implementation of Programs 46.1 and 46.2 of the Housing Element and are therefore consistent with the Housing Element project as described and analyzed in the certified SEIR. Therefore, no further environmental assessment need be conducted to adopt this code amendment.

CONCLUSION

The proposed text amendment addresses the need to provide for the homeless and those in need of service-supported housing. If adopted they would establish zoning regulations and standards that facilitate the establishment of homeless shelters and supportive and transitional housing as required by state law. These changes to the Pleasanton Municipal Code will implement Programs 46.1 and 46.2 of the Pleasanton Housing Element and bring the zoning regulations into compliance with California Government Code sections 65582, 65583 and 65589.5.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission adopt a resolution recommending approval of P12-1786 to the City Council.

Consulting Planner: Deborah Diamond
Planning Manger: Janice Stern, (925) 931-5606, jstern@ci.pleasanton.ca.us

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

TEXT AMENDMENTS

The proposed text amendments to Title 18 of the Pleasanton Municipal Code is detailed below. Text in bold red with underline (e.g., **example**) is proposed text. Text in red with strikethrough is proposed to be deleted (e.g., ~~example~~).

Title 18

ZONING

Chapters

[Two new chapters added]

18.80 Core Area Overlay District

18.82 SF Service Facilities Overlay District

18.84 Site, Yard, Bulk, usable open space and Landscaping Regulations

18.106 Second Units

18.107 Supportive Housing and Transitional Housing

18.108 Trailers and Trailer Parks

Chapter 18.24

DISTRICTS GENERALLY

18.24.010 Designated.

[Add to list of zoning districts]

SF Service facilities overlay district

Chapter 18.08

DEFINITIONS

18.08.235 Home occupation.

18.08.237 Homeless shelter.

18.08.240 Hotel.

18.08.550 Structure, main.

18.08.552 Supportive housing.

18.08.555 Swimming pool.

18.08.565 Trailer park.

18.08.568 Transitional housing.

18.08.570 Transmission lines.

18.08.100 Charitable institution.

“Charitable institution” means a nonprofit institution devoted to the housing, training or care of children, or of aged, indigent, ~~handicapped~~ **disabled** or underprivileged persons, but **does** not including

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

include the following: lodging houses or dormitories providing temporary quarters for transient persons, or organizations devoted to collecting or salvaging new or used materials, or organizations, devoted principally to distributing food, clothing or supplies on a charitable basis.

18.08.237 Homeless shelter.

"Homeless shelter" means housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less. (See California Health and Safety Code Section 50801(e)).

18.08.552 Supportive housing.

"Supportive housing" means housing with no limit on length of stay, that is occupied by the target population and that 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. (See California Health and Safety Code 50675.14(b)(2))

18.08.568 Transitional housing.

"Transitional housing" means buildings configured as rental housing development, but 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. (See California Health and Safety Code 50675.2(h))

Chapter 18.28

A AGRICULTURAL DISTRICT

18.28.030 Permitted uses.

The following uses shall be permitted in the A district:

- A. One-family dwellings, second units and farm employee housing for persons employed on the premises. Not more than one dwelling unit, other than farm employee housing or a second unit, shall be permitted on each site;
- B. Field and truck crops and horticultural specialties;
- C. Home occupations conducted in accord with the regulations prescribed in Chapter 18.104 of this title;
- D. Livestock and poultry raising for private, noncommercial use, and private kennels and stables, provided that any building or enclosure in which animals or fowl, except household pets, are contained shall be at least 100 feet from any R, O, C, I-P or P district;
- E. Nurseries, greenhouses and botanical conservatories;
- F. Orchards and vineyards;
- G. Photovoltaic facilities;

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

- H. Accessory structures and uses located on the same site with a permitted use, including barns, stables, coops, tank houses, storage tanks, windmills (not including wind energy facilities), other farm outbuildings, private garages and carports, or guesthouse or accessory living quarters without a kitchen for each dwelling on the site, storehouses, garden structures, greenhouses, recreation rooms and hobby shops, and storage of petroleum products for persons residing on the site and the following accessory structures and uses located on the same site with a permitted use or with a conditional use which has been granted a use permit in accord with the provisions of Chapter 18.124 of this title:
1. Emergency standby electricity generator, fuel cell, and/or battery facilities provided that the facilities shall be tested from 8:00 a.m. to 5:00 p.m. Monday through Friday or from 10:00 a.m. to 12:00 noon on Saturday or Sunday only; the facilities shall not be tested for more than one hour during any day, and no testing shall be on federal holidays or on "Spare The Air Days" in Alameda County;
 2. Portable, temporary electricity generator, fuel cell, or battery facilities;
 3. Photovoltaic facilities;
 4. Small electricity generator facilities that meet the following criteria:
 - a. The fuel source for the generators shall be natural gas, bio diesel, or the byproduct of an approved cogeneration or combined cycle facility;
 - b. The facilities shall use the best available control technology to reduce air pollution;
 - c. The facilities shall not create any objectionable odors at any point outside of the property plane where the facilities are located;
 - d. The facilities shall not exceed a noise level of 45 dBA at any point on any residentially zoned property outside of the property plane where the facilities are located; and
 - e. On a site with fuel cell facilities, small electricity generator facilities shall not be permitted unless the aggregate wattage of the two facilities is less than one megawatt. If the aggregate wattage of the two facilities is one megawatt or greater, the small electricity generator facilities shall be subject to all requirements and processes prescribed in this title for medium or large electricity generator facilities, whichever is the most applicable, in the subject zoning district;
 - f. The facilities shall be cogeneration or combined cycle facilities, if feasible;
 5. Small fuel cell facilities that meet the following criteria:
 - a. The facilities shall not create any objectionable odors at any point outside of the property plane where the facilities are located;
 - b. The fuel cell facilities shall not exceed a noise level of 45 dBA at any point on any residentially zoned property outside of the property plane where the facilities are located;
 - c. On a site with electricity generator facilities, small fuel cell facilities shall not be permitted unless the aggregate wattage of the two facilities is less than one megawatt. If the aggregate wattage of the two facilities is one megawatt or greater, the small fuel cell

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Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

facilities shall be subject to all requirements and processes prescribed in this title for medium or large fuel cell facilities, whichever is the most applicable, in the subject zoning district;

Small fuel cell facilities are encouraged to be cogeneration or combined cycle facilities;

- I. Administrative offices for on site and off site agricultural activities which are clearly ancillary to the agricultural pursuits taking place on the site;
- J. Small family daycare homes;
- K. Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107;**
- L. Transitional housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107.**

Chapter 18.28

R-1 ONE-FAMILY RESIDENTIAL DISTRICTS

18.32.030 Permitted uses.

The following uses shall be permitted in the R-1 district:

- A. One-family dwellings in which not more than two guest sleeping rooms may be used for lodging or boarding.
- B. Raising of fruit and nut trees, vegetables and horticultural specialties.
- C. Temporary subdivision sales offices conducted in accord with the regulations prescribed in Chapter 18.116 of this title.
- D. Accessory structures located on the same site with a permitted use, including private garages and carports, one guesthouse or accessory living quarters without a kitchen, storehouse, garden structures, greenhouses, recreation rooms and hobby areas within an enclosed structure and the following accessory structures and uses located on the same site with a permitted use or with a conditional use which has been granted a use permit in accord with the provisions of Chapter 18.124 of this title:
 - 1. Emergency standby electricity generator, fuel cell, and/or battery facilities provided that the facilities shall be tested from 8:00 a.m. to 5:00 p.m. Monday through Friday or from 10:00 a.m. to 12:00 noon on Saturday or Sunday only; the facilities shall not be tested for more than one hour during any day and no testing shall be on federal holidays or on "Spare The Air Days" in Alameda County;
 - 2. Portable, temporary electricity generator, fuel cell, or battery facilities in the R-1-40,000 district;
 - 3. Photovoltaic facilities.
- E. Private stable for the keeping of two horses on a site not less than 40,000 square feet in area, except that one additional horse may be kept for each additional 40,000 square feet of site areas, provided that no stable shall be located closer than 50 feet to any property line, closer than 50 feet to any dwelling on the site, or closer than 100 feet to any other dwelling.

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

- F. Household pets including up to six female chickens.
- G. Small family daycare homes.
- H. Second units meeting the requirements in Chapter 18.106 of this title.
- I. Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107.**
- J. Transitional housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107.**

Chapter 18.36

RM MULTI-FAMILY RESIDENTIAL DISTRICTS

18.36.030 Permitted uses.

The following uses shall be permitted in the RM multi-family residential districts:

- A. One-family dwellings in which not more than two guest sleeping rooms may be used for lodging or boarding.
- B. Multi-family dwellings.
- C. Combinations of attached or detached dwellings, including duplexes, multi-family dwellings, dwelling groups, row houses and townhouses.
- D. Nursing homes and senior care/assisted living facilities for not more than three patients if located a minimum of 300 feet away from any personal wireless service facility approved after the adoption of the city's personal wireless service facility ordinance, Chapter 18.110 of this title, not including those personal wireless service facilities exempted in Section 18.110.010 of this title.
- E. Accessory structures and uses located on the same site as a permitted use and the following accessory structures and uses located on the same site with a permitted use or with a conditional use which has been granted a use permit in accord with the provisions of Chapter 18.124 of this title:
 - 1. Emergency standby electricity generator, fuel cell, and/or battery facilities provided that the facilities shall be tested from 8:00 a.m. to 5:00 p.m. Monday through Friday or from 10:00 a.m. to 12:00 noon on Saturday or Sunday only; the facilities shall not be tested for more than one hour during any day, and no testing shall be on federal holidays or on "Spare The Air Days" in Alameda County;
 - 2. Photovoltaic facilities.
- F. Not more than two weaned household pets, excepting fish and caged birds.
- G. Small family daycare homes.
- H. Second units meeting the requirements in Chapter 18.106 of this title.
- I. Supportive housing, subject to the provisions of Chapter 18.107.**
- J. Transitional housing, subject to the provisions of Chapter 18.107.**

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

Chapter 18.44

C COMMERCIAL DISTRICTS

Table 18.44.090

PERMITTED AND CONDITIONAL USES

The following uses shall be permitted uses or conditional uses in a C district where the symbol "P" for permitted use, "C" for conditional use, or "TC" for temporary conditional use appears in the column beneath the C district:							
Note:							
* Uses which are part of a completely enclosed mall complex, all activities take place entirely indoors.							
** Uses on peripheral sites physically separated from a central enclosed mall.							
	CR*(m)	CR**(p)	CN	CC	CS	CF	CA
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 similar charitable operations				C	C		
<u>Homeless shelters shall be conditionally permitted in CS except that within the SF Service Facilities overlay district homeless shelters that meet the requirements set forth in Chapter 18.82 shall be a permitted use.</u>					<u>C</u>		
<u>Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit, and that meets the standards of Chapter 18.107.</u>				<u>P</u>			
<u>Transitional housing that provides shelter for 6 or fewer persons in a dwelling unit, and that meets the standards of Chapter 18.107.</u>				<u>P</u>			

EXHIBIT A

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Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

Chapter 18.76

H-P-D HILLSIDE PLANNED DEVELOPMENT DISTRICT

18.76.020 Permitted uses.

The following uses may be permitted in the H-P-D district:

- A. Single-family dwellings and planned unit developments;
- B. Recreation facilities, either for general public use or for the exclusive use of the residents of the subdivision or series of subdivisions of which the recreation facilities are a part;
- C. Recreational vehicle storage, stables, day nurseries, child care centers and managerial offices where any such use is owned by and used exclusively for the residents of the subdivision or series of subdivisions which contain such use;
- D. Schools, public or private, attendance at which satisfied the compulsory laws of the state;
- E. Churches and similar religious institutions; and
- F. Public facilities, such as administrative offices and similar uses, but not including storage yards, corporation yards, or similar uses;
- G. Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107;**
- H. Transitional housing that provides shelter for 6 or fewer persons in a dwelling unit, subject to the provisions of Chapter 18.107;**
- GJ. Other uses accessory to any permitted use.

Chapter 18.82

SF SERVICE FACILITIES OVERLAY DISTRICT

18.82.010 Purposes.

The purpose of this chapter is to provide locations, procedures and standards to facilitate the establishment of homeless shelters within the SF Service Facilities overlay district area.

The further purpose of this chapter is to comply with the requirements of Senate Bill 02 (2007) codified in California Government Code sections 65582, 65583 and 65589.5.

18.82.020 Area designation.

The SF Service Facilities overlay district shall include the area designated on the map in Exhibit A at the end of this chapter.

18.82.030 Applicability.

Within the SF Service Facilities overlay district all homeless shelters as defined in this Title and that conform to the standards specified in this Chapter, shall be a permitted use without a conditional use permit or other discretionary permit. Otherwise, all regulations of the underlying

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

base district shall apply. For properties within the SF overlay district that have an approved PUD development plan, the uses and standards of the PUD shall apply, except that homeless shelters shall be a permitted use without a conditional use permit, or other discretionary permit.

18.82.040 Permitting procedures and standards.

A. Permitted use. Within the SF overlay district a homeless shelter that meets all of the standards provided in subsection 18.82.040 (B) shall be approved ministerially with a zoning certificate, without discretionary review or a public hearing.

1. The application for a zoning certificate for a homeless shelter shall be submitted to the planning division and shall include:

a. Plot plan (drawn to scale) showing the dimensions of the lot on which the homeless shelter will be located; the location and dimension of setbacks of all existing and proposed structures on the proposed site; all easements; building envelopes; and parking for the project site; and

b. Floor plans of the entire structure or structures with each room dimensioned, the resulting floor area calculated for each room, and calculation of the total floor area. The use of each room shall be identified; and

c. A homeless shelter management plan as required in subsection B of this section; and

d. Any additional drawings or statements demonstrating compliance with the standards required by subsection B of this section.

2. The zoning certificate shall document compliance of the homeless shelter with this chapter and shall be kept on file in the Community Development Department for the duration of the operation of the homeless shelter.

B. Required standards for homeless shelters.

1. Basic development standards. A homeless shelter shall conform to all property development standards of the zoning district in which it is located, except as modified by this section.

2. Maximum number of beds. A homeless shelter shall contain a maximum of 50 beds to provide over-night accommodation for a maximum of 50 persons. In addition a homeless shelter shall not exceed a ratio of one bed for each 400 square feet of lot area.

3. Off-street parking. A homeless shelter shall provide one parking space for every 4 beds plus one parking space for each employee on the largest shift, plus one parking space for each company vehicle. Otherwise off-street parking shall comply with all applicable provisions of Chapter 18.88 of this title.

4. Length of stay. No individual or family shall reside in a homeless shelter for more than 90 consecutive days. Extensions up to a total stay of 180 days may be provided if no alternative housing is available.

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

5. Concentration of use. The proposed shelter must be more than 300 feet from any other homeless shelter.

6. Exterior and interior client areas and facilities.

The following facilities are required:

- a. A waiting and client intake area of not less than 10 square feet per bed;**
- b. A lockable storage facility for each resident;**
- c. Separate toilets and bathing facilities for men and women, unless shelter is limited to only one sex;**
- d. Central kitchen and dining room;**

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

- e. Recreation room;**
- f. Counseling center;**
- g. Childcare facilities;**
- h. Other support services;**
- i. Administrative office for staff;**
- j. If outdoor designated smoking area is provided it must be compliant with city smoking regulations pursuant to Chapter 9.24 and not visible from a public street.**
- k. Outdoor activity areas, provided they are separate from any designated smoking area and not visible from a public street.**

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

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

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

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

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

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

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

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

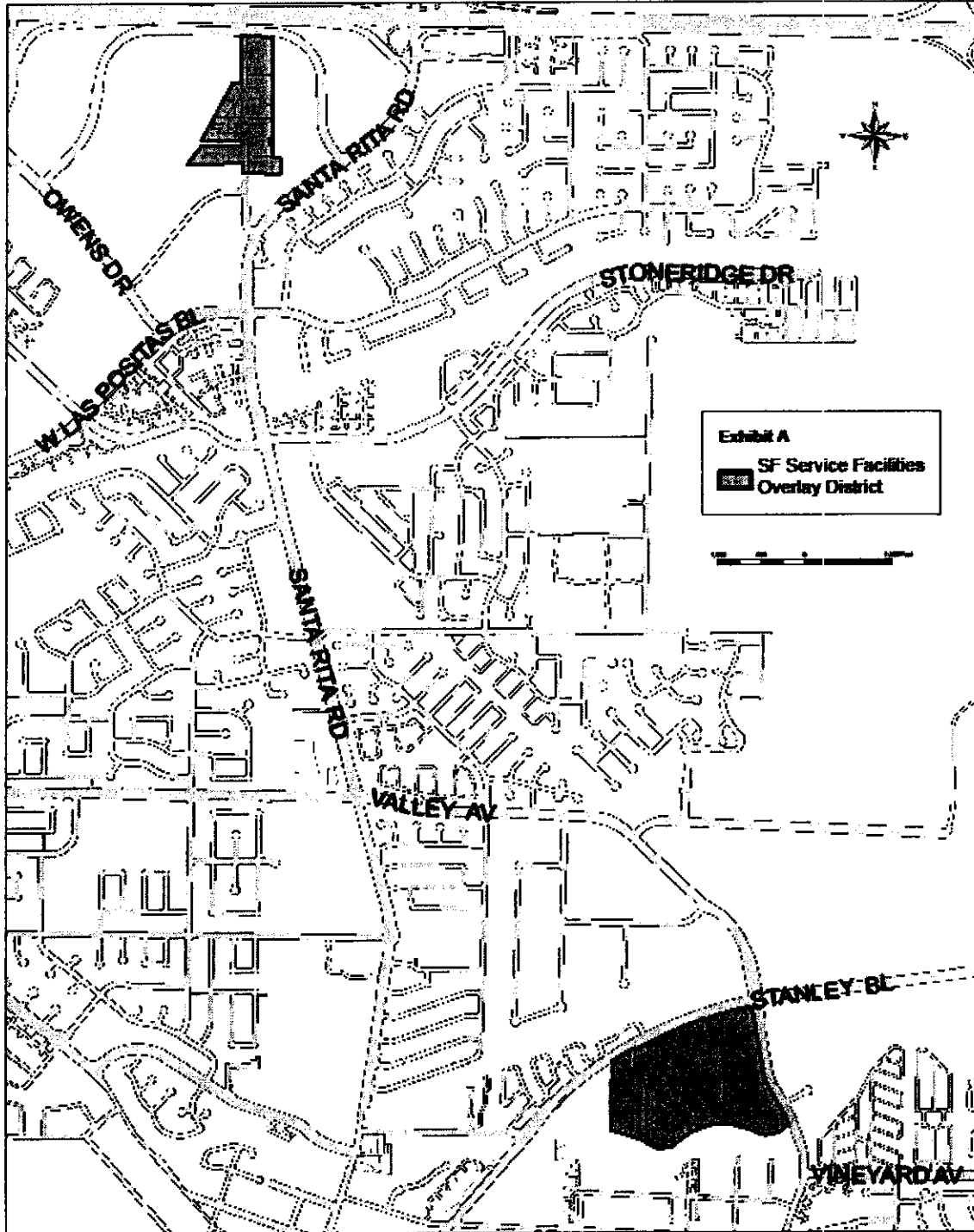


EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

Chapter 18.88

OFF STREET PARKING FACILITIES

18.88.030 Schedule of off street parking requirements.

[Note: subsections A, B, C, E and F are not proposed to be changed.]

D. Places of Assembly and Public Uses not in the C-N or C-R District.

1. Auditoriums, churches, private clubs and lodge halls, community centers, mortuaries, sports arenas and stadiums, theaters, auction establishments and other places of public assembly, including church, school and college auditoriums—one space for each six seats or one space for each 60 square feet of floor area usable for seating if seats are not fixed, in all facilities in which simultaneous use is probable as determined by the zoning administrator. Where subsection E of this section requires a greater number of spaces on the site of a church, school or college, that subsection shall apply and the requirements of this subsection shall be waived.
2. Bowling alleys and pool halls—five spaces for each alley; two spaces for each billiard or pool table.
3. Dance halls—one space for each 50 square feet of gross floor area used for dancing.
- 4. Homeless shelters---one parking space for every 4 beds plus one parking space for each employee on the largest shift, plus one parking space for each company vehicle.**
- ~~45.~~ Hospitals, sanitariums, nursing homes and charitable and religious institutions providing sleeping accommodations—two spaces for each three beds, one space for each two employees, and one space for each staff doctor.
- ~~56.~~ Libraries, museums, art galleries and similar uses—one space for each 600 square feet of gross floor area and one space for each employee.
- ~~67.~~ Post offices—one space for each 600 square feet of gross floor area and one space for each employee.
- ~~78.~~ Cemeteries, columbariums and crematories—one space for each employee, plus the number of additional spaces prescribed by the zoning administrator.
- ~~89.~~ Public buildings and grounds other than schools and administrative offices—one space for each employee, plus the number of additional spaces prescribed by the zoning administrator.
- ~~910.~~ Public utility structures and installations—one space for each employee on the maximum shift, plus the number of additional spaces prescribed by the zoning administrator.
- ~~4011.~~ Bus depots, railroad stations and yards, airports and heliports, and other transportation and terminal facilities—one space for each employee, plus the number of additional spaces prescribed by the zoning administrator.

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

Chapter 18.107

SUPPORTIVE HOUSING AND TRANSITIONAL HOUSING

18.107.010 Purposes.

The purpose of this chapter is to provide procedures and standards to encourage and facilitate the establishment of supportive housing and transitional housing.

The further purpose of this chapter is to comply with the requirements of Senate Bill 02 (2007) codified in California Government Code sections 65582, 65583 and 65589.5.

18.107.020 Applicability.

All supportive housing and transitional housing shall comply with the provisions of this chapter.

18.107.030 Supportive housing - Permitting procedures and standards.

A. Supportive housing shall be considered a residential use for which only the restrictions that apply to other residential uses of the same type in the same zone shall be applied.

B. Supportive Housing with 6 or Fewer Persons in a Dwelling Unit. Supportive housing that provides shelter for 6 or fewer persons in a dwelling unit shall be a permitted use in the A (Agricultural), R-1 (One Family Residential), RM (Multi-Family Residential), C-C (Central Commercial), H-P-D (Hillside Planned Development) and comparable PUD (Planned Unit Development) zoning districts if the following development standards and regulations are met:

1. On-site or off-site services are provided to assist supportive housing residents in retaining housing, improving their health status, and maximizing their ability to live, and where possible, work in the community.
2. Off-street parking is provided in accordance with Chapter 18.88 (Off-Street Parking and Loading Regulations).
3. All new construction or conversion of existing structures complies with Chapter 18.20 (Design Review).
4. All other applicable provisions of this title are met.

C. Supportive Housing with More than 6 Persons in a Dwelling Unit. Supportive housing that provides shelter for more than 6 persons in a dwelling unit shall be a permitted use in the RM (Multi-Family Residential) zoning district if the following development standards and regulations are met:

1. On-site or off-site services are provided to assist supportive housing residents in retaining housing, improving their health status, and maximizing their ability to live, and where possible, work in the community.
2. Off-street parking is provided in accordance with Chapter 18.88 (Off-Street Parking and Loading Regulations).

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

3. All new construction or conversion of existing structures complies with Chapter 18.20 (Design Review).
4. All other applicable provisions of this title are met.
5. To calculate the maximum allowed residential density for group supportive housing the first six beds shall be deemed equivalent to one dwelling unit. Thereafter every three beds shall be deemed equivalent to one dwelling unit.

18.107.040 Transitional housing - Permitting procedures and standards.

- A. Transitional housing is to be considered a residential use for which only the restrictions that apply to other residential uses of the same type in the same zone shall be applied.
- B. Transitional Housing with 6 or Fewer Persons in a Dwelling Unit. Transitional Housing that provides shelter for 6 or fewer persons in a dwelling unit shall be a permitted use in the A (Agricultural), R-1 (One Family Residential), R-M (Multi-Family Residential), C-C (Central Commercial), H-P-D (Hillside Planned Development) and comparable PUD (Planned Unit Development) zoning districts if the following development standards and regulations are met:
 1. The housing is operated under specific program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at a predetermined future point in time which shall be no less than 6 months.
 2. Off-street parking is provided in accordance with Chapter 18.88 (Off-Street Parking and Loading Regulations).
 3. All new construction or conversion of existing structures complies with Chapter 18.20 (Design Review).
 4. All other applicable provisions of this title are met.
- C. Transitional Housing with More than 6 Persons in a Dwelling Unit. Transitional housing that provides shelter for more than 6 persons in a dwelling unit shall be a permitted use in the RM (Multi-Family Residential) zoning district if the following development standards and regulations are met:
 1. The housing is operated under specific program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at a predetermined future point in time which shall be no less than 6 months.
 2. Off-street parking is provided in accordance with Chapter 18.88 (Off-Street Parking and Loading Regulations).
 3. All new construction or conversion of existing structures complies with Chapter 18.20 (Design Review).
 4. All other applicable provisions of this title are met.

EXHIBIT A

Proposed Code Amendment, Redline

Title 18 (List of Chapters), Chapter 18.08 (Definitions), Chapter 18.24 (Districts Generally), Chapter 18.28 (A Agricultural District), Chapter 18.32 (R-1 One-Family Residential District), Chapter 18.36 (RM Multi-Family Residential Districts), Chapter 18.44 (C Commercial Districts), Chapter 18.76 (H-P-D Hillside Planned Development District), New Chapter 18.82 (SF Service Facilities Overlay District), Chapter 18.88 (Off Street Parking Facilities), New Chapter 18.107 (Supportive Housing and Transitional Housing)

5. To calculate the maximum allowed residential density for group transitional housing the first six beds shall be deemed equivalent to one dwelling unit. Thereafter every three beds shall be deemed equivalent to one dwelling unit.

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Government Code references

§ 65582. Definitions

As used in this article, the following definitions apply:

(a) "Community," "locality," "local government," or "jurisdiction" means a city, city and county, or county.

(b) "Council of governments" means a single or multicounty council created by a joint powers agreement pursuant to Chapter 5 (commencing with Section 6500) of Division 1 of Title 1.

(c) "Department" means the Department of Housing and Community Development.

(d) "Emergency shelter" has the same meaning as defined in subdivision (e) of Section 50801 of the Health and Safety Code.

(e) "Housing element" or "element" means the housing element of the community's general plan, as required pursuant to this article and subdivision (c) of Section 65302.

(f) "Supportive housing" has the same meaning as defined in subdivision (b) of Section 50675.14 of the Health and Safety Code.

(g) "Transitional housing" has the same meaning as defined in subdivision (h) of Section 50675.2 of the Health and Safety Code.

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California Statutory References

§ 65583. Housing element components

The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, mobilehomes, and emergency shelters, and shall make adequate provision for the existing and projected needs of all economic segments of the community. The element shall contain all of the following:

(a) An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. The assessment and inventory shall include all of the following:

(1) An analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels, including extremely low income households, as defined in subdivision (b) of Section 50105 and Section 50106 of the Health and Safety Code. These existing and projected needs shall include the locality's share of the regional housing need in accordance with Section 65584. Local agencies shall calculate the subset of very low income households allotted under Section 65584 that qualify as extremely low income households. The local agency may either use available census data to calculate the percentage of very low income households that qualify as extremely low income households or presume that 50 percent of the very low income households qualify as extremely low income households. The number of extremely low income households and very low income households shall equal the jurisdiction's allocation of very low income households pursuant to Section 65584.

(2) An analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition.

(3) An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.

(4)

(A) The identification of a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit. The identified zone or zones shall include sufficient capacity to accommodate the need for emergency shelter identified in paragraph (7), except that each local government shall identify a zone or zones that can accommodate at least one year-round emergency shelter. If the local government cannot identify a zone or zones with sufficient capacity, the local government shall include a program to amend its zoning ordinance to meet the requirements of this paragraph within one year of the adoption of the housing element. The local government may identify additional zones where emergency shelters are permitted with a conditional use permit. The

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local government shall also demonstrate that existing or proposed permit processing, development, and management standards are objective and encourage and facilitate the development of, or conversion to, emergency shelters. Emergency shelters may only be subject to those development and management standards that apply to residential or commercial development within the same zone except that a local government may apply written, objective standards that include all of the following:

(i) The maximum number of beds or persons permitted to be served nightly by the facility.

(ii) Off-street parking based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone.

(iii) The size and location of exterior and interior onsite waiting and client intake areas.

(iv) The provision of onsite management.

(v) The proximity to other emergency shelters, provided that emergency shelters are not required to be more than 300 feet apart.

(vi) The length of stay.

(vii) Lighting.

(viii) Security during hours that the emergency shelter is in operation.

(B) The permit processing, development, and management standards applied under this paragraph shall not be deemed to be discretionary acts within the meaning of the California Environmental Quality Act (Division 13 (commencing with Section 21000) of the Public Resources Code).

(C) A local government that can demonstrate to the satisfaction of the department the existence of one or more emergency shelters either within its jurisdiction or pursuant to a multijurisdictional agreement that can accommodate that jurisdiction's need for emergency shelter identified in paragraph (7) may comply with the zoning requirements of subparagraph (A) by identifying a zone or zones where new emergency shelters are allowed with a conditional use permit.

(D) A local government with an existing ordinance or ordinances that comply with this paragraph shall not be required to take additional action to identify zones for emergency shelters. The housing element must only describe how existing ordinances, policies, and standards are consistent with the requirements of this paragraph.

(5) An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the types of housing identified in paragraph (1) of subdivision (c), and for persons with disabilities as

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identified in the analysis pursuant to paragraph (7), including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. The analysis shall also demonstrate local efforts to remove governmental constraints that hinder the locality from meeting its share of the regional housing need in accordance with Section 65584 and from meeting the need for housing for persons with disabilities, supportive housing, transitional housing, and emergency shelters identified pursuant to paragraph (7). Transitional housing and supportive housing shall be considered a residential use of property, and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone.

(6) An analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.

(7) An analysis of any special housing needs, such as those of the elderly; persons with disabilities, including a developmental disability, as defined in Section 4512 of the Welfare and Institutions Code; large families; farmworkers; families with female heads of households; and families and persons in need of emergency shelter. The need for emergency shelter shall be assessed based on annual and seasonal need. The need for emergency shelter may be reduced by the number of supportive housing units that are identified in an adopted 10-year plan to end chronic homelessness and that are either vacant or for which funding has been identified to allow construction during the planning period.

(8) An analysis of opportunities for energy conservation with respect to residential development. Cities and counties are encouraged to include weatherization and energy efficiency improvements as part of publicly subsidized housing rehabilitation projects. This may include energy efficiency measures that encompass the building envelope, its heating and cooling systems, and its electrical system.

(9) An analysis of existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use. "Assisted housing developments," for the purpose of this section, shall mean multifamily rental housing that receives governmental assistance under federal programs listed in subdivision (a) of Section 65863.10, state and local multifamily revenue bond programs, local redevelopment programs, the federal Community Development Block Grant Program, or local in-lieu fees. "Assisted housing developments" shall also include multifamily rental units that were developed pursuant to a local inclusionary housing program or used to qualify for a density bonus pursuant to Section 65916.

(A) The analysis shall include a listing of each development by project name and address, the type of governmental assistance received, the earliest possible date of change from low-income use, and the total number of elderly and nonelderly units that could be lost from the locality's low-income housing stock in each year during the 10-year period. For purposes of

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state and federally funded projects, the analysis required by this subparagraph need only contain information available on a statewide basis.

(B) The analysis shall estimate the total cost of producing new rental housing that is comparable in size and rent levels, to replace the units that could change from low-income use, and an estimated cost of preserving the assisted housing developments. This cost analysis for replacement housing may be done aggregately for each five-year period and does not have to contain a project-by-project cost estimate.

(C) The analysis shall identify public and private nonprofit corporations known to the local government which have legal and managerial capacity to acquire and manage these housing developments.

(D) The analysis shall identify and consider the use of all federal, state, and local financing and subsidy programs which can be used to preserve, for lower income households, the assisted housing developments, identified in this paragraph, including, but not limited to, federal Community Development Block Grant Program funds, tax increment funds received by a redevelopment agency of the community, and administrative fees received by a housing authority operating within the community. In considering the use of these financing and subsidy programs, the analysis shall identify the amounts of funds under each available program which have not been legally obligated for other purposes and which could be available for use in preserving assisted housing developments.

(b)

(1) A statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing.

(2) It is recognized that the total housing needs identified pursuant to subdivision (a) may exceed available resources and the community's ability to satisfy this need within the content of the general plan requirements outlined in Article 5 (commencing with Section 65300). Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shall establish the maximum number of housing units by income category, including extremely low income, that can be constructed, rehabilitated, and conserved over a five-year time period.

(c) A program which sets forth a schedule of actions during the planning period, each with a timeline for implementation, which may recognize that certain programs are ongoing, such that there will be beneficial impacts of the programs within the planning period, that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, the provision of regulatory concessions and incentives, the utilization of appropriate federal and state financing and subsidy programs when available, and the utilization of moneys in a low- and moderate-income housing fund of an agency if the locality has established a redevelopment project area pursuant to the Community Redevelopment Law (Division 24 (commencing with Section 33000) of the Health and

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Safety Code). In order to make adequate provision for the housing needs of all economic segments of the community, the program shall do all of the following:

(1) Identify actions that will be taken to make sites available during the planning period with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city's or county's share of the regional housing need for each income level that could not be accommodated on sites identified in the inventory completed pursuant to paragraph (3) of subdivision (a) without rezoning, and to comply with the requirements of Section 65584.09. Sites shall be identified as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobilehomes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing.

(A) Where the inventory of sites, pursuant to paragraph (3) of subdivision (a), does not identify adequate sites to accommodate the need for groups of all household income levels pursuant to Section 65584, rezoning of those sites, including adoption of minimum density and development standards, for jurisdictions with an eight-year housing element planning period pursuant to Section 65588, shall be completed no later than three years after either the date the housing element is adopted pursuant to subdivision (f) of Section 65585 or the date that is 90 days after receipt of comments from the department pursuant to subdivision (b) of Section 65585, whichever is earlier, unless the deadline is extended pursuant to subdivision (f). Notwithstanding the foregoing, for a local government that fails to adopt a housing element within 120 days of the statutory deadline in Section 65588 for adoption of the housing element, rezoning of those sites, including adoption of minimum density and development standards, shall be completed no later than three years and 120 days from the statutory deadline in Section 65588 for adoption of the housing element.

(B) Where the inventory of sites, pursuant to paragraph (3) of subdivision (a), does not identify adequate sites to accommodate the need for groups of all household income levels pursuant to Section 65584, the program shall identify sites that can be developed for housing within the planning period pursuant to subdivision (h) of Section 65583.2. The identification of sites shall include all components specified in subdivision (b) of Section 65583.2.

(C) Where the inventory of sites pursuant to paragraph (3) of subdivision (a) does not identify adequate sites to accommodate the need for farmworker housing, the program shall provide for sufficient sites to meet the need with zoning that permits farmworker housing use by right, including density and development standards that could accommodate and facilitate the feasibility of the development of farmworker housing for low- and very low income households.

(2) Assist in the development of adequate housing to meet the needs of extremely low, very low, low-, and moderate-income households.

(3) Address and, where appropriate and legally possible, remove governmental constraints

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to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, and provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities.

(4) Conserve and improve the condition of the existing affordable housing stock, which may include addressing ways to mitigate the loss of dwelling units demolished by public or private action.

(5) Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability.

(6) Preserve for lower income households the assisted housing developments identified pursuant to paragraph (9) of subdivision (a). The program for preservation of the assisted housing developments shall utilize, to the extent necessary, all available federal, state, and local financing and subsidy programs identified in paragraph (9) of subdivision (a), except where a community has other urgent needs for which alternative funding sources are not available. The program may include strategies that involve local regulation and technical assistance.

(7) Include an identification of the agencies and officials responsible for the implementation of the various actions and the means by which consistency will be achieved with other general plan elements and community goals.

(8) Include a diligent effort by the local government to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.

(d)

(1) A local government may satisfy all or part of its requirement to identify a zone or zones suitable for the development of emergency shelters pursuant to paragraph (4) of subdivision (a) by adopting and implementing a multijurisdictional agreement, with a maximum of two other adjacent communities, that requires the participating jurisdictions to develop at least one year-round emergency shelter within two years of the beginning of the planning period.

(2) The agreement shall allocate a portion of the new shelter capacity to each jurisdiction as credit towards its emergency shelter need, and each jurisdiction shall describe how the capacity was allocated as part of its housing element.

(3) Each member jurisdiction of a multijurisdictional agreement shall describe in its housing element all of the following:

(A) How the joint facility will meet the jurisdiction's emergency shelter need.

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(B) The jurisdiction's contribution to the facility for both the development and ongoing operation and management of the facility.

(C) The amount and source of the funding that the jurisdiction contributes to the facility.

(4) The aggregate capacity claimed by the participating jurisdictions in their housing elements shall not exceed the actual capacity of the shelter.

(e) Except as otherwise provided in this article, amendments to this article that alter the required content of a housing element shall apply to both of the following:

(1) A housing element or housing element amendment prepared pursuant to subdivision (e) of Section 65588 or Section 65584.02, when a city, county, or city and county submits a draft to the department for review pursuant to Section 65585 more than 90 days after the effective date of the amendment to this section.

(2) Any housing element or housing element amendment prepared pursuant to subdivision (e) of Section 65588 or Section 65584.02, when the city, county, or city and county fails to submit the first draft to the department before the due date specified in Section 65588 or 65584.02.

(f) The deadline for completing required rezoning pursuant to subparagraph (A) of paragraph (1) of subdivision (c) shall be extended by one year if the local government has completed the rezoning at densities sufficient to accommodate at least 75 percent of the units for low- and very low income households and if the legislative body at the conclusion of a public hearing determines, based upon substantial evidence, that any of the following circumstances exist:

(1) The local government has been unable to complete the rezoning because of the action or inaction beyond the control of the local government of any other state, federal, or local agency.

(2) The local government is unable to complete the rezoning because of infrastructure deficiencies due to fiscal or regulatory constraints.

(3) The local government must undertake a major revision to its general plan in order to accommodate the housing-related policies of a sustainable communities strategy or an alternative planning strategy adopted pursuant to Section 65080.

The resolution and the findings shall be transmitted to the department together with a detailed budget and schedule for preparation and adoption of the required rezonings, including plans for citizen participation and expected interim action. The schedule shall provide for adoption of the required rezoning within one year of the adoption of the resolution.

(g)

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(1) If a local government fails to complete the rezoning by the deadline provided in subparagraph (A) of paragraph (1) of subdivision (c), as it may be extended pursuant to subdivision (f), except as provided in paragraph (2), a local government may not disapprove a housing development project, nor require a conditional use permit, planned unit development permit, or other locally imposed discretionary permit, or impose a condition that would render the project infeasible, if the housing development project: (A) is proposed to be located on a site required to be rezoned pursuant to the program action required by that subparagraph and (B) complies with applicable, objective general plan and zoning standards and criteria, including design review standards, described in the program action required by that subparagraph. Any subdivision of sites shall be subject to the Subdivision Map Act (Division 2 (commencing with Section 66410)). Design review shall not constitute a "project" for purposes of Division 13 (commencing with Section 21000) of the Public Resources Code.

(2) A local government may disapprove a housing development described in paragraph (1) if it makes written findings supported by substantial evidence on the record that both of the following conditions exist:

(A) The housing development project would have a specific, adverse impact upon the public health or safety unless the project is disapproved or approved upon the condition that the project be developed at a lower density. As used in this paragraph, a "specific, adverse impact" means a significant, quantifiable, direct, and unavoidable impact, based on objective, identified written public health or safety standards, policies, or conditions as they existed on the date the application was deemed complete.

(B) There is no feasible method to satisfactorily mitigate or avoid the adverse impact identified pursuant to paragraph (1), other than the disapproval of the housing development project or the approval of the project upon the condition that it be developed at a lower density.

(3) The applicant or any interested person may bring an action to enforce this subdivision. If a court finds that the local agency disapproved a project or conditioned its approval in violation of this subdivision, the court shall issue an order or judgment compelling compliance within 60 days. The court shall retain jurisdiction to ensure that its order or judgment is carried out. If the court determines that its order or judgment has not been carried out within 60 days, the court may issue further orders to ensure that the purposes and policies of this subdivision are fulfilled. In any such action, the city, county, or city and county shall bear the burden of proof.

(4) For purposes of this subdivision, "housing development project" means a project to construct residential units for which the project developer provides sufficient legal commitments to the appropriate local agency to ensure the continued availability and use of at least 49 percent of the housing units for very low, low-, and moderate-income households with an affordable housing cost or affordable rent, as defined in Section 50052.5 or 50053 of the Health and Safety Code, respectively, for the period required by the

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applicable financing.

(h) An action to enforce the program actions of the housing element shall be brought pursuant to Section 1085 of the Code of Civil Procedure.

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§ 65589.5. Housing Accountability Act; Legislative findings; Prerequisites to local government's or agency's rejection or disapproval of affordable housing developments or emergency shelters; Rights and duties of local agencies; Charter cities; Burden of proof; Writ

(a) The Legislature finds and declares all of the following:

(1) The lack of housing, including emergency shelters, is a critical problem that threatens the economic, environmental, and social quality of life in California.

(2) California housing has become the most expensive in the nation. The excessive cost of the state's housing supply is partially caused by activities and policies of many local governments that limit the approval of housing, increase the cost of land for housing, and require that high fees and exactions be paid by producers of housing.

(3) Among the consequences of those actions are discrimination against low-income and minority households, lack of housing to support employment growth, imbalance in jobs and housing, reduced mobility, urban sprawl, excessive commuting, and air quality deterioration.

(4) Many local governments do not give adequate attention to the economic, environmental, and social costs of decisions that result in disapproval of housing projects, reduction in density of housing projects, and excessive standards for housing projects.

(b) It is the policy of the state that a local government not reject or make infeasible housing developments, including emergency shelters, that contribute to meeting the need determined pursuant to this article without a thorough analysis of the economic, social, and environmental effects of the action and without complying with subdivision (d).

(c) The Legislature also recognizes that premature and unnecessary development of agricultural lands for urban uses continues to have adverse effects on the availability of those lands for food and fiber production and on the economy of the state. Furthermore, it is the policy of the state that development should be guided away from prime agricultural lands; therefore, in implementing this section, local jurisdictions should encourage, to the maximum extent practicable, in filling existing urban areas.

(d) A local agency shall not disapprove a housing development project, including farmworker housing as defined in subdivision (d) of Section 50199.50 of the Health and Safety Code, for very low, low-, or moderate-income households, or an emergency shelter, or condition approval in a manner that renders the project infeasible for development for the use of very low, low-, or moderate-income households, or an emergency shelter, including through the use of design review standards, unless it makes written findings, based upon substantial evidence in the record, as to one of the following:

(1) The jurisdiction has adopted a housing element pursuant to this article that has been revised in accordance with Section 65588, is in substantial compliance with this article, and

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the jurisdiction has met or exceeded its share of the regional housing need allocation pursuant to Section 65584 for the planning period for the income category proposed for the housing development project, provided that any disapproval or conditional approval shall not be based on any of the reasons prohibited by Section 65008. If the housing development project includes a mix of income categories, and the jurisdiction has not met or exceeded its share of the regional housing need for one or more of those categories, then this paragraph shall not be used to disapprove or conditionally approve the project. The share of the regional housing need met by the jurisdiction shall be calculated consistently with the forms and definitions that may be adopted by the Department of Housing and Community Development pursuant to Section 65400. In the case of an emergency shelter, the jurisdiction shall have met or exceeded the need for emergency shelter, as identified pursuant to paragraph (7) of subdivision (a) of Section 65583. Any disapproval or conditional approval pursuant to this paragraph shall be in accordance with applicable law, rule, or standards.

(2) The development project or emergency shelter as proposed would have a specific, adverse impact upon the public health or safety, and there is no feasible method to satisfactorily mitigate or avoid the specific adverse impact without rendering the development unaffordable to low- and moderate-income households or rendering the development of the emergency shelter financially infeasible. As used in this paragraph, a "specific, adverse impact" means a significant, quantifiable, direct, and unavoidable impact, based on objective, identified written public health or safety standards, policies, or conditions as they existed on the date the application was deemed complete. Inconsistency with the zoning ordinance or general plan land use designation shall not constitute a specific, adverse impact upon the public health or safety.

(3) The denial of the project or imposition of conditions is required in order to comply with specific state or federal law, and there is no feasible method to comply without rendering the development unaffordable to low- and moderate-income households or rendering the development of the emergency shelter financially infeasible.

(4) The development project or emergency shelter is proposed on land zoned for agriculture or resource preservation that is surrounded on at least two sides by land being used for agricultural or resource preservation purposes, or which does not have adequate water or wastewater facilities to serve the project.

(5) The development project or emergency shelter is inconsistent with both the jurisdiction's zoning ordinance and general plan land use designation as specified in any element of the general plan as it existed on the date the application was deemed complete, and the jurisdiction has adopted a revised housing element in accordance with Section 65588 that is in substantial compliance with this article.

(A) This paragraph cannot be utilized to disapprove or conditionally approve a housing development project if the development project is proposed on a site that is identified as suitable or available for very low, low-, or moderate-income households in the jurisdiction's housing element, and consistent with the density specified in the housing element, even

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though it is inconsistent with both the jurisdiction's zoning ordinance and general plan land use designation.

(B) If the local agency has failed to identify in the inventory of land in its housing element sites that can be developed for housing within the planning period and that are sufficient to provide for the jurisdiction's share of the regional housing need for all income levels pursuant to Section 65584, then this paragraph shall not be utilized to disapprove or conditionally approve a housing development project proposed for a site designated in any element of the general plan for residential uses or designated in any element of the general plan for commercial uses if residential uses are permitted or conditionally permitted within commercial designations. In any action in court, the burden of proof shall be on the local agency to show that its housing element does identify adequate sites with appropriate zoning and development standards and with services and facilities to accommodate the local agency's share of the regional housing need for the very low and low-income categories.

(C) If the local agency has failed to identify a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit, has failed to demonstrate that the identified zone or zones include sufficient capacity to accommodate the need for emergency shelter identified in paragraph (7) of subdivision (a) of Section 65583, or has failed to demonstrate that the identified zone or zones can accommodate at least one emergency shelter, as required by paragraph (4) of subdivision (a) of Section 65583, then this paragraph shall not be utilized to disapprove or conditionally approve an emergency shelter proposed for a site designated in any element of the general plan for industrial, commercial, or multifamily residential uses. In any action in court, the burden of proof shall be on the local agency to show that its housing element does satisfy the requirements of paragraph (4) of subdivision (a) of Section 65583.

(e) Nothing in this section shall be construed to relieve the local agency from complying with the Congestion Management Program required by Chapter 2.6 (commencing with Section 65088) of Division 1 of Title 7 or the California Coastal Act (Division 20 (commencing with Section 30000) of the Public Resources Code). Neither shall anything in this section be construed to relieve the local agency from making one or more of the findings required pursuant to Section 21081 of the Public Resources Code or otherwise complying with the California Environmental Quality Act (Division 13 (commencing with Section 21000) of the Public Resources Code).

(f)

(1) Nothing in this section shall be construed to prohibit a local agency from requiring the development project to comply with objective, quantifiable, written development standards, conditions, and policies appropriate to, and consistent with, meeting the jurisdiction's share of the regional housing need pursuant to Section 65584. However, the development standards, conditions, and policies shall be applied to facilitate and accommodate development at the density permitted on the site and proposed by the development.

(2) Nothing in this section shall be construed to prohibit a local agency from requiring an

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emergency shelter project to comply with objective, quantifiable, written development standards, conditions, and policies that are consistent with paragraph (4) of subdivision (a) of Section 65583 and appropriate to, and consistent with, meeting the jurisdiction's need for emergency shelter, as identified pursuant to paragraph (7) of subdivision (a) of Section 65583. However, the development standards, conditions, and policies shall be applied by the local agency to facilitate and accommodate the development of the emergency shelter project.

(3) This section does not prohibit a local agency from imposing fees and other exactions otherwise authorized by law that are essential to provide necessary public services and facilities to the development project or emergency shelter.

(g) This section shall be applicable to charter cities because the Legislature finds that the lack of housing, including emergency shelter, is a critical statewide problem.

(h) The following definitions apply for the purposes of this section:

(1) "Feasible" means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors.

(2) "Housing development project" means a use consisting of any of the following:

(A) Residential units only.

(B) Mixed-use developments consisting of residential and nonresidential uses in which nonresidential uses are limited to neighborhood commercial uses and to the first floor of buildings that are two or more stories. As used in this paragraph, "neighborhood commercial" means small-scale general or specialty stores that furnish goods and services primarily to residents of the neighborhood.

(C) Transitional housing or supportive housing.

(3) "Housing for very low, low-, or moderate-income households" means that either (A) at least 20 percent of the total units shall be sold or rented to lower income households, as defined in Section 50079.5 of the Health and Safety Code, or (B) 100 percent of the units shall be sold or rented to moderate-income households as defined in Section 50093 of the Health and Safety Code, or middle-income households, as defined in Section 65008 of this code. Housing units targeted for lower income households shall be made available at a monthly housing cost that does not exceed 30 percent of 60 percent of area median income with adjustments for household size made in accordance with the adjustment factors on which the lower income eligibility limits are based. Housing units targeted for persons and families of moderate income shall be made available at a monthly housing cost that does not exceed 30 percent of 100 percent of area median income with adjustments for household size made in accordance with the adjustment factors on which the moderate-income eligibility limits are based.

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(4) "Area median income" means area median income as periodically established by the Department of Housing and Community Development pursuant to Section 50093 of the Health and Safety Code. The developer shall provide sufficient legal commitments to ensure continued availability of units for very low or low-income households in accordance with the provisions of this subdivision for 30 years.

(5) "Disapprove the development project" includes any instance in which a local agency does either of the following:

(A) Votes on a proposed housing development project application and the application is disapproved.

(B) Fails to comply with the time periods specified in subdivision (a) of Section 65950. An extension of time pursuant to Article 5 (commencing with Section 65950) shall be deemed to be an extension of time pursuant to this paragraph.

(i) If any city, county, or city and county denies approval or imposes restrictions, including design changes, a reduction of allowable densities or the percentage of a lot that may be occupied by a building or structure under the applicable planning and zoning in force at the time the application is deemed complete pursuant to Section 65943, that have a substantial adverse effect on the viability or affordability of a housing development for very low, low-, or moderate-income households, and the denial of the development or the imposition of restrictions on the development is the subject of a court action which challenges the denial, then the burden of proof shall be on the local legislative body to show that its decision is consistent with the findings as described in subdivision (d) and that the findings are supported by substantial evidence in the record.

(j) When a proposed housing development project complies with applicable, objective general plan and zoning standards and criteria, including design review standards, in effect at the time that the housing development project's application is determined to be complete, but the local agency proposes to disapprove the project or to approve it upon the condition that the project be developed at a lower density, the local agency shall base its decision regarding the proposed housing development project upon written findings supported by substantial evidence on the record that both of the following conditions exist:

(1) The housing development project would have a specific, adverse impact upon the public health or safety unless the project is disapproved or approved upon the condition that the project be developed at a lower density. As used in this paragraph, a "specific, adverse impact" means a significant, quantifiable, direct, and unavoidable impact, based on objective, identified written public health or safety standards, policies, or conditions as they existed on the date the application was deemed complete.

(2) There is no feasible method to satisfactorily mitigate or avoid the adverse impact identified pursuant to paragraph (1), other than the disapproval of the housing development project or the approval of the project upon the condition that it be developed at a lower

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density.

(k) The applicant or any person who would be eligible to apply for residency in the development or emergency shelter may bring an action to enforce this section. If in any action brought to enforce the provisions of this section, a court finds that the local agency disapproved a project or conditioned its approval in a manner rendering it infeasible for the development of an emergency shelter, or housing for very low, low-, or moderate-income households, including farmworker housing, without making the findings required by this section or without making sufficient findings supported by substantial evidence, the court shall issue an order or judgment compelling compliance with this section within 60 days, including, but not limited to, an order that the local agency take action on the development project or emergency shelter. The court shall retain jurisdiction to ensure that its order or judgment is carried out and shall award reasonable attorney's fees and costs of suit to the plaintiff or petitioner who proposed the housing development or emergency shelter, except under extraordinary circumstances in which the court finds that awarding fees would not further the purposes of this section. If the court determines that its order or judgment has not been carried out within 60 days, the court may issue further orders as provided by law to ensure that the purposes and policies of this section are fulfilled, including, but not limited to, an order to vacate the decision of the local agency, in which case the application for the project, as constituted at the time the local agency took the initial action determined to be in violation of this section, along with any standard conditions determined by the court to be generally imposed by the local agency on similar projects, shall be deemed approved unless the applicant consents to a different decision or action by the local agency.

(l) If the court finds that the local agency (1) acted in bad faith when it disapproved or conditionally approved the housing development or emergency shelter in violation of this section and (2) failed to carry out the court's order or judgment within 60 days as described in subdivision (k), the court in addition to any other remedies provided by this section, may impose fines upon the local agency that the local agency shall be required to deposit into a housing trust fund. Fines shall not be paid from funds that are already dedicated for affordable housing, including, but not limited to, redevelopment or low- and moderate-income housing funds and federal HOME and CDBG funds. The local agency shall commit the money in the trust fund within five years for the sole purpose of financing newly constructed housing units affordable to extremely low, very low, or low-income households. For purposes of this section, "bad faith" shall mean an action that is frivolous or otherwise entirely without merit.

(m) Any action brought to enforce the provisions of this section shall be brought pursuant to Section 1094.5 of the Code of Civil Procedure, and the local agency shall prepare and certify the record of proceedings in accordance with subdivision (c) of Section 1094.6 of the Code of Civil Procedure no later than 30 days after the petition is served, provided that the cost of preparation of the record shall be borne by the local agency. Upon entry of the trial court's order, a party shall, in order to obtain appellate review of the order, file a petition within 20 days after service upon it of a written notice of the entry of the order, or within such further time not exceeding an additional 20 days as the trial court may for good cause allow. If the local agency appeals the judgment of the trial court, the local agency shall post

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a bond, in an amount to be determined by the court, to the benefit of the plaintiff if the plaintiff is the project applicant.

(n) In any action, the record of the proceedings before the local agency shall be filed as expeditiously as possible and, notwithstanding Section 1094.6 of the Code of Civil Procedure or subdivision (m) of this section, all or part of the record may be prepared (1) by the petitioner with the petition or petitioner's points and authorities, (2) by the respondent with respondent's points and authorities, (3) after payment of costs by the petitioner, or (4) as otherwise directed by the court. If the expense of preparing the record has been borne by the petitioner and the petitioner is the prevailing party, the expense shall be taxable as costs.

(o) This section shall be known, and may be cited, as the Housing Accountability Act.

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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, SB2 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 tool 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.

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 area⁴.

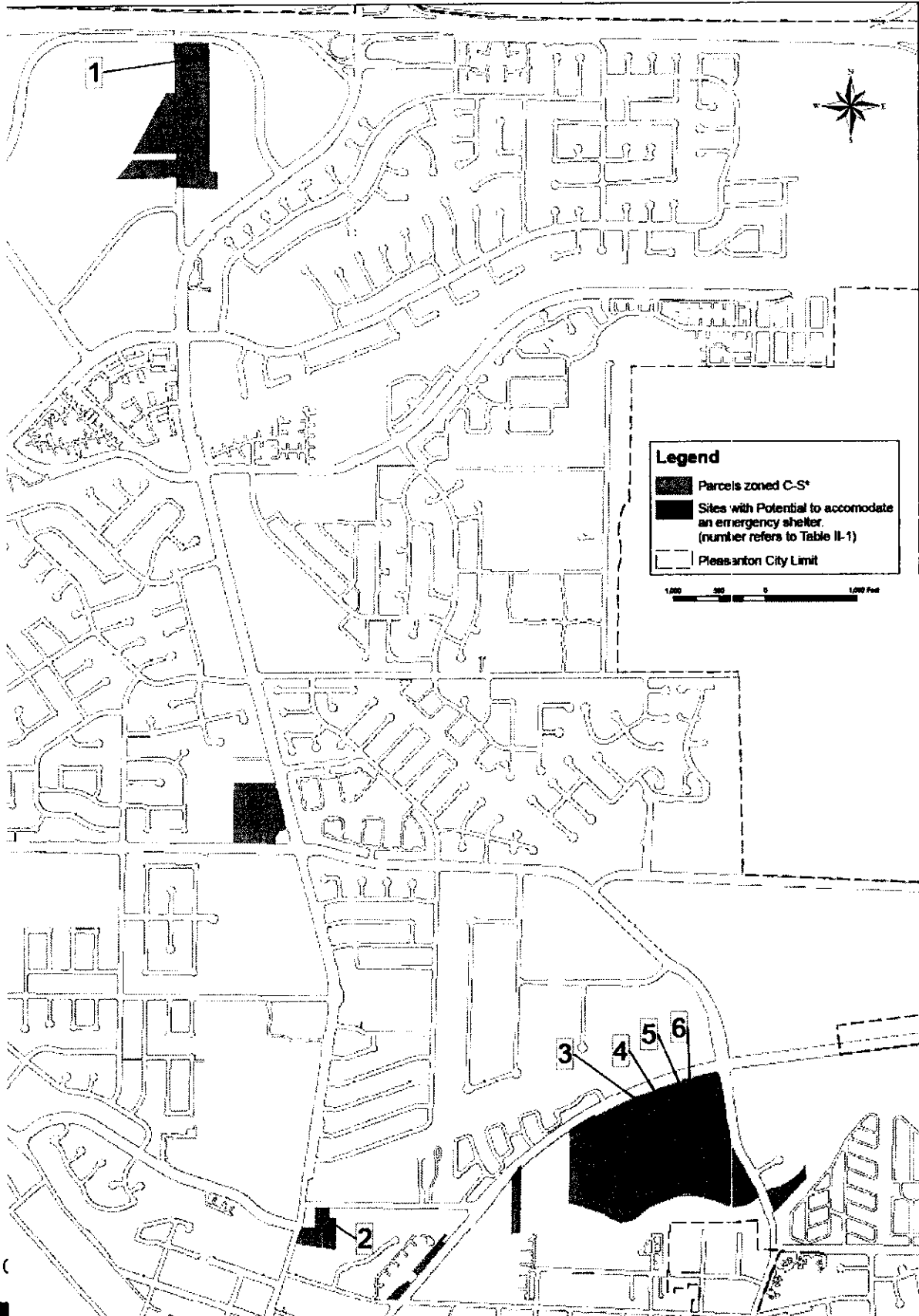
Based on the lot sizes of the parcels listed in Table II-1, staff estimates that five of the sites could be developed with sufficient capacity meet the City’s needs individually (projected number of beds ranging from 37 to 93). Additionally, one site has an estimated capacity to off-set the need by approximately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

⁴ 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 (AS)	Site Capacity (No. of units for the site @ 20 sq ft per bed)	Surrounding Uses	Current Use	Proximity to Existing Services
1	3686	SANTA RITA RD	946 11000300	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, part, bank, MH part, 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	3686	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



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the-job training were recommended. Others recommended increasing adult education programming at the adult schools. Other suggestions included local employment requirements for city contracts.

Homelessness

"We don't have many shelters for men in the Tri-Valley area. [Most of] the shelters that we have only accept women or women with children; they deal with a lot of domestic violence. So for families, men would have to be separated from their families. Therefore, we have some families choosing to live in their cars, which is problematic." –Key Informant

Key Findings

- Human service providers report an increase in Tri-Valley individuals and families seeking homeless and homeless prevention services.
- There are no year-round facilities that serve single men in Eastern Alameda County.
- Homeless families are disrupted due to a shortage of homeless family shelters that accept fathers and teenage sons.
- Recently homeless families and individuals have experienced stigma and lack of knowledge about available services and supports.
- The homeless and other indigent residents face long waiting lists for healthcare services and disproportionately use emergency medical services.

Community Issues

Homelessness and risk of homelessness is a growing concern in Eastern Alameda County. According to one provider, *"We have noticed a greater number of homeless people...We are getting complaints from our citizens about the increased number of homeless people that ask for money."* One Livermore service provider noted that the increase in homelessness is due to changing economic and social conditions, stating, *"The homeless person today has a different face. It is families who were foreclosed on or laid off, and it's happening more than people know. We need to make accommodations for them."* According to one homeless focus group participant, *"There are people who don't even know what's going on because they are new to being homeless. It's an epidemic, and cities are turning their heads."*

Housing security is impacted by a variety of factors, including market rents and access to living wages. Stakeholders emphasized the links between Tri-Valley homelessness and unemployment, particularly unemployment among those with lower educational attainment levels. They also emphasized the connection between homelessness and the shortage of affordable housing. Elaborating on the connection between these issues, one informant noted that, *"When you're under- or unemployed, housing is very difficult to maintain, and when you're homeless, it's difficult to find a job."*

Homelessness in the Tri-Valley, like many other areas, is highly stigmatized. One homeless resident described his experience with law enforcement: *"I got harassed by a cop, and was stereotyped for being a drug addict or mentally ill. That was such a terrible experience."* The focus group with homeless adults revealed the precarious position and lack of support for those who are most vulnerable. *"There was a*

homeless encampment [in Livermore] that got removed, but where are people going to go? Cops are giving tickets for sleeping in cars; if you're homeless how are you supposed to pay for it? You have no job. You get harassed, you get ticketed, you get a warrant, and you get thrown in jail."

Providers recognize not only the growing number of homeless individuals, often referred to as the "visible homeless", but also the growing number of homeless families. These families are described by informants as "invisible," doubling up in apartments, sleeping in vehicles or in family shelters. Many are recently homeless due to job loss, eviction or foreclosure; many are single women with children.

One recently homeless resident described her experience:

"I am married with three children. We are temporarily displaced, and homeless, and we've been doing everything to provide for our children, staying in hotels, making the most of the situation... We find ourselves choosing between food and hotel rooms. We can't rely on friends and family, I try to remain optimistic even though it's tough times. We now live out of our car."

Homeless families described their fear of being forcibly separated. One family member noted, "There are a lot of homeless families and they won't come out because they are afraid of having their children taken away from them." Others fear separation due to the shortage of shelter beds for male family members. According to service providers, some transitional age youth in the Tri-Valley, including foster children, are at-risk of homelessness due to the lack of transitional support services. Others, according to one provider, are homeless because "they get kicked out of their homes because they're too old, don't get along with families, etc." Such observations are supported by demographic data that show a relative scarcity of transitional age youth in Dublin, Livermore and Pleasanton, which suggests that the Tri-Valley is not affordable to young people in transition.

Service Delivery Environment

There are several year-round homeless shelters in Eastern Alameda County. Shepard's Gate provides emergency shelter to women and their children. Tri-Valley Haven offers shelter to victims of domestic violence and other shelter services to families, including men and teenage boys, albeit to a limited degree. There are no year-round shelters for single men, although, Livermore Homeless Refuge, an organization consisting of volunteers from community and faith-based organizations provide emergency shelter when temperatures drop, as well as other critical services such as laundry and hot showers. Hot meals are also available, and described in greater detail in the section on Food Security and Nutrition.

The HOPE van is a mobile clinic-based medical service program that serves the homeless in Eastern Alameda County. According to one homeless resident, "The HOPE Van is very strict about giving services to those that are only homeless. If you mention you stayed at someone's house they won't serve you. They provide dental care sometimes."

Gaps and Barriers

The most widely recognized gap in homeless services has to do with the shortage of services for single men and men with families. One single homeless resident of the Tri-Valley stated, "Many of us are law abiding citizens. We have nowhere to go in this area." A service provider stated, "Our major concern is

shelters, because many will not take males over the age of five. We don't agree with this practice. We need more shelters that accept families."

Another recognized gap in homeless service provision is timely healthcare access. According to one provider, *"It can take up to two months for them to get an appointment at Axis Community Health to see a doctor. Homeless people tend to go to urgent care or emergency rooms, which is not very cost effective for the health system. This is the same for dental care."* Other basic needs service gaps include:

- Safe locations to sleep in vehicles: *"A lot of people used to park at Wal-Mart at night, but it's not allowed anymore";*
- Drinking fountains, which one homeless resident reports are turned off at night; and
- Cooking facilities, laundry facilities, restrooms, and showers.

Repeatedly, Stakeholders brought up the issue of service coordination, community outreach and provider education, particularly in regards to the changing demographics of homelessness. One stakeholder suggested, in reference to the growing need for family shelters, that *"they are going to have to adjust some of the regulations or make shelters specific to these people that are not served or are underserved."* Another interviewee admitted that 211 is not sufficient to meet the needs of *"new middle class families who have never had to deal with social services."* Some social service providers, according to colleagues and the homeless, lack knowledge about homelessness and are influenced by the same social stigma as the community at large. One resident described her experience, saying, *"My experience with social workers was not positive; they asked me very personal and insensitive questions. My experience the first time I was in a shelter alone with my teenage girls, I was a bit scared. We were put in a room with a lot of unstable people."* The social stigma associated with homelessness creates a unique barrier to service provision. Several interviewees explained the community belief that homeless services attract more homeless people to the Tri-Valley. Such hypotheses, whether validated or not, challenge the willingness of public servants, policymakers and advocates to support increased services for this vulnerable population.

Suggestions for Improvement

Stakeholders recommended a variety of strategies for improving homeless services,¹¹ including:

- Increase the variety of housing options and services for homeless in the area;
- Supporting advocacy and legal aid for the homeless;
- Allowing fathers and teenage sons into homeless family shelters; and
- Increasing access to kitchens and showers.

During a Dublin community meeting, participants discussed providing a sanctioned space for the homeless to camp or park automobiles and RVs. Focus group participants stated that Dublin, Livermore and Pleasanton had sufficient vacant land for such purposes, and many homeless people would be willing to help with maintenance and coordination. One model is in Washington State. In 2010, the Washington Legislature passed a law authorizing religious organizations to host temporary homeless

¹¹ Preventing homelessness and housing security is addressed in the section on Affordable Housing.

encampments, specifically on property owned or controlled by a religious organization. Local jurisdictions may only intervene in ensuring public health.¹² One such tent city in Kings County provides space for up to 100 homeless residents. The space has a code of conduct and managers for the space.¹³ A similar program – Pinellas Hope, a program of Catholic Charities Diocese of St. Petersburg, Florida – set up a tent encampment on church land in 2007. The space has since expanded and now includes a community center, kitchen, meeting rooms, a covered dining area and 80 apartments for transitional housing.¹⁴

Other Tri-Valley residents suggested that to address the root causes and long-term implications of homelessness, civic leaders, law enforcement, community and faith-based organizations, business leaders and service providers need to collaborate to address stigma. “[The community] needs to understand that we do have homelessness in the Tri-Valley area and be open to working with other collaborators and building partnerships to help improve this issue.” Several models for this type of multi-organizational partnership exist. Using a public health model, the city of Concord, California, formed the Monument Corridor Partnership to address the needs of residents in one low income neighborhood. Police, neighbors, advocates, housing providers, healthcare providers and city officials met together on an ongoing basis to strategically address community needs. Such partnerships would need to include representation from homeless individuals and families, according to one homeless resident, “so we can have representation in policy, votes, etc.”

In Los Angeles, The Skid Row Families Demonstration Project executed by the non-profit agency Beyond Shelter was facilitated through a partnership with the County Departments of Children and Family Services (DCFS), Public Social Services (DPSS), Mental Health (DMH), Health Services (DHS), and Public Health (DPH), and the Housing Authorities, city of Los Angeles (HACLA) and County of Los Angeles (HACoLA). Using a rapid re-housing model, the project succeeded in placing 82% of residents in permanent housing.¹⁵

In Miami-Dade County, The Miami-Dade County Community Homeless Plan has been identified as a national model. The Community Partnership for Homeless is a private-public partnership that is funded largely by the one percent sales tax on food and beverages. The partnership operates two homeless shelters, and has been successfully transitioning people out of homelessness for over ten years.¹⁶

One focus group participant suggested that raising awareness and working to reduce stigma could result in a citizens’ initiative: “Between the three cities, there should be a tax, like a \$1 per household that goes toward a homeless fund. But my reservation is that if a government manages this it will go to waste.” There are examples of tax-based strategies; in Kalamazoo, Michigan, the County Legislature is currently reviewing a proposed property tax increase that is expected to generate \$2.7 million annually over six years for a “Local Housing Assistance Fund.” In the proposed bill, \$1.49 million per year would be

¹² <http://www.mrsc.org/Subjects/Housing/tentcity/tentcity.aspx#Leg>

¹³ http://seattletimes.nwsource.com/html/localnews/2003566787_homeless11m0.html

¹⁴ <http://home.catholicweb.com/pinellashope/>

¹⁵ http://www.beyondshelter.org/aaa_programs/demonstration_projects.shtml

¹⁶ http://www.cphi.org/about_history.asp

allocated to providing rent subsidies for 222 residents at risk of homelessness. Other funds would be used for homeless prevention, renovation of homes to be converted into affordable units, and to help those with temporary, emergency housing payments.¹⁷

Transportation Services and Access

"If someone in Livermore has mental illness and they want to get involved, all of our meetings, even consumer meetings, are in Oakland. Everything is in Oakland." –Key Informant

Key Findings

- Frequent, affordable, and reliable transit networks connecting commercial, government and residential centers are fundamental to effective service delivery in the Tri-Valley.
- Reductions in public transportation, including elimination of subsidies for low income and vulnerable populations, impede access to most other human services available to those in the Tri-Valley.
- Seniors and the disabled rely heavily on downtown bus services and subsidized taxi services.
- Transportation networks between Eastern Alameda County and other population centers is not well-coordinated, which results in extended trips for critical human services that are not available locally.

Community Issues

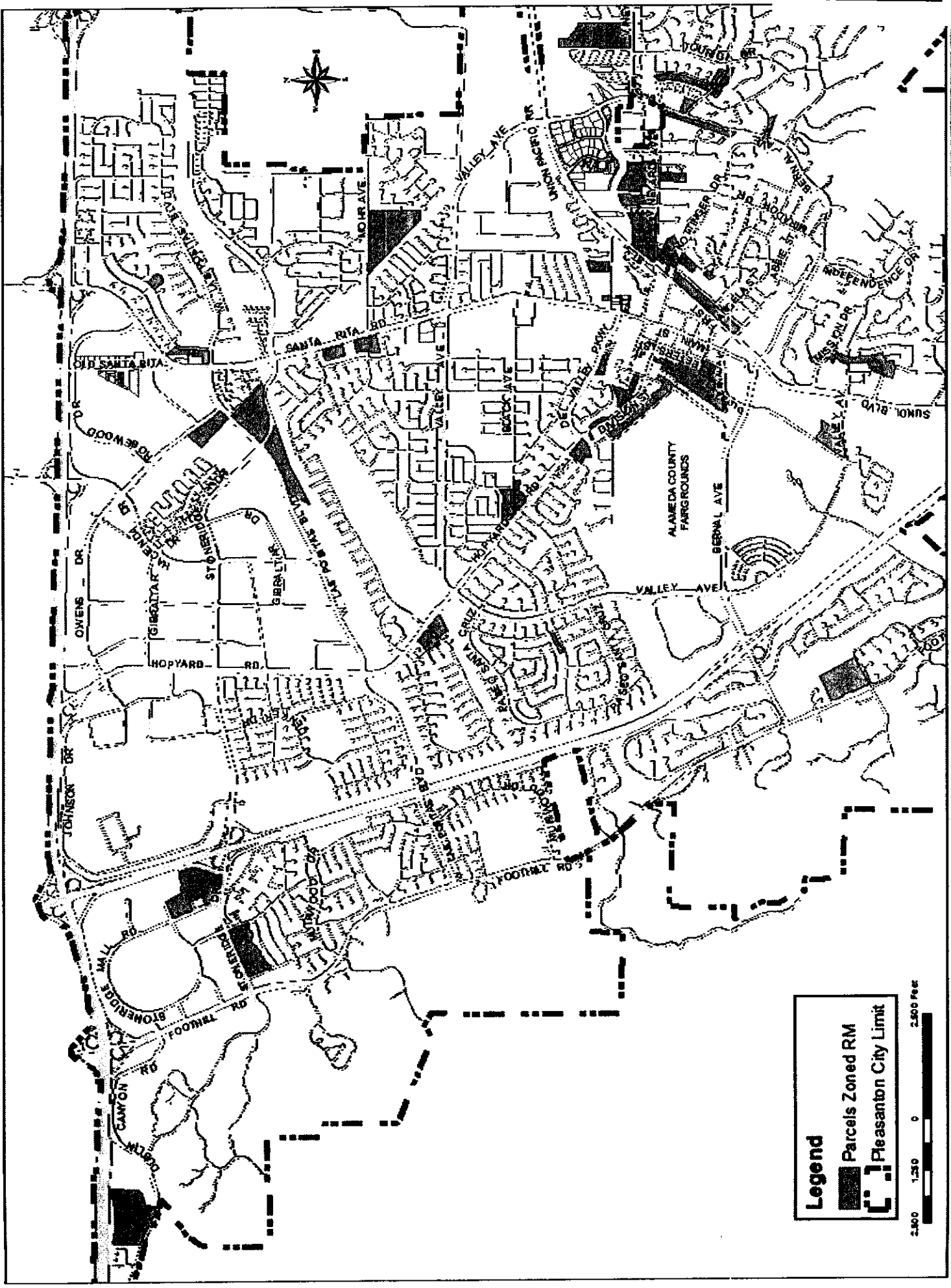
Survey, key informant and focus group data all reveal that transportation issues, including cost and trip duration, are major impediments to effective human service delivery in the Tri-Valley. One public official summarized the impact of transportation issues on low income residents:

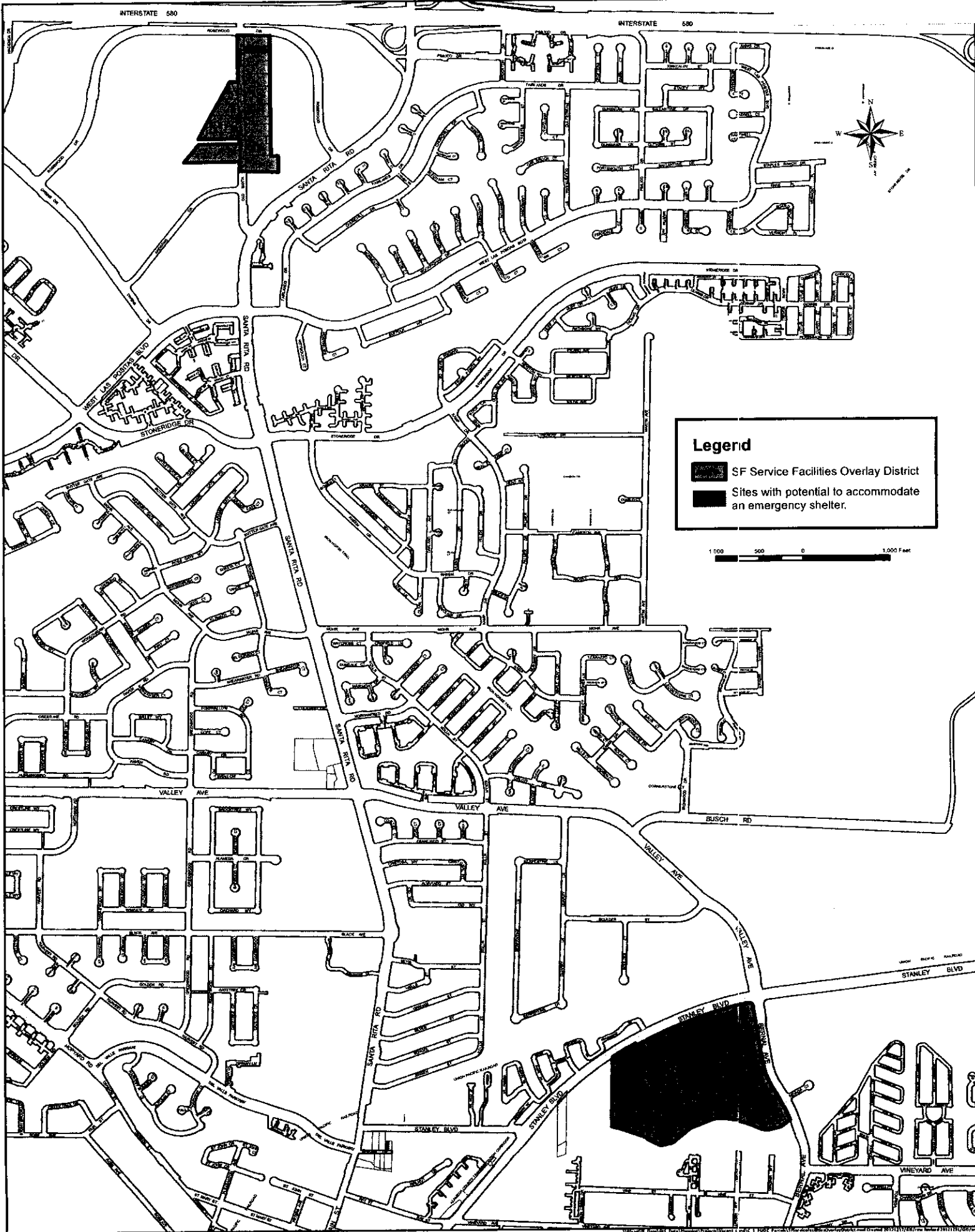
"It is difficult for people to get to where the services are. Many of them don't have a car, they count on public transportation, which can be a long trip and expensive. It is expensive to go on BART to Oakland. So people who are already facing challenges are further challenged by this barrier. Anything that makes getting services more difficult is one less chance that someone will [get the help they need]."

A variety of geographic factors contribute to the problem. Eastern Alameda County is a fairly large area; the population is less dense than other parts of the County; there are smaller pockets of low income residents spread out over greater distance; and many crucial services are located outside the Tri-Valley, and require not only transfers along multiple routes, but also across multiple agencies. Stakeholders reported that the following critical services used by Tri-Valley residents are located outside of Dublin, Livermore and Pleasanton: specialty medical care and affordable dentistry; emergency medical care; behavioral health in-patient services and medication management; homeless and family court; day laborer services; adult day care; and supportive housing. Transit access has perhaps the greatest impact on seniors and the disabled. According to one senior focus group participant, "Transportation is

¹⁷ http://www.mlive.com/news/kalamazoo/index.ssf/2011/06/group_wants_voters_to_approve.html

RM Multi-Family Residential Zones





January 10, 2013

NOTICE OF ZONING CHANGE

Dear Property Owner:

The City of Pleasanton is considering a change in the regulations that govern the zoning of property in the two areas shown on the attached map, Exhibit A. City records show that you or your organization own property within these areas. This letter is to inform you of the change being proposed and to offer you an opportunity to make comments or ask questions before the amendment to the zoning regulations is finalized. The proposed change will not obligate you to take any action, nor will it reduce your property rights.

Purpose of the zoning amendment

This zoning change is responding to a state law intended to address the broad need for shelters for homeless individuals and families. The state law requires that cities and counties in California that are affected by homelessness make it easier for homeless shelters to get zoning approval. This is to be done by identifying at least one zone in which homeless shelters may be developed without the need for a conditional use permit or other discretionary action by cities and counties.

To comply with the state law, the City is proposing that a new overlay zone (S-F Service Facilities Overlay District) be applied to the two areas shown on the map, currently zoned C-S Service Commercial District. The C-S zone will remain as the base zone. Within this proposed overlay zone, if any person or organization proposes to develop a homeless shelter, it is to be permitted by the City without the need for a conditional use permit provided certain standards are met. All of the current C-S zoning regulations will remain the same.

If you believe that your property is not located within the proposed overlay district shown on the map and you have received this notice in error, you may disregard this letter.

How the proposed amendment will affect your property

The change in zoning will make it easier to establish a homeless shelter on a property within the S-F overlay district. Unless you are considering developing a homeless shelter, the proposed amendment will not affect your property.

Currently for C-S-zoned properties there are dozens of types of businesses and other activities that may be

established without the need for the owner to obtain a conditional use permit from the City. There are also dozens of types of businesses or activities that, because of their nature or potential impacts on the surroundings, do require City review and approval of a conditional use permit. The change under consideration is that if a "homeless shelter" is proposed within the S-F overlay district, and if it meets the specific development standards, it will be permitted without a conditional use permit. The development standards for homeless shelters will address such things as the maximum number of people, how long they can stay, what facilities may be provided and how the facilities are managed.

If this zoning change is approved any proposal to establish a homeless shelter would still need zoning clearance from the City to verify that it is in compliance with zoning regulations and the new development standards. However, the application process would be simplified and less costly than a conditional use permit. The proposed change will not affect the requirements for building permits. All new buildings and construction projects require building permits.

As is now the case, any person or organization wishing to develop a homeless shelter or any other business or activity would first need to either own the property or have formal agreement with the property owner. Homeless shelters are typically owned and operated by non-profit agencies or charitable organizations.

Questions? Comments?

This matter is scheduled for a public hearing and review by Pleasanton's Planning Commission on Wednesday, January 23, 2013, at 7:00 p.m. in the City Council Chambers at 200 Old Bernal Avenue. You are welcome to attend and provide comments. Written comments may be mailed to me at the above address or emailed to jsstern@cityofpleasantonca.gov. If you have questions you may contact me by phone at **(925) 931-5606**. After the Planning Commission completes their review the proposal will need review and approval by the City Council.

Sincerely,

Janice Stern
Planning Manager

Attachment:

Exhibit A: Map of proposed S-F Service Facilities Overlay District


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

1800 Third Street, Suite 430
P. O. Box 952053
Sacramento, CA 94252-2053
(916) 323-3177
FAX (916) 327-2643

**MEMORANDUM**

DATE: May 7, 2008

TO: Planning Directors and Interested Parties

FROM: 
Cathy E. Creswell, Deputy Director
Division of Housing Policy Development

SUBJECT: **Senate Bill 2 -- Legislation Effective January 1, 2008:
*Local Planning and Approval for Emergency Shelters and
Transitional and Supportive Housing***

Chapter 633, Statutes of 2007 (SB 2) clarifies and strengthens housing element law to ensure zoning encourages and facilitates emergency shelters and limits the denial of emergency shelters and transitional and supportive housing under the Housing Accountability Act. The law will facilitate efforts to address the critical needs of homeless populations and persons with special needs throughout all communities in California. Generally, SB 2 amends housing element law regarding planning and approval for emergency shelters and transitional and supportive housing as follows:

Planning (Government Code Section 65583)

- At least one zone shall be identified to permit emergency shelters without a conditional use permit or other discretionary action.
- Sufficient capacity must be identified to accommodate the need for emergency shelters and at least one year-round emergency shelter.
- Existing or proposed permit procedures, development and management standards must be objective and encourage and facilitate the development of or conversion to emergency shelters.
- Emergency shelters shall only be subject to development and management standards that apply to residential or commercial within the same zone.
- Written and objective standards may be applied as specified in statute, including maximum number of beds, provision of onsite management, length of stay and security.
- Includes flexibility for jurisdictions to meet zoning requirements with existing ordinances or demonstrate the need for emergency shelters can be accommodated in existing shelters or through a multi-jurisdictional agreement.

Chapter 633, Statutes of 2007 (SB 2)

Page 2

- Transitional and supportive housing shall be considered a residential use and only subject to those restrictions that apply to other residential uses of the same type in the same zone.

Local Approval (Government Code Section 65589.5: Housing Accountability Act)

- Limits denial of emergency shelters, transitional housing or supportive housing by requiring specific findings.
- Some findings shall not be utilized if new planning requirements of SB 2 are not met; such as identifying a zone without a conditional use permit,

Attached is a briefing paper informing local governments of SB 2, providing assistance in evaluating these new provisions to effectively implement this important new State law; in addition to a copy of the legislation. Electronic copies of these can be found on the Department's website at www.hcd.ca.gov or the Senate's website at www.senate.ca.gov. You may also obtain copies of published bills from the Legislative Bill Room by calling (916) 445-2323. If you have any questions, or seek additional technical assistance, please contact Paul McDougall, HPD Manager, at (916) 445-4728.

Attachments

Chapter 633, Statutes of 2007 (Senate Bill 2)

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Introduction

Homeless Needs

Homelessness in California is a continuing and growing crisis. On any given day, there are at least 361,000 homeless individuals in California – or 1.1 percent of the State’s total population. Of this number, two-thirds are estimated to be single adults, while the other third are families. Some 30 percent of California’s homeless – 108,000 – are so-called “chronic” homeless who have been homeless for six months or more. This population tends to be comprised of single adults who face such obstacles as mental illness, substance abuse problems and chronic physical health problems or disabilities that prevent them from working. Homeless individuals and families are without permanent housing largely because of a lack of affordable housing, often compounded by limited education or skills, mental illness and substance abuse issues, domestic violence and the lack of family or other support networks.¹

California’s homelessness crisis demands the effective involvement of both the public and private sectors. A housing element can be an effective and powerful tool in combating homelessness. Passage of SB 2 strengthened the law to increase its effectiveness in addressing the needs of California’s homeless population. The upcoming housing element update presents an important opportunity to make ending homelessness a critical priority.

Purpose and Objectives of SB 2

The framework of SB 2 resulted from a collaborative effort by key stakeholders including housing and homeless advocates and providers, local governments, planners, and the building industry. SB 2 strengthens existing housing element requirements to provide the opportunity for the development of emergency shelters and transitional and supportive housing. SB 2 ensures zoning, development and management standards and permit procedures encourage emergency shelters while allowing flexibility for existing local strategies and cooperative efforts.

SB 2 focuses on the impacts of zoning requirements on the development of emergency shelters. While the new statute requires that every local government zone for the development of emergency shelters, it does not restrict how local governments allocate resources to address local priority needs. For example, nothing in SB 2 prohibits communities from also adopting a “Housing First” strategy to provide homeless persons with housing immediately and then providing services as needed.

¹ *Governor’s Interagency Task Force on Homelessness, Progress Report and Work Plan for 2003.* Health and Human Services Agency and Business, Transportation and Housing Agency, December 2002

Section 1

Planning

(Government Code Section 65583)

Identifying and Analyzing Needs and Resources

Current law, Government Code Section 65583(a)(7), requires an identification and analysis of the needs of homeless persons and families. The analysis is an essential component of an effective housing element; however data sources can be limited and vary in estimates of need. As a result, an analysis should consider a variety of data sources and include proactive outreach with service providers to examine the degree and characteristics of homeless needs in the community and surrounding communities. A thorough analysis includes:

- An estimate or count of the daily average number of persons lacking shelter. Wherever possible, and to better describe the characteristics of needs, this figure could be divided into single males, single females and families (one or more adults with children) as the needs of each subgroup differ significantly.
- As local data or other existing sources permit (see list below), a description of the percentage of the homeless population who are mentally ill, developmentally disabled, veterans, runaway or emancipated foster youth, substance abusers, survivors of domestic violence, and other subpopulations of homeless considered significant by the jurisdiction.
- An inventory of the resources available within the community including shelters, transitional housing and supportive housing units by type. The analysis should estimate the number and type of existing shelter beds, and units of transitional and supportive housing available.
- Assess the degree of unmet homeless needs, including the extent of need for emergency shelters. As part of this analysis, SB 2 now clarifies the need assessment for emergency shelters must consider seasonal and year-round need. In recognition of local efforts to encourage supportive housing, SB 2 allows jurisdictions with 10 Year Plans to End Chronic Homelessness to reduce the need for emergency shelters by the number of supportive housing units identified in an adopted 10-year plan and that are either vacant or funding has been identified to allow construction in the housing element planning period.

Resources to identify and analyze homeless needs, include:

- Consolidated plans
- Continuum of care plans
- 10 Year Plans to End Chronic Homelessness
- Interagency Council on Homelessness, Guide to Developing Plans and Examples (<http://www.ich.gov/slocal/index.html>)

- Local service providers such as continuum of care providers, local homeless shelter and service providers, food programs, operators of transitional housing programs, local drug and alcohol program service providers, county mental health and social service departments, local Salvation Army, Goodwill Industries, churches and schools, and
- 15 countywide Designated Local Boards certified by the Department's Emergency Housing and Assistance Program (<http://www.hcd.ca.gov/fa/ehap/cntys-with-dlb.html>).

Identifying Zoning for Emergency Shelters

Prior to enactment of SB 2, housing element law required local governments to identify zoning to encourage and facilitate the development of emergency shelters. SB 2 strengthened these requirements. Most prominently, housing element law now requires the identification of a zone(s) where emergency shelters are permitted without a conditional use permit or other discretionary action. To address this requirement, a local government may amend an existing zoning district, establish a new zoning district or establish an overlay zone for existing zoning districts. For example, some communities may amend one or more existing commercial zoning districts to allow emergency shelters without discretionary approval. The zone(s) must provide sufficient opportunities for new emergency shelters in the planning period to meet the need identified in the analysis and must in any case accommodate at least one year-round emergency shelter (see more detailed discussion below).



Cloverfield Services Center – Emergency Shelter by OPCC in Santa Monica, CA
Photo courtesy of OPCC in Santa Monica

When identifying a zone or analyzing an existing zone for emergency shelters, the element should address the compatibility and suitability of the zone. The element should consider what other uses are permitted in the zone and whether the zone is suitable for residential or emergency shelters. For example, an industrial zone with heavy manufacturing may have environmental conditions rendering it unsuitable for residential or shelter uses. In some localities, manufacturing or industrial zones may be in transition, where older industrial uses are redeveloping to residential, office or commercial. Transitioning zones may be compatible

with residential uses and suitable for emergency shelters. Also, a commercial zone allowing residential or residential compatible services (i.e., social services, offices) would be suitable for shelters. For example, Sacramento County permits emergency shelters in its commercial zone along with other residential uses and uses such as retail that are compatible with residential.

SB 2 clarifies existing law by requiring zoning identified for emergency shelters to include sufficient capacity to accommodate the need. The identified zone(s) must have sufficient capacity, when taken as a whole, to meet the need for shelters identified in the housing element, and have a realistic potential for development or reuse opportunities in the planning period. Further, capacity for emergency shelters must be suitable and available and account for physical features (flooding, seismic hazards, chemical contamination, other environmental constraints, and slope instability or erosion) and location (proximity to transit, job centers, and public and community services). The element should also address available acreage (vacant or underutilized) and the realistic capacity for emergency shelters in the zone. For example, if a jurisdiction identifies the public institution zoning district as the zone where emergency shelters will be allowed without a conditional use permit, the element should demonstrate sufficient acreage within the zoning district that could accommodate the actual development of an emergency shelter. The element could also discuss the potential for reuse or conversion of existing buildings to emergency shelters.

SB 2 ensures that each local government shares the responsibility to provide opportunities for the development of emergency shelters. Regardless of the extent of need identified in the element, local governments must provide zoning to allow at least one year round emergency shelter, unless the need for emergency shelters is accommodated through existing shelters or a multi-jurisdictional agreement (see discussion below). This is especially important given the fact that the homeless population is not always visible in the community; is sometimes transitory; data resources are frequently inadequate and the availability and adequacy of services and programs vary significantly by community and can impact the homeless count.

If a local government's existing zoning does not allow emergency shelters without a conditional use permit or other discretionary action, the housing element must include a program to identify a specific zone(s) and amend the zoning code within one year of adoption of the housing element (65583(a)(4)). The only exceptions permitted to the non-discretionary zoning requirement are where a jurisdiction demonstrates their homeless needs can be accommodated in existing shelters; or where the jurisdiction meets all of its need through a multi-jurisdictional agreement (discussed in later sections).

Where a local government has identified a zone and sufficient capacity to encourage emergency shelters consistent with the provisions of SB 2, a local government may also identify additional zones for the development of emergency shelters that require a conditional use permit.

Permitting Emergency Shelters without Discretionary Action

To comply with SB 2, localities must have or adopt a zoning classification that permits emergency shelters in a non-discretionary manner (localities may however apply development standards pursuant to Section 65583(a)(4)). In such zones, permitted uses, development standards and permit procedures must include:

- Objective development standards that encourage and facilitate the approval of emergency shelters.
- Decision-making criteria such as standards that do not require discretionary judgment.
- Standards that do not render emergency shelters infeasible, and only address the use as an emergency shelter, not the perceived characteristics of potential occupants.

Requiring a variance, minor use permit, special use permit or any other discretionary process does not constitute a non-discretionary process. However, local governments may apply non-discretionary design review standards.



Emergency Shelter – Jackson, California
Photo courtesy of Amador-Tuolumne Community Action

A local government should not require public notice of its consideration of emergency shelter proposals unless it provides public notice of other non-discretionary actions. For example, if a local government permits new construction of a single-family residence without discretionary action and public notice is not given for these applications, then a local government should employ the same procedures for emergency shelter applications. The appropriate point for public comment and discretionary action is when zoning is being amended or adopted for emergency shelters, not on a project-by-project basis.

Development Standards to Encourage and Facilitate Emergency Shelters

SB 2 requires that emergency shelters only be subject to those development and management standards that apply to residential or commercial use within the same zone, except the local government may apply certain objective standards discussed on the next page (Government Code Section 65583(a)(4)). For example, a light commercial zone might permit a range of wholesaler, service repair and business services subject to buildable area and lot area requirements. In this case, the emergency shelter may be subject only to the same buildable area and lot area requirements. The same zone might permit residential uses subject to certain development standard (i.e., lot area, heights, and setbacks) requirements. In this case, emergency shelters should only be subject to the same development standards.

To demonstrate that processing procedures and standards are objective and encourage and facilitate development of emergency shelters, the housing element must address how:

- zoning explicitly allows the use (meaning the use is specifically described in the zoning code);
- development standards and permit procedures do not render the use infeasible;
- zoning, development and management standards, permit procedures and other applicable land-use regulations promote the use through objective; and predictable standards.

SB 2 allows flexibility for local governments to apply written, objective development and management standards for emergency shelters as described in statute and below.

- The maximum number of beds or persons permitted to be served nightly by the facility.
- Off-street parking based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone.
- The size and location of exterior and interior on-site waiting and client intake areas.
- The provision of on-site management.
- The proximity to other emergency shelters provided that emergency shelters are not required to be more than 300 feet apart.
- The length of stay.
- Lighting.
- Security during hours that the emergency shelter is in operation.

These standards must be designed to encourage and facilitate the development of, or conversion to, an emergency shelter. For example, a standard establishing the maximum number of beds should act to encourage the development of an emergency shelter; local governments should establish flexible ranges for hours of operation; length of stay provision should be consistent with financing programs or statutory definitions limiting occupancy to six months (Health and Safety Code Section 50801) and should not unduly impair shelter operations. Appropriate management standards are reasonable and limited to ensure the operation and maintenance of the property.



Encouraging Multi-Jurisdictional Cooperation and Coordination

SB 2 recognizes and encourages multi-jurisdictional coordination by allowing local governments to satisfy all or part of their obligation to zone for emergency shelters by adopting and implementing a multi-jurisdictional agreement, with a maximum of two adjacent communities. The agreement must commit the participating jurisdictions to develop at least one year-round shelter within two years of the beginning of the housing element planning period. For example, jurisdictions in Southern California Association of Governments (SCAG) region with a statutory due date of June 30, 2008 would need to ensure the development of shelter(s) by June 30, 2010. To utilize this provision, local governments must adopt an agreement that allocates a portion of the new shelter capacity to each jurisdiction as credit towards the jurisdiction's emergency shelter need. The housing element for each participating local government must describe how the capacity was allocated. In addition, the housing element of each participating jurisdiction must describe:

- How the joint facility will address the local governments need for emergency shelters.
- The local government's contribution for both the development and ongoing operation and management of the shelter.
- The amount and source of the funding to be contributed to the shelter.
- How the aggregate capacity claimed by all of the participating jurisdictions does not exceed the actual capacity of the shelter facility.

If the local government can demonstrate that the multi-jurisdictional agreement can accommodate the jurisdiction's need for emergency shelter, the jurisdiction is authorized to comply with the zoning requirements for emergency shelters by identifying a zone(s) where new emergency shelters are allowed with a conditional use permit.

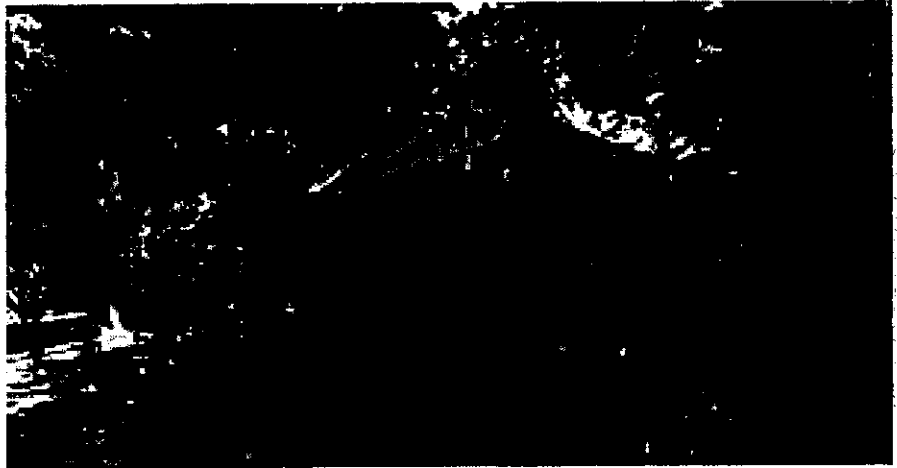


Quinn Cottages, Transitional Housing in Sacramento, CA
Photo courtesy of Cottage Housing, Inc.

Existing Ordinances and Existing Shelters that Accommodate Need

Existing Ordinances Permitting Emergency Shelters

Many local governments have a record of effective actions to address the homeless needs in their community. SB 2 recognizes and provides flexibility for jurisdictions that have already adopted an ordinance(s) that complies with the new zoning requirements. For those local governments with existing ordinances and zoning consistent with requirements of SB 2, no further action will be required to identify zones available for emergency shelters. The housing element must however, describe how the existing ordinance, policies and standards are consistent with the requirements of SB 2.



Hendley Circle Apartments – Supportive SRO Housing in Burbank
Photo courtesy of Burbank Housing

Existing Shelters That Accommodate the Need for Emergency Shelters

Local governments that can demonstrate, to the satisfaction of the Department, the existence of one or more emergency shelters either within the jurisdiction or pursuant to a multi-jurisdictional agreement that can accommodate the need for emergency shelters identified in the housing element may comply with the zoning requirements of SB 2 by identifying a zone(s) where new emergency shelters are allowed with a conditional use permit. To demonstrate homeless needs can be accommodated in existing shelters, an element must at minimum list existing shelters including the total number of beds and the number vacant. The analysis should support and document the estimate of vacant beds and must consider seasonal fluctuations in the need for emergency shelters.

Transitional and Supportive Housing

Transitional housing is defined in Section 50675.2 of the Health & Safety Code as rental housing for stays of at least six months but where the units are re-circulated to another program recipient after a set period. Transitional housing may be designated for a homeless individual or family transitioning to permanent housing. This housing can take several forms, including group housing or multifamily units, and may include supportive services to allow

individuals to gain necessary life skills in support of independent living. *Supportive housing* as defined at Section 50675.14 of the Health & Safety Code has no limit on the length of stay, is linked to onsite or offsite services, and is occupied by a target population as defined in Health & Safety Code Section 53260 (i.e., low income persons with mental disabilities, AIDS, substance abuse or chronic health conditions or persons whose disabilities originated before the person turned 18). Services typically include assistance designed to meet the needs of the target population in retaining housing, living and working in the community, and/or improving health and may include case management, mental health treatment, and life skills.

SB 2 provides that transitional and supportive housing constitute a residential use. SB 2 requires zoning to treat transitional and supportive housing as a proposed residential use and subject only to those restrictions that apply to other residential uses of the same type in the same zone. For example, if the transitional housing is a multifamily use proposed in a multifamily zone, then zoning should treat the transitional housing the same as other multifamily uses proposed in the zone.

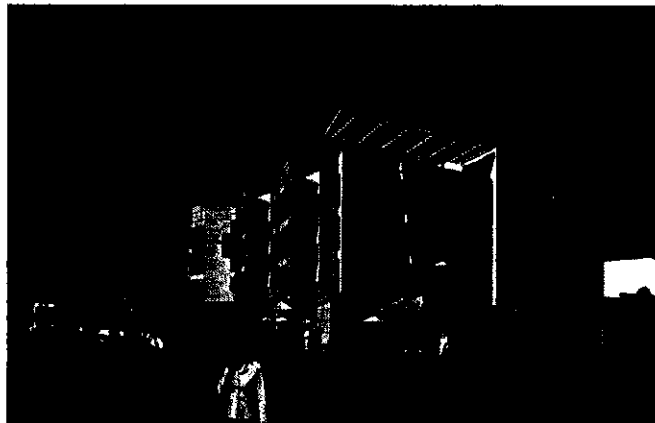
If jurisdictions do not explicitly permit transitional and supportive housing as previously described, the element must include a program to ensure zoning treats transitional and supportive housing as a residential use, subject only to those restrictions on residential uses contained in the same type of structure.

Housing Element Policies and Programs

Effective programs reflect the results of the local housing need analyses, identification of available resources, including land and financing, and the mitigation of identified governmental and nongovernmental constraints.

Programs consist of specific action steps the locality will take to implement its policies and achieve goals and objectives. Programs must

include a specific timeframe for implementation, identify the agencies or officials responsible for implementation, and describe the jurisdiction's specific role in implementation.



Gish Apartments – Supportive Housing, San Jose, CA
Photo courtesy of First Community Housing and Bernard Andre

Where a jurisdiction does not provide an analysis demonstrating compliance with the provisions of SB 2 through existing zoning, the element must have a program(s) to address the results of that analysis. For example, if the element does not identify an existing zone to permit emergency shelters without a conditional use permit or other discretionary action, the element must include a program to establish the appropriate zoning, unless the jurisdiction has satisfied its needs through existing emergency shelters or a multi-jurisdictional

agreement. If development and management standards do not encourage and facilitate emergency shelters or zoning does not treat transitional and supportive housing as a residential use, the element must include a program(s) to amend existing zoning or processing requirements to comply with SB 2.

Programs to address the requirements of SB 2 for emergency shelters must be implemented within one year of adoption of the housing element. Programs to address requirements for transitional and supportive housing should be implemented early in the planning period. Further, since the program for emergency shelters must be implemented within one year of adoption, the housing element should provide analysis to support and assure effective implementation of the program. For example, the analysis should examine the suitability of zones to be included in the program and whether sufficient and suitable capacity is available. The same type of analysis could evaluate development and management standards that will be considered as part of establishing or amending zoning. This analysis should demonstrate the necessary commitment to ensure zoning, permit procedures and development standards encourage and facilitate emergency shelters.

Timing: When SB 2 Applies

In accordance with Government Code Section 65583(e), any draft housing element submitted to the Department after March 31, 2008 will be required to comply with SB 2.

Section 2

Local Approval

(Government Code Section 65589.5)

The Housing Accountability Act

To promote predictability for the development of housing affordable to lower- and moderate-income households, the Housing Accountability Act (Government Code Section 65589.5) prohibits a jurisdiction from disapproving a housing development project, including housing for farmworkers and for very low-, low-, or moderate-income households, or conditioning approval in a manner that renders the project infeasible for development for the use of very low-, low-, or moderate-income households, including through the use of design review standards, unless it makes at least one of five specific written findings based on substantial evidence in the record (Government Code Section 65589.5).

SB 2 adds emergency shelters to the list of uses protected under the Housing Accountability Act. In addition, SB 2 clarifies that the definition of a housing development project includes transitional or supportive housing (see Attachment 1: SB 2 - changes are underlined).

Zoning Inconsistency

Pursuant to the Housing Accountability Act, a local government is prohibited from making the finding regarding zoning and general plan inconsistency (Section 65589.5(d)(5)) to disapprove a development if the jurisdiction identified the site in its general plan (e.g., housing or land-use element) as appropriate for residential use at the density proposed or failed to identify adequate sites to accommodate its share of the regional housing need for all income groups. In addition to extending these provisions to emergency shelters and transitional housing, SB 2 prohibits the use of the zoning and general plan inconsistency finding to disapprove an emergency shelter if the jurisdictions have:

- not identified a zone(s) where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit,
- not demonstrated the identified zone(s) include sufficient capacity to accommodate the need for emergency shelter, or
- not demonstrated the identified zone(s) can accommodate at least one emergency shelter.

This provision applies to any site identified in any element of the general plan for industrial, commercial, or multifamily residential uses. In any court action, the burden of proof is on the local jurisdiction to demonstrate its housing element satisfies the above requirements of SB 2.

Attachment 1

Statutory Changes to Housing Element Law (*underline version*)

Attachment 1

Changes to State Housing Element Law **Chapter 633, Statutes of 2007 (SB 2)** *(changes indicated in strikeouts and underlines)*

65582. As used in this article, the following definitions apply:

(a) "Community," "locality," "local government," or "jurisdiction" means a city, city and county, or county.

(b) "Council of governments" means a single or multicounty council created by a joint powers agreement pursuant to Chapter 5 (commencing with Section 6500) of Division 1 of Title 1.

(c) "Department" means the Department of Housing and Community Development.

(d) "Emergency shelter" has the same meaning as defined in subdivision (e) of Section 50801 of the Health and Safety Code.

(e) "Housing element" or "element" means the housing element of the community's general plan, as required pursuant to this article and subdivision (c) of Section 65302.

(f) "Supportive housing" has the same meaning as defined in subdivision (b) of Section 50675.14 of the Health and Safety Code.

(g) "Transitional housing" has the same meaning as defined in subdivision (h) of Section 50675.2 of the Health and Safety Code.

65583. The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobilehomes, and emergency shelters, and shall make adequate provision for the existing and projected needs of all economic segments of the community. The element shall contain all of the following:

(a) An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. The assessment and inventory shall include all of the following:

(1) An analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels, including extremely low income households, as defined in subdivision (b) of Section 50105 and Section 50106 of the Health and Safety Code. These existing and projected needs shall include the locality's share of the regional housing need in accordance with Section 65584. Local agencies shall calculate the subset of very low income households allotted under Section 65584 that qualify as extremely low income households. The local agency may either use available census data to calculate the percentage of very low income households that qualify as extremely low income households or presume that 50 percent of the very low income households qualify as extremely low income households. The number of extremely low income households and very low income households shall equal the jurisdiction's allocation of very low income households pursuant to Section 65584.

(2) An analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition.

(3) An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.

(4) (A) The identification of a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit. The identified zone or zones shall include sufficient capacity to accommodate the need for emergency shelter identified in paragraph (7), except that each local government shall identify a zone or zones that can accommodate at least one year-round emergency shelter. If the local government cannot identify a zone or zones with sufficient capacity, the local government shall include a program to amend its zoning ordinance to meet the requirements of this paragraph within one year of the adoption of the housing element. The local government may identify additional zones where emergency shelters are permitted with a conditional use permit. The local government shall also demonstrate that existing or proposed permit processing, development, and management standards are objective and encourage and facilitate the development of, or conversion to, emergency shelters. Emergency shelters may only be subject to those development and management standards that apply to residential or commercial development within the same zone except that a local government may apply written, objective standards that include all of the following:

(i) The maximum number of beds or persons permitted to be served nightly by the facility.
(ii) Off-street parking based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone.

(iii) The size and location of exterior and interior onsite waiting and client intake areas.

(iv) The provision of onsite management.

(v) The proximity to other emergency shelters, provided that emergency shelters are not required to be more than 300 feet apart.

(vi) The length of stay.

(vii) Lighting.

(viii) Security during hours that the emergency shelter is in operation.

(B) The permit processing, development, and management standards applied under this paragraph shall not be deemed to be discretionary acts within the meaning of the California Environmental Quality Act (Division 13 (commencing with Section 21000) of the Public Resources Code).

(C) A local government that can demonstrate to the satisfaction of the department the existence of one or more emergency shelters either within its jurisdiction or pursuant to a multijurisdictional agreement that can accommodate that jurisdiction's need for emergency shelter identified in paragraph (7) may comply with the zoning requirements of subparagraph (A) by identifying a zone or zones where new emergency shelters are allowed with a conditional use permit.

(D) A local government with an existing ordinance or ordinances that comply with this paragraph shall not be required to take additional action to identify zones for emergency shelters. The housing element must only describe how existing ordinances, policies, and standards are consistent with the requirements of this paragraph.

(5) An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the types of housing identified in paragraph (1) of subdivision (c), and for persons with disabilities as identified in

the analysis pursuant to paragraph (6), including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. The analysis shall also demonstrate local efforts to remove governmental constraints that hinder the locality from meeting its share of the regional housing need in accordance with Section 65584 and from meeting the need for housing for persons with disabilities identified pursuant to, supportive housing, transitional housing, and emergency shelters identified pursuant to paragraph Transitional housing and supportive housing shall be ~~(5)~~ considered a residential use of property, and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone.

(6) An analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.

~~(67)~~ An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter. The need for emergency shelter shall be ~~(7)~~ assessed based on annual and seasonal need. The need for emergency shelter may be reduced by the number of supportive housing units that are identified in an adopted 10-year plan to end chronic homelessness and that are either vacant or for which funding has been identified to allow construction during the planning period.

(8) An analysis of opportunities for energy conservation with respect to residential development.

(89) An analysis of existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use. "Assisted housing developments," for the purpose of this section, shall mean multifamily rental housing that receives governmental assistance under federal programs listed in subdivision (a) of Section 65863.10, state and local multifamily revenue bond programs, local redevelopment programs, the federal Community Development Block Grant Program, or local in-lieu fees. "Assisted housing developments" shall also include multifamily rental units that were developed pursuant to a local inclusionary housing program or used to qualify for a density bonus pursuant to Section 65916.

(A) The analysis shall include a listing of each development by project name and address, the type of governmental assistance received, the earliest possible date of change from low-income use and the total number of elderly and nonelderly units that could be lost from the locality's low-income housing stock in each year during the 10-year period. For purposes of state and federally funded projects, the analysis required by this subparagraph need only contain information available on a statewide basis.

(B) The analysis shall estimate the total cost of producing new rental housing that is comparable in size and rent levels, to replace the units that could change from low-income use, and an estimated cost of preserving the assisted housing developments. This cost analysis for replacement housing may be done aggregately for each five-year period and does not have to contain a project-by-project cost estimate.

(C) The analysis shall identify public and private nonprofit corporations known to the local government which have legal and managerial capacity to acquire and manage these housing developments.

(D) The analysis shall identify and consider the use of all federal, state, and local financing and subsidy programs which can be used to preserve, for lower income households, the assisted housing developments, identified in this paragraph, including, but not limited to, federal Community Development Block Grant Program funds, tax increment funds received by a redevelopment agency of the community, and administrative fees received by a housing authority operating within the community. In considering the use of these financing and subsidy programs, the analysis shall identify the amounts of funds under each available program which have not been legally obligated for other purposes and which could be available for use in preserving assisted housing developments.

(b) (1) A statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing.

(2) It is recognized that the total housing needs identified pursuant to subdivision (a) may exceed available resources and the community's ability to satisfy this need within the content of the general plan requirements outlined in Article 5 (commencing with Section 65300). Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shall establish the maximum number of housing units by income category, including extremely low income, that can be constructed, rehabilitated, and conserved over a five-year time period.

(c) A program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, the provision of regulatory concessions and incentives, and ~~the~~ the utilization of appropriate federal and state financing and subsidy programs when available and the utilization of moneys in a low- and moderate-income housing fund of an agency if the locality has established a redevelopment project area pursuant to the Community Redevelopment Law (Division 24 (commencing with Section 33000) of the Health and Safety Code). In order to make adequate provision for the housing needs of all economic segments of the community, the program shall do all of the following:

(1) Identify actions that will be taken to make sites available during the planning period of the general plan with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city's or county's share of the regional housing need for each income level that could not be accommodated on sites identified in the inventory completed pursuant to paragraph (3) of subdivision (a) without rezoning, and to comply with the requirements of Section 65584.09. Sites shall be identified as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobilehomes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing.

(A) Where the inventory of sites, pursuant to paragraph (3) of subdivision (a), does not identify adequate sites to accommodate the need for groups of all household income levels pursuant to Section 65584, the program shall identify sites that can be developed for housing within the planning period pursuant to subdivision (h) of Section 65583.2.

(B) Where the inventory of sites pursuant to paragraph (3) of subdivision (a) does not identify adequate sites to accommodate the need for farmworker housing, the program shall provide for sufficient sites to meet the need with zoning that permits farmworker housing use by right, including density and development standards that could accommodate and facilitate the feasibility of the development of farmworker housing for low- and very low income households.

(2) Assist in the development of adequate housing to meet the needs of extremely low, very low, low-, and moderate-income households.

(3) Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, and provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities.

(4) Conserve and improve the condition of the existing affordable housing stock, which may include addressing ways to mitigate the loss of dwelling units demolished by public or private action.

(5) Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability.

(6) Preserve for lower income households the assisted housing developments identified pursuant to paragraph (89) of subdivision (a).

The program for preservation of the assisted housing developments shall utilize, to the extent necessary, all available federal, state, and local financing and subsidy programs identified in paragraph (89) of subdivision (a), except where a community has other urgent needs for which alternative funding sources are not available. The program may include strategies that involve local regulation and technical assistance.

(7) The program shall include an identification of the agencies and officials responsible for the implementation of the various actions and the means by which consistency will be achieved with other general plan elements and community goals. The local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.

(d) (1) A local government may satisfy all or part of its requirement to identify a zone or zones suitable for the development of emergency shelters pursuant to paragraph (4) of subdivision (a) by adopting and implementing a multijurisdictional agreement, with a maximum of two other adjacent communities, that requires the participating jurisdictions to develop at least one year-round emergency shelter within two years of the beginning of the planning period.

(2) The agreement shall allocate a portion of the new shelter capacity to each jurisdiction as credit towards its emergency shelter need, and each jurisdiction shall describe how the capacity was allocated as part of its housing element.

(3) Each member jurisdiction of a multijurisdictional agreement shall describe in its housing element all of the following:

(A) How the joint facility will meet the jurisdiction's emergency shelter need.

(B) The jurisdiction's contribution to the facility for both the development and ongoing operation and management of the facility.

(C) The amount and source of the funding that the jurisdiction contributes to the facility.

(4) The aggregate capacity claimed by the participating jurisdictions in their housing elements shall not exceed the actual capacity of the shelter.

(e) Except as otherwise provided in this article, amendments to this article that alter the required content of a housing element shall apply to both of the following:

(1) A housing element or housing element amendment prepared pursuant to subdivision (e) of Section 65588 or Section 65584.02, ~~wherewhen~~ a city, county, or city and county submits a ~~first~~ draft to the department for review pursuant to Section 65585 more than 90 days after the effective date of the amendment to this section.

(2) Any housing element or housing element amendment prepared pursuant to subdivision (e) of Section 65588 or Section 65584.02, ~~where~~when the city, county, or city and county fails to submit the first draft to the department before the due date specified in Section 65588 or 65584.02.

Housing Accountability Act

65589.5. (a) The Legislature finds and declares all of the following:

(1) The lack of housing, including emergency shelters, is a critical problem that threatens the economic, environmental, and social quality of life in California. (2) California housing has become the most expensive in the nation. The excessive cost of the state's housing supply is partially caused by activities and policies of many local governments that limit the approval of housing, increase the cost of land for housing, and require that high fees and exactions be paid by producers of housing.

(3) Among the consequences of those actions are discrimination against low income and minority households, lack of housing to support employment growth, imbalance in jobs and housing, reduced mobility, urban sprawl, excessive commuting, and air quality deterioration.

(4) Many local governments do not give adequate attention to the economic, environmental, and social costs of decisions that result in disapproval of housing projects, reduction in density of housing projects, and excessive standards for housing projects.

(b) It is the policy of the state that a local government not reject or make infeasible housing developments, including emergency shelters, that contribute to meeting the housing need determined pursuant to this article without a thorough analysis of the economic, social, and Environmental effects of the action and without complying with subdivision (d).

(c) The Legislature also recognizes that premature and unnecessary development of agricultural lands for urban uses continues to have adverse effects on the availability of those lands for food and fiber production and on the economy of the state. Furthermore, it is the policy of the state that development should be guided away from prime agricultural lands; therefore, in implementing this section, local jurisdictions should encourage, to the maximum extent practicable, in filling existing urban areas.

(d) A local agency shall not disapprove a housing development project, including farmworker housing as defined in subdivision (d) of Section 50199.50 of the Health and Safety Code, for very low, low-, or moderate-income households, or an emergency shelter, or condition approval in a manner that renders the project infeasible for development for the use of very low, low-, or moderate- income households, or an emergency shelter, including through the use of design review standards, unless it makes written findings, based upon substantial evidence in the record, as to one of the following:

(1) The jurisdiction has adopted a housing element pursuant to this article that has been revised in accordance with Section 65588, is in substantial compliance with this article, and the jurisdiction has met or exceeded its share of the regional housing need allocation pursuant to Section 65584 for the planning period for the income category proposed for the housing development project, provided that any disapproval or conditional approval shall not be based on any of the reasons prohibited by Section 65008. If the housing development project includes a mix of income categories, and the jurisdiction has not met or exceeded its share of the regional housing need for one or more of those categories, then this paragraph shall not be used to disapprove or conditionally approve the project. The share of the regional

housing need met by the jurisdiction shall be calculated consistently with the forms and definitions that may be adopted by the Department of Housing and Community Development pursuant to Section 65400. In the case of an emergency shelter, the jurisdiction shall have met or exceeded the need for emergency shelter, as identified pursuant to paragraph (7) of subdivision (a) of Section 65583. Any disapproval or conditional approval pursuant to this paragraph shall be in accordance with applicable law, rule, or standards.

(2) The development project or emergency shelter as proposed would have a specific, adverse impact upon the public health or safety, and there is no feasible method to satisfactorily mitigate or avoid the specific adverse impact without rendering the development unaffordable to low- and moderate-income households or rendering the development of the emergency shelter financially infeasible. As used in this paragraph, a "specific, adverse impact" means a significant, quantifiable, direct, and unavoidable impact, based on objective, identified written public health or safety standards, policies, or conditions as they existed on the date the application was deemed complete. Inconsistency with the zoning ordinance or general plan land use designation shall not constitute a specific, adverse impact upon the public health or safety.

(3) The denial of the project or imposition of conditions is required in order to comply with specific state or federal law, and there is no feasible method to comply without rendering the development unaffordable to low- and moderate-income households or rendering the development of the emergency shelter financially infeasible.

(4) The development project or emergency shelter is proposed on land zoned for agriculture or resource preservation that is surrounded on at least two sides by land being used for agricultural or resource preservation purposes, or which does not have adequate water or wastewater facilities to serve the project.

(5) The development project or emergency shelter is inconsistent with both the jurisdiction's zoning ordinance and general plan land use designation as specified in any element of the general plan as it existed on the date the application was deemed complete, and the jurisdiction has adopted a revised housing element in accordance with Section 65588 that is in substantial compliance with this article.

(A) This paragraph cannot be utilized to disapprove or conditionally approve a housing development project if the development project is proposed on a site that is identified as suitable or available for very low, low-, or moderate-income households in the jurisdiction's housing element, and consistent with the density specified in the housing element, even though it is inconsistent with both the jurisdiction's zoning ordinance and general plan land use designation.

(B) If the local agency has failed to identify in the inventory of land in its housing element sites that can be developed for housing within the planning period and that are sufficient to provide for the jurisdiction's share of the regional housing need for all income levels pursuant to Section 65584, then this paragraph shall not be utilized to disapprove or conditionally approve a housing development project proposed for a site designated in any element of the general plan for residential uses or designated in any element of the general plan for commercial uses if residential uses are permitted or conditionally permitted within commercial designations. In any action in court, the burden of proof shall be on the local agency to show that its housing element does identify adequate sites with appropriate zoning and development standards and with services and facilities to accommodate the local agency's share of the regional housing need for the very low and low-income categories.

~~(e) This section does not relieve the local agency (C) If the local agency has failed to identify a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit, has failed to demonstrate that the identified zone or zones include sufficient capacity to accommodate the need for emergency shelter identified in paragraph (7) of subdivision (a) of Section 65583, or has failed to demonstrate that the identified zone or zones can accommodate at least one emergency shelter, as required by paragraph (4) of subdivision (a) of Section 65583, then this paragraph shall not be utilized to disapprove or conditionally approve an emergency shelter proposed for a site designated in any element of the general plan for industrial, commercial, or multifamily residential uses. In any action in court, the burden of proof shall be on the local agency to show that its housing element does satisfy the requirements of paragraph (4) of subdivision (a) of Section 65583.~~

~~(e) Nothing in this section shall be construed to relieve the local agency from complying with the Congestion Management Program required by Chapter 2.6 (commencing with Section 65088) of Division 1 of Title 7 or the California Coastal Act (Division 20 (commencing with Section 30000) of the Public Resources Code). This Neither shall anything in this section also does not be construed to relieve the local agency local agency from making one or more of the findings required pursuant to Section 21081 of the Public Resources Code or otherwise complying with the California Environmental Quality Act (Division 13 (commencing with Section 21000) of the Public Resources Code).~~

~~(f) This (1) Nothing in this section does not shall be construed to prohibit a local agency from requiring the development project to comply with objective, quantifiable, written development standards, conditions, and policies appropriate to, and consistent with, meeting the jurisdiction's share of the regional housing need pursuant to Section 65584. However, the development standards, conditions, and policies shall be applied to facilitate and accommodate development at the density permitted on the site and proposed by the development project. This. (2) Nothing in this section does not shall be construed to prohibit a local agency from requiring an emergency shelter project to comply with objective, quantifiable, written development standards, conditions, and policies that are consistent with paragraph (4) of subdivision (a) of Section 65583 and appropriate to, and consistent with, meeting the jurisdiction's need for emergency shelter, as identified pursuant to paragraph (7) of subdivision (a) of Section 65583. However, the development standards, conditions, and policies shall be applied by the local agency to facilitate and accommodate the development of the emergency shelter project.~~

~~(3) This section does not prohibit a local agency from imposing fees and other exactions otherwise authorized by law that are essential to provide necessary public services and facilities to the development project or emergency shelter.~~

~~(g) This section shall be applicable to charter cities because the Legislature finds that the lack of housing, including emergency shelter, is a critical statewide problem.~~

~~(h) The following definitions apply for the purposes of this section:~~

~~(1) "Feasible" means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors.~~

~~(2) "Housing development project" means a use consisting of either any of the following:~~

~~(A) Residential units only.~~

(B) Mixed-use developments consisting of residential and nonresidential uses in which nonresidential uses are limited to neighborhood commercial uses and to the first floor of buildings that are two or more stories. As used in this paragraph, "neighborhood commercial" means small-scale general or specialty stores that furnish goods and services primarily to residents of the neighborhood.

(C) Transitional housing or supportive housing.

(3) "Housing for very low, low-, or moderate-income households" means that either (A) at least 20 percent of the total units shall be sold or rented to lower income households, as defined in Section 50079.5 of the Health and Safety Code, or (B) 100 percent of the units shall be sold or rented to moderate-income households as defined in Section 50093 of the Health and Safety Code, or middle-income households, as defined in Section 65008 of this code. Housing units targeted for lower income households shall be made available at a monthly housing cost that does not exceed 30 percent of 60 percent of area median income with adjustments for household size made in accordance with the adjustment factors on which the lower income eligibility limits are based. Housing units targeted for persons and families of moderate income shall be made available at a monthly housing cost that does not exceed 30 percent of 100 percent of area median income with adjustments for household size made in accordance with the adjustment factors on which the moderate-income eligibility limits are based.

(4) "Area median income" means area median income as periodically established by the Department of Housing and Community Development pursuant to Section 50093 of the Health and Safety Code. The developer shall provide sufficient legal commitments to ensure continued availability of units for very low or low-income households in accordance with the provisions of this subdivision for 30 years.

(5) "Disapprove the development project" includes any instance in which a local agency does either of the following:

(A) Votes on a proposed housing development project application and the application is disapproved.

(B) Fails to comply with the time periods specified in subparagraph (B) of paragraph (1) of subdivision (a) of Section 65950. An extension of time pursuant to Article 5 (commencing with Section 65950) shall be deemed to be an extension of time pursuant to this paragraph.

(i) If any city, county, or city and county denies approval or imposes restrictions, including design changes, a reduction of allowable densities or the percentage of a lot that may be occupied by a building or structure under the applicable planning and zoning in force at the time the application is deemed complete pursuant to Section 65943, that have a substantial adverse effect on the viability or affordability of a housing development for very low, low-, or moderate-income households, and the denial of the development or the imposition of restrictions on the development is the subject of a court action which challenges the denial, then the burden of proof shall be on the local legislative body to show that its decision is consistent with the findings as described in subdivision (d) and that the findings are supported by substantial evidence in the record.

(j) When a proposed housing development project complies with applicable, objective general plan and zoning standards and criteria, including design review standards, in effect at the time that the housing development project's application is determined to be complete, but the local agency proposes to disapprove the project or to approve it upon the condition that the project be developed at a lower density, the local agency shall base its decision regarding the proposed housing development project upon written findings supported by substantial evidence on the record that both of the following conditions exist:

(1) The housing development project would have a specific, adverse impact upon the public health or safety unless the project is disapproved or approved upon the condition that the project be developed at a lower density. As used in this paragraph, a "specific, adverse impact" means a significant, quantifiable, direct, and unavoidable impact, based on objective, identified written public health or safety standards, policies, or conditions as they existed on the date the application was deemed complete.

(2) There is no feasible method to satisfactorily mitigate or avoid the adverse impact identified pursuant to paragraph (1), other than the disapproval of the housing development project or the approval of the project upon the condition that it be developed at a lower density.

(k) The applicant or any person who would be eligible to apply for residency in the development or emergency shelter may bring an action to enforce this section. If in any action brought to enforce the provisions of this section, a court finds that the local agency disapproved a project or conditioned its approval in a manner rendering it infeasible for the development of an emergency shelter, or housing for very low, low-, or moderate-income households including farmworker housing, without making the findings required by this section or without making sufficient findings supported by substantial evidence, the court shall issue an order or judgment compelling compliance with this section within 60 days, including, but not limited to, an order that the local agency take action on the development project or emergency shelter. The court shall retain jurisdiction to ensure that its order or judgment is carried out and shall award reasonable attorney's fees and costs of suit to the plaintiff or petitioner who proposed the housing development or emergency shelter, except under extraordinary circumstances in which the court finds that awarding fees would not further the purposes of this section. If the court determines that its order or judgment has not been carried out within 60 days, the court may issue further orders as provided by law to ensure that the purposes and policies of this section are fulfilled, including, but not limited to, an order to vacate the decision of the local agency, in which case the application for the project, as constituted at the time the local agency took the initial action determined to be in violation of this section, along with any standard conditions determined by the court to be generally imposed by the local agency on similar projects, shall be deemed approved unless the applicant consents to a different decision or action by the local agency.

(l) If the court finds that the local agency (1) acted in bad faith when it disapproved or conditionally approved the housing development or emergency shelter in violation of this section and (2) failed to carry out the court's order or judgment within 60 days as described in paragraph subdivision (k), the court in addition to any other remedies provided by this section, may impose fines upon the local agency that the local agency shall be required to deposit into a housing trust fund. Fines shall not be paid from funds that are already dedicated for affordable housing, including, but not limited to, redevelopment or low- and moderate-income housing funds and federal HOME and CDBG funds. The local agency shall commit the money in the trust fund within five years for the sole purpose of financing newly constructed housing units affordable to extremely low, very low, or low-income households. For purposes of this section, "bad faith" shall mean an action that is frivolous or otherwise entirely without merit.

(m) Any action brought to enforce the provisions of this section shall be brought pursuant to Section 1094.5 of the Code of Civil Procedure, and the local agency shall prepare and certify the record of proceedings in accordance with subdivision (c) of Section 1094.6 of the Code of Civil Procedure no later than 30 days after the petition is served, provided that the cost of

preparation of the record shall be borne by the local agency. Upon entry of the trial court's order, a party shall, in order to obtain appellate review of the order, file a petition within 20 days after service upon it of a written notice of the entry of the order, or within such further time not exceeding an additional 20 days as the trial court may for good cause allow. If the local agency appeals the judgment of the trial court, the local agency shall post a bond, in an amount to be determined by the court, to the benefit of the plaintiff if the plaintiff is the project applicant.

(n) In any action, the record of the proceedings before the local agency shall be filed as expeditiously as possible and, notwithstanding Section 1094.6 of the Code of Civil Procedure or subdivision (m) of this section, all or part of the record may be prepared (1) by the petitioner with the petition or petitioner's points and authorities, (2) by the respondent with respondent's points and authorities, (3) after payment of costs by the petitioner, or (4) as otherwise directed by the court. If the expense of preparing the record has been borne by the petitioner and the petitioner is the prevailing party, the expense shall be taxable as costs.

(o) This section shall be known, and may be cited, as the Housing Accountability Act.

Attachment 2

Definitions

Attachment 2

Definitions

Emergency Shelters (Health and Safety Code Section 50801(e))

"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.

Transitional Housing (Health and Safety Code Section 50675.2)(h)

"Transitional housing" and "transitional housing development" means buildings configured as rental housing developments, but 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.

Supportive Housing (Health and Safety Code 50675.14(b))

Housing with no limit on length of stay, that is occupied by the target population as defined in subdivision (d) of Section 53260, and that is linked to on- or off-site 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.

Target Population Definition per HSC 53260(d)

(d) "Target population" means adults with low-income having one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other chronic health conditions, or individuals eligible for services provided under the Lanterman Developmental Disabilities Services Act (Division 4.5 (commencing with Section 4500) of the Welfare and Institutions Code) and may, among other populations, include families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, or homeless people.

Attachment 3

Helpful Links

Attachment 3

Helpful Links

National Alliance to End Homelessness

<http://www.endhomelessness.org/section/tools/tenyearplan>

Interagency Council on Homelessness

<http://www.ich.gov/>

Interagency Council on Homelessness, Guide to Developing Plans and Examples

<http://www.ich.gov/slocal/index.html>

U.S. Department of Health and Human Services, Homelessness Resource Center

[http://www.nrchmi.samhsa.gov/\(X\(1\)S\(axpyp555dhn54z45qhpqvnj4\)\)/Default.aspx?AspxAutoDetectCookieSupport=1](http://www.nrchmi.samhsa.gov/(X(1)S(axpyp555dhn54z45qhpqvnj4))/Default.aspx?AspxAutoDetectCookieSupport=1)

The National Coalition for the Homeless – Local Resources in California

<http://www.nationalhomeless.org/resources/local/california.html>

HCD Selected Bibliography on Homeless Issues

<http://www.hcd.ca.gov/hpd/biblio.html>

Building Blocks for Effective Housing Elements

(links to funding resources, data, policy and research on homelessness)

http://www.hcd.ca.gov/hpd/housing_element/index.html

Citizens for a Caring Community

P.O. Box 1781 , Pleasanton CA 94566

January 22, 2013

Pleasanton Planning Commission
City of Pleasanton
P.O. Box 520
Pleasanton, CA 94566
Re: Agenda Item 6b

Dear Chairman Blank and Planning Commissioners,

Citizens for a Caring Community wishes to offer our support for the Staff's recommendations for revising the Zoning Title of the Pleasanton Municipal code to address California SB2 in order to accommodate homeless shelters, and transitional and supportive housing.

We would like to compliment staff for the expeditious processing of this change required by our newly adopted and certified Housing Element. It is an important step in the creation of an improved safety net for all Pleasanton residents, many of whom have been unserved within the boundaries of our mostly prosperous community.

With sites now available, we hope that Pleasanton will proactively seek out highly qualified organizations to make use of them. As we have seen with other City sponsored housing and services for residents earning less than the County median, combining people's desire to help with professional expertise builds community pride and character that lifts the spirits of us all.

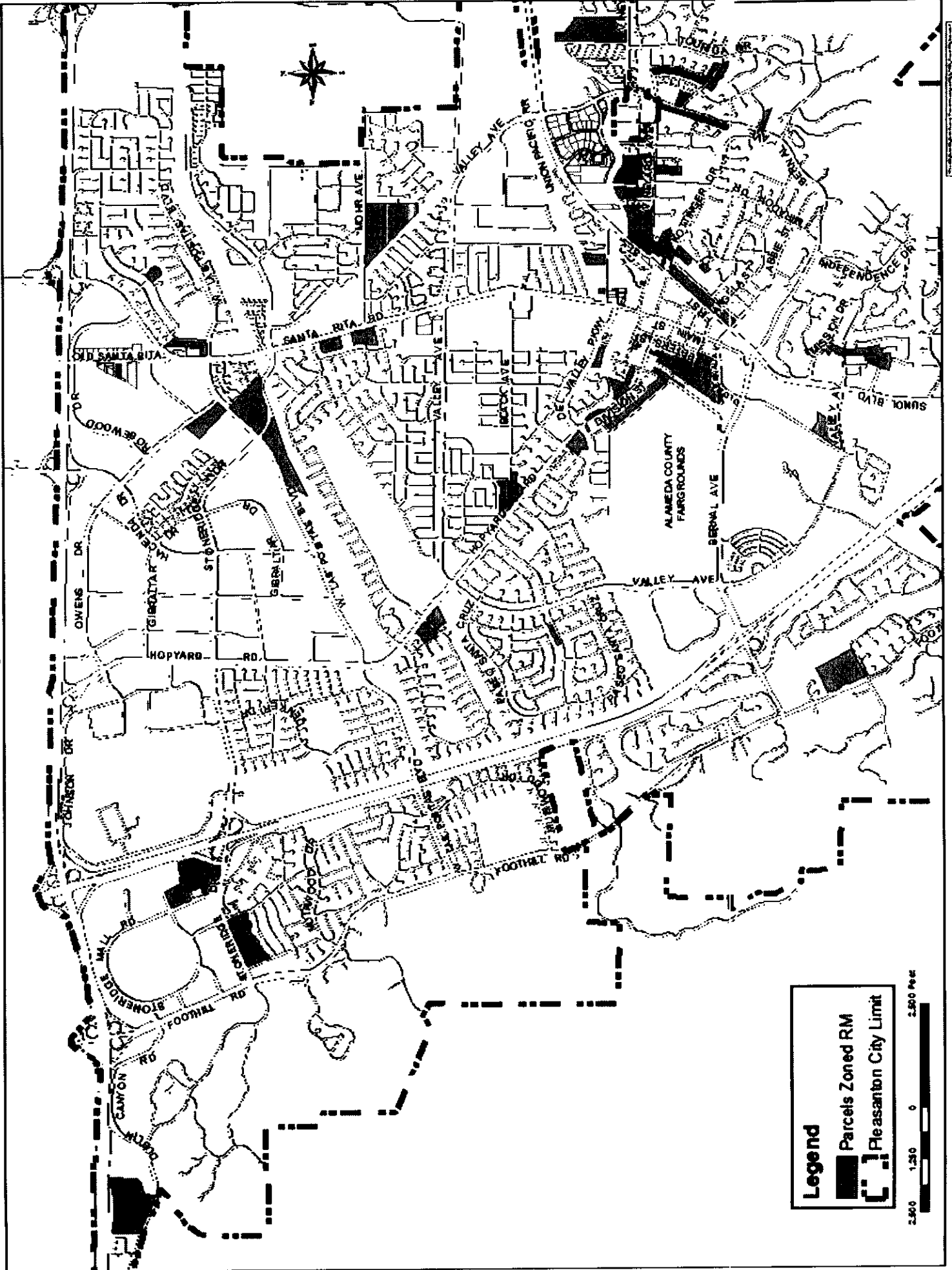
Thank you for your consideration.

Very sincerely,

Pat Belding Becky Dennis

Citizens for a Caring Community

RM Multi-Family Residential Zones



Legend

- Parcels Zoned RM
- Pleasanton City Limit

2,500 1,250 0 2,500 Feet