

# Housing Commission Agenda Report

May 13, 2021  
Item 4

**SUBJECT:** 2023-2031 Housing Element Update

**APPLICANT:** City of Pleasanton

**PURPOSE:** Introduction of the 2023-2031 (6<sup>th</sup> RHNA Cycle) Housing Element Update and 6<sup>th</sup> Cycle Regional Housing Needs Allocation process including review of the Draft Public Participation Plan

**ATTACHMENTS:**

1. May 12, 2021 Planning Commission Agenda Report
2. Draft Public Participation Plan
3. 2020 Annual Progress Report
4. Process Timeline Graphic

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## STAFF RECOMMENDATION

Staff recommends the Housing Commission receive an introduction to the Housing Element Update and update on the Regional Housing Needs Allocation (RHNA) process, including a discussion of Commission roles in the process, and provide input on the Public Participation Plan.

## SUMMARY

The City of Pleasanton is initiating the process to update the Housing Element of the General Plan. This introductory meeting serves, along with meetings of the Planning Commission and City Council as an official launch for the Housing Element Update and includes an introduction to Lisa Wise Consulting (LWC) who will be assisting staff with this effort. The attached Planning Commission agenda report provides a detailed and comprehensive overview of the 6<sup>th</sup> Cycle Housing Element, which will cover the eight-year period between 2023-2031, and must be adopted by January 2023. In addition, that report includes an update on the 6<sup>th</sup> Cycle Regional Housing Needs Allocation process, a report on status of the current (5<sup>th</sup> Cycle) Housing Element, and changes to Housing Element law since the last update.

This Housing Commission meeting provides an opportunity for the Commission to receive an overview of the forthcoming process, and discussion of the Commission's role, as well as an opportunity for input on the planned public outreach program.

## BACKGROUND

### Housing Element Overview; RHNA Summary

The Housing Element is part of the City's General Plan and is a comprehensive statement by the community its current and future housing needs and proposed actions to facilitate the provision of housing to meet those needs at all income levels. Rising housing concerns are not just a statewide or regional issue, but directly impact Pleasanton residents and those in the Tri-Valley faced with rising housing prices, increased incidence of homelessness, and lack of workforce housing.

Periodic updating of the housing element is required by state law; and thus, the element reflects the state's housing goal of "attaining decent housing and a suitable living environment for every California family," as well as incorporating the unique concerns of the community. The current Housing Element, which was adopted in 2015, covers the planning period from 2015 to 2022. The next Housing Element update (the 6<sup>th</sup> Cycle) must be adopted by January 2023, to address the period from 2023-2031.

As a key component of each Housing Element update cycle, each local jurisdiction is assigned a Regional Housing Needs Allocation (RHNA) - a quantifiable target which reflects a community's share of the State's projected housing need (allocated by units and affordability) for the eight-year period. Although it is not yet finalized, Pleasanton's draft RHNA allocation, as of May 2021, is 5,965 units, broken into various affordability categories as outlined in Table 1.

The State recently approved the methodology submitted by ABAG/MTC to calculate the RHNA; which will allow for draft RHNA allocations to be published for each Bay Area jurisdiction; following a review and appeal process, the Final RHNA allocations will be published later in 2021. Despite the fact that RHNA numbers remain draft, the City will use 5,965 units as it's "working estimate" through the initial steps of the Housing Element process.

**Table 1: Estimated 6<sup>th</sup> Cycle RHNA and Comparison to 5<sup>th</sup> Cycle**

	4th Cycle RHNA (2007-2014)	5th Cycle RHNA (2015-2023)	ESTIMATED 6th Cycle RHNA (2023-2031)	
Category	Units	Units	Units	Comparison to Cycle 5
Very Low	1,076	716	1,750	<b>+1,034</b>
Low	1,599	391	1,008	+617
Moderate	720	407	894	+487
Above-Moderate	753	553	2,313	+1,760
<b>TOTAL</b>	<b>4,148</b>	<b>2,067</b>	<b>5,965</b>	

State law establishes a series of very specific requirements as to the scope, content, and process by which a housing element is updated and adopted, including review and approval (known as certification) by the California Department of Housing and Community Development (HCD). In accordance with State law, Pleasanton's Housing Element must look at housing trends, zoning and market constraints, and evaluate various approaches to meeting housing needs across income levels. The inventory of available sites, or "Sites Inventory," will be a key component of a Housing Element in which the City must identify land zoned for housing to meet the RHNA. Local governments must involve the public from all economic segments of the

community in developing the Housing Element; a robust public outreach plan is discussed in this report and is anticipated to be a key component of the project.

Additional introductory background information on the RHNA and statutory requirements for the Housing Element is provided in the Planning Commission agenda report, within Attachment 2.

## DISCUSSION

### Housing Element Process and Schedule

The Housing Element update will be an 18-month project that will reflect a robust process with significant engagement with the public, key stakeholders, City Council and City commissions throughout, to ensure a community-wide conversation about housing policy, future housing sites, and strategies and actions to meet the City’s assigned RHNA. The public outreach process and framework is discussed in more detail in the Planning Commission report.

A proposed outline schedule is shown in Table 2 below and illustrated in Attachment 4. Initial steps in the process, beginning this month and proceeding through the fall include a review of existing housing conditions, policies and programs for inclusion in the housing element. Critical to the process will be the sites inventory, whereby sites to accommodate the City’s RHNA allocation will be vetted and selected. This will incorporate two steps – first to develop criteria for selection, in which the Housing Commission and Planning Commission will play a critical role, and then, based on those criteria, to develop a draft inventory of housing sites (including input from HCD) for potential inclusion in the Housing Element.

**Table 2: Project Schedule**

Task	Month
Introductory Kick-Off Meetings	April – May 2021
Housing Needs Assessment; Policies and Programs Review	May - September 2021
Initial Sites Inventory, Methodology and Criteria	July - September 2021
Preparation of Comprehensive CEQA Project Description, based on initial sites inventory	November 2021
Environmental Review Scoping and NOP	December 2021
CEQA Sites Inventory Selection Meetings	December 2021 – January 2022
Prepare Technical Studies; Draft Housing Element and EIR	December 2021 – May 2022
HCD 60-Day Review Period	June - July 2022
Meetings to Review PRD Housing Element	June - July 2022
Public Draft Program EIR (45-Day Review Period)	July-August 2022
Final Sites Inventory and Final Housing Element	August – October 2022
Public Hearings to adopt Housing Element and Final EIR	November 2022 – January 2023

### *Role of the Housing Commission*

As part of the Housing Element update process, the City Council considered the overall scope of work for the Housing Element and directed that the Planning Commission would act as the lead advisory board to guide the detailed development of the Housing Element (versus a separately appointed task force), with input from the Housing Commission, and frequent consultation with the City Council.

Throughout the Housing Element update process, the Housing Commission's role will be to provide input on various policy issues within the Commission's scope of review, including:

Program-related components of the Housing Element, including strategies to boost production of affordable housing, in particular; as well as supportive policies and programs to facilitate access to housing opportunities for those facing the most critical needs. Other relevant policy areas under the Housing Commission's scope of review include housing density levels and targeted housing types to best meet community housing needs; potential changes to the inclusionary ordinance or Lower-Income Housing Fee program; criteria for housing sites, and programs or incentives to better facilitate non-profit housing developers. And, as noted, discussion of the criteria for site selection (a policy discussion that will guide the land use decisions of the Planning Commission and City Council), will also be important.

### Housing Element Public Participation Plan

City staff and LWC have prepared a draft Public Participation Plan (PPP) outlining key opportunities for public participation included in Attachment 2 for reference. The draft PPP is being presented to the Housing and Planning Commissions, and then to City Council as an opportunity to provide input on and refine the proposed plan. The following elements are proposed to be included in the PPP:

#### *Community Workshops and Stakeholder Meetings*

In addition to the above-mentioned public meetings/hearings with City Council and Commissions, the PPP identifies dedicated community meetings, held in a workshop format, to provide information and seek broad community input in the process. Three community-wide meetings are proposed.

The process will also include focused stakeholder meetings, that will convene smaller groups of individuals representing particular housing-related interests or issues; for example, non-profits and community service providers; and market-rate and affordable homebuilders are two key stakeholder groups. A minimum of two such meetings are to be held and facilitated with consultant assistance, with additional meetings and interviews to be conducted by staff.

These meetings are intended to further engage a broader range of community members and stakeholders and offer an alternative meeting format. Stakeholder meetings and initial community meetings will be held early in the project to allow for feedback and insight into the highest priority considerations for the Housing Element update. The City will then continue to communicate and engage with all participating community members and stakeholders throughout the update process including notification of all public meetings and hearings.

#### *Outreach and Communication Tools*

The Housing Element Update website will serve as the primary medium through which community members access information and project documents and learn about the Housing

Element Update. The website will be user-friendly and updated regularly to include content that will reflect public engagement opportunities as they are scheduled and material available for public review. The website has been created with a project-specific URL to identify with the project: [PleasantonHousingElement.com](http://PleasantonHousingElement.com)

The website will allow a convenient access point for interested parties to sign up to be notified about future meetings and upcoming events and will be focused include a page dedicated to public engagement, project documents, and a “Frequently Asked Questions” site. In addition, the website will provide opportunities to connect through social media engagement, and opportunities for interactive involvement through on-line surveys and other tools. These will occur alongside more traditional methods of outreach such as press-releases, print media, and other publicity.

A more comprehensive list of additional outreach tools that the City anticipates is provided in the PPP. Staff is seeking the Housing Commission’s input regarding any other refinements or additions to the Housing Elements Public Participation Plan.

#### Housing Element: Key Planning Considerations

The following outlines several items that are expected to be key factors for consideration in the Housing Element Update, for Housing Commission input and comment.

#### *Sites Inventory*

To meet the new RHNA, it will be necessary for the City to identify and ultimately rezone a number of parcels throughout the city. Much of the City’s concern and challenge in prior years has been to identify sites for higher density housing to meet lower-income housing needs<sup>1</sup> – that will be the case this cycle as well. In addition, based on a preliminary analysis of the current inventory, staff believes that it will likely be necessary to identify sites, beyond those that are already zoned, to accommodate moderate and above-moderate units as well.

Thus, a key component of the update will be the creation of an updated sites inventory to demonstrate that the City is able to meet its RHNA. This will entail a multi-step process. The Housing Commission will be expected to provide input on the second step to: 2) determine the criteria, preferences, and priorities in identifying sites (building upon the requirements of State law, and verification of Pleasanton-specific criteria) and allocating appropriate densities. The sites selection process will conclude, towards the end of the Housing Element process and will be facilitated through the Planning Commission and City Council with a final review and refinement of the sites list to include those determined necessary to include in the Housing Element, and any related re-zoning action with or following adoption of the Housing Element.

#### *Other Strategic Considerations*

Given these challenges, some of the key strategic and policy considerations that will need to be part of the Housing Element sites analysis and selection process, and which are likely to be a subject for Housing Commission discussion in particular, include:

- Density and Site Development Assumptions: The 2015 Housing Element took the general approach that lower-income units would be accommodated on higher-density

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<sup>1</sup> State law correlates density to affordability, with housing at certain “default densities” (for Pleasanton, upwards of 30 DUA) automatically allowed to be counted towards meeting lower-income RHNA.

sites (e.g. as apartments and condominiums) and that moderate and above-moderate income units would be accommodated on low- and medium density sites (e.g. as detached and attached single-family units like townhomes). In this cycle, and particularly given the likely need to identify sites for moderate- and above-moderate housing, the Housing Element could consider alternative approaches, such as allocating a share of the moderate- and above-moderate need to higher density sites and in multi-family developments.<sup>2</sup>

- Distribution of Sites and Units: In the current and prior Housing Element, a policy guideline for selection of sites was to try and distribute sites, particularly higher density sites, throughout the community. In recent discussions with City Council regarding the Housing Element, there remains a commitment to this approach, to avoid overconcentrating larger projects and potential impacts within only certain parts of the city.
- Promoting Affordability: As discussed, while market-rate housing has been built at levels over and above the RHNA targets, it has been much more challenging to produce below-market-rate (BMR) and affordable housing. The Housing Element process will need to consider creative strategies to encourage more affordable housing production, looking at partnerships, regulatory changes, and zoning strategies that could yield a higher proportion of BMR units as a percentage of total housing production. A consideration here will be feasibility and ensuring that such strategies could not be interpreted by HCD as unduly constraining overall housing production.

## **NEXT STEPS**

After conclusion of this initial kick-off meeting with the Planning Commission and kick-off meetings with the Housing Commission and City Council, staff and LWC will start work on organizing and scheduling the first community meeting and initial stakeholder meetings in early summer. Information gained at these initial meetings will help frame the future goals and policies discussion for the Housing Element and provide insight from local service providers and housing developers into the challenges and hurdles for providing Pleasanton's fair share of housing. In addition, the community meetings will help provide insight from the community about what types of housing programs and assistance is needed and how to best serve the community as a whole. As described, discussion of the sites selection criteria and inventory will begin in mid-to-late summer and is expected to conclude by the end of the year.

## **CONCLUSION**

Staff is recommending that the Commission receive the introductory report and presentation on the 2023-2031 (6<sup>TH</sup> RHNA Cycle) Housing Element Update and 6th cycle Regional Housing Needs Allocation process. In particular, the Commission is requested to review and provide input on:

- The Draft Public Participation Plan.
- Key planning and strategic considerations for the update, including any items that should be modified or added to in the initial staff-identified list, above.

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<sup>2</sup> Note that legislation recently approved (AB 725 (Wicks)) and will require a portion of moderate- and above-moderate RHNA to be accommodated on multi-family sites.

**PUBLIC NOTICE**

Notice of this item was published in the Pleasanton Weekly. In addition, email notification was sent to all interested parties who have signed up on the Housing Element website ([pleasantonhousingelement.com](http://pleasantonhousingelement.com))

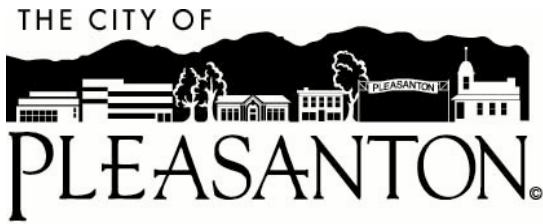
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## Planning Commission Agenda Report

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May 12, 2021  
Item 5

**SUBJECT:** 2023-2031 Housing Element Update

**APPLICANT:** City of Pleasanton

**PURPOSE:** Introduction of the 2023-2031 (6<sup>th</sup> RHNA Cycle) Housing Element Update and 6<sup>th</sup> Cycle Regional Housing Needs Allocation process including review of the Draft Public Participation Plan

**EXHIBITS:**

- A. Draft Public Participation Plan
- B. 2020 Annual Progress Report
- C. Process Timeline Graphic

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### STAFF RECOMMENDATION

Staff recommends the Planning Commission receive an introduction to the Housing Element Update and update on the Regional Housing Needs Allocation (RHNA) process, provide input on the Public Participation Plan, and provide any initial comments on the update process and policy considerations.

### SUMMARY

The City of Pleasanton is initiating the process to update the Housing Element of the General Plan. The 6<sup>th</sup> Cycle Housing Element, which will cover the eight-year period between 2023-2031, must be adopted by January 2023. This introductory meeting serves as an official launch for the Housing Element Update and includes an introduction to Lisa Wise Consulting (LWC) who will be assisting staff with this effort.<sup>1</sup> This report provides an overview of the Housing Element Update process, including an update on the 6<sup>th</sup> Cycle Regional Housing Needs Allocation process, a report on status of the current (5<sup>th</sup> Cycle) Housing Element, and changes to Housing Element law since the last update. Finally, this report provides an outline of the overall scope of work for the update and provides an opportunity for review and input by the Planning Commission on the planned public outreach program and key policy considerations for the Update.

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<sup>1</sup> In addition to LWC, the City has secured the services of First Carbon Solutions (FCS) to assist in the preparation of appropriate environmental documents for compliance with the California Environmental Quality Act (CEQA), including an Environmental Impact Report (EIR).



## **BACKGROUND**

### What is a Housing Element?<sup>2</sup>

The Housing Element is part of the City's General Plan and is a comprehensive statement by the community of its current and future housing needs and proposed actions to facilitate the provision of housing to meet those needs at all income levels. Rising housing concerns are not just a statewide or regional issue, but directly impact Pleasanton residents and those in the Tri-Valley faced with rising housing prices, increased incidence of homelessness, and lack of workforce housing.

Periodic updating of the housing element is required by state law; and thus, the element reflects the state's housing goal of "attaining decent housing and a suitable living environment for every California family," as well as incorporating the unique concerns of the community. The current Housing Element, which was adopted in 2015, covers the planning period from 2015 to 2022. The next Housing Element update (the 6<sup>th</sup> Cycle) must be adopted by January 2023, to address the period from 2023-2031.

Each local jurisdiction is assigned a Regional Housing Needs Allocation (RHNA) - a quantifiable target which reflects a community's share of the State's projected housing need (allocated by units and affordability) for the eight-year period. State law establishes a series of very specific requirements as to the scope, content, and process by which a housing element is updated and adopted, including review and approval (known as certification) by the California Department of Housing and Community Development (HCD). In accordance with State law, Pleasanton's Housing Element must look at housing trends, zoning and market constraints, and evaluate various approaches to meeting housing needs across income levels. The inventory of available sites, or "Sites Inventory," will be a key component of a Housing Element in which the City must identify land zoned for housing to meet the RHNA. Local governments must involve the public from all economic segments of the community in developing the Housing Element; a robust public outreach plan is discussed in this report and is anticipated to be a key component of the project.

### What Are the Components of a Housing Element?

State law defines the required content of the Housing Element, with key components including:

1. **Housing Needs Assessment:** Examine demographic, employment and housing trends and conditions that affect the housing needs of the community.
2. **Evaluation of Past Performance:** Review the prior Housing Element to measure progress in implementing policies and programs.
3. **Housing Sites Inventory:** Identify locations of available sites for housing development or redevelopment to ensure that there is adequate capacity to address the RHNA.
4. **Community Outreach and Engagement:** Implement a robust community outreach and engagement program, with a particular focus on outreach to traditionally underrepresented groups.
5. **Constraints Analysis:** Analyze and recommend remedies for existing and potential governmental and nongovernmental barriers to housing development.
6. **Policies and Programs:** Establish policies and programs to fulfill the identified housing needs.

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<sup>2</sup> ABAG, "What is a Housing Element", [What is a housing element.pdf \(ca.gov\)](#)

During the Housing Element Update, the City Council, Planning Commission, Housing Commission, and the public will have the ability to provide input on each key project milestone.

#### Background: 4<sup>th</sup> and 5<sup>th</sup> Cycle Housing Elements

Pleasanton has had a long-standing commitment to carefully managing growth, reflected in policies in the General Plan and two measures approved by local voters in 1996 to establish an Urban Growth Boundary, and to adopt the Residential Buildout Initiative, also known as the “housing cap,” which established a 29,000-unit cap on residential development in the Pleasanton Planning Area.

Based on litigation filed against the City in 2006, the housing cap was ultimately found to be in conflict with State mandates around the Housing Element, and the City was required to remove it from all policy documents. The City also entered into a settlement agreement with parties to the litigation<sup>3</sup>, that was in part fulfilled with adoption of the Housing Element update in 2012. This included an inventory of sites sufficient to meet the City’s share of the regional housing need for the 2007-2014 planning period (4<sup>th</sup> Cycle), including over 4,100 residential units.

The 5<sup>th</sup> Cycle Housing Element, which was adopted in 2014 for the period of 2014-2022, reflected a substantially lower RHNA than the 4<sup>th</sup> Cycle, principally due to the slow-down in housing production during the great recession. Since so many housing sites had been identified in the 2007-2014 Housing Element, the City was able to rely on the prior inventory to meet its lower 5<sup>th</sup> Cycle RHNA, without identifying new high density housing sites. As a result, many of the sites included in the current inventory have been included in two Housing Element Cycles, which as discussed later in this report, has implications as to how they may be counted in the upcoming 6<sup>th</sup> Cycle.

#### Annual Planning Report and Progress Towards RHNA

Each year, the City is required to provide an Annual Planning Report (APR) to the State, which reports housing unit production compared to RHNA targets, as well as describes the status of the various policies and programs included in the Housing Element. The City Council agenda report for review of the 2020 APR is included as Exhibit B, for reference.

Tables 1 and 2 in this report, below, summarize the RHNA and the overall production of housing for the current and prior cycles. In the current (5<sup>th</sup>) Cycle, a total of 353 affordable (very-low, low- and moderate-income) units have been produced thus far, which is about 23 percent of the total allocation of 1,514 units. In contrast, 1,310 above-moderate (market rate) units have been produced to date, more than twice the RHNA allocation of 553 units.

One specific challenge for the upcoming Housing Element will be to meet the allocation for below-market-rate units, given past production trends and the large increase in these categories. Also, as an important note, the remaining “unbuilt” units in the 5<sup>th</sup> Cycle do not get added into the 6<sup>th</sup> Housing Element Cycle, which reflects a new allocation and target for the forthcoming planning period.

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<sup>3</sup> Urban Habitat Program and Sandra De Gregorio filed a lawsuit against the City in 2006. In 2009, the State Attorney General intervened in the Urban Habitat Litigation and filed a separate lawsuit challenging the Environmental Impact Report that the City certified in 2009 pursuant to the California Environmental Quality Act (CEQA) when it adopted an updated General Plan (General Plan/CEQA Litigation). The two suits were ultimately addressed in a single settlement agreement to resolve all remaining legal issues.

**Table 1: – Current Cycle (2015-2023) RHNA Progress**

Income Level		RHNA Allocation	2015	2016	2017	2018	2019	2020	Total Units	Total Remaining
Very Low	DR	716	54	128	0	25	23	0	230	486
	NDR		0	0	0	0	0	0		
Low	DR	391	16	21	6	28	6	0	78	313
	NDR		0	0	1	0	0	0		
Moderate	DR	407	0	0	0	0	0	0	45	362
	NDR		2	10	6	7	11	9		
Above-Moderate		753	819	228	102	38	87	36	1310	0
<b>Total RHNA</b>		<b>2,067</b>								
<b>Total Units</b>			<b>891</b>	<b>387</b>	<b>115</b>	<b>98</b>	<b>127</b>	<b>45</b>	<b>1663</b>	<b>1161</b>

**Table 2: Prior Cycle (2007-2014) RHNA Progress**

Income Level		RHNA Allocation	2007	2008	2009	2010	2011	2012	2013	2014	Total Units	Total Remaining
Very Low	DR	1,076	0	0	0	0	0	0	35	35	97	979
	NDR		0	0	0	0	0	21	3	0		
Low	DR	1,599	0	0	0	5	0	0	0	0	30	1,569
	NDR		0	0	0	0	0	21	3	1		
Moderate	DR	720	0	0	0	0	0	0	0	0	80	640
	NDR		5	2	1	35	0	24	12	1		
Above-Moderate		753	29	21	13	30	41	401	259	283	1,077	0
<b>Total RHNA</b>		<b>4,148</b>										
<b>Total Units</b>			<b>34</b>	<b>23</b>	<b>14</b>	<b>70</b>	<b>41</b>	<b>467</b>	<b>312</b>	<b>323</b>	<b>1,284</b>	<b>3,188</b>

Key Changes in Housing Element Law

In recent years, the State has adopted significant new housing-related legislation, which will influence and shape the upcoming Housing Element Update. These include but are not limited to:

- Housing Crisis Act (SB 330) - Makes changes to land use and zoning law to encourage housing production, by limiting the scope of local review of housing projects to objective standards only, limiting the number of public hearings for projects, and shortening review timeframes.
- Adequate Housing Element Sites (AB 1397) - Strengthens local governments' obligation to identify a supply of adequate sites available to meet their share of regional housing needs at all income levels.
- No Net Loss (SB 166) - Requires jurisdictions to maintain adequate sites to always accommodate its remaining regional housing needs allocation throughout the housing element planning period.

- Affirmatively Furthering Fair Housing (AB 686) - Requires housing elements to demonstrate the local jurisdiction is affirmatively furthering fair housing.

The new legislation has reinforced local governments' obligation to identify a supply of adequate sites available to meet their RHNA share at all income levels. Further, it requires jurisdictions to maintain adequate sites to continuously accommodate its remaining RHNA throughout the Housing Element planning period instead of only at adoption. Therefore, a site that is zoned for a certain number of units must provide that number of units at the allocated affordability level; if a development project is approved for a fewer number of units the remaining number of units must be allocated to a different site, resulting in "no net loss" of units."

Changes to the sites inventory analysis and "no net loss" provisions are further discussed in this report in the Discussion section, as they relate to the upcoming sites inventory process. In addition, the State laws require additional analysis of fair housing and segregation, placing a greater emphasis on the City to demonstrate that the City is affirmatively furthering fair housing.

#### 6<sup>th</sup> Cycle RHNA Process and Status

As part of the required update, HCD requires each jurisdiction in the State to demonstrate capacity to meet their local "fair share" of the assigned Regional Housing Need Determination (RHND), including total housing units across a series of affordability categories. The RHNA is determined and assigned through a process led by HCD and regional Councils of Governments (i.e. for the Bay Area, ABAG/MTC).

On June 9, 2020, HCD issued the 6th Cycle RHND to ABAG/MTC, a total of 441,176 units, reflecting the total allocation of projected housing need for the 2023-2035 period, for the entire nine-county Bay Area region. Then, through a process starting in late 2019, ABAG/MTC developed a draft methodology and formula for distribution of the RHNA, principally through the work of the Housing Methodology Committee, a 35-member stakeholder group. The ABAG Executive Board considered the proposed RHNA methodology at meetings in October and November 2020.

Also in late 2020, ABAG/MTC released the final draft Plan Bay Area (PBA) 2050. PBA2050 is the region's long-range plan for land use and transportation and is one of the key components informing the distribution of housing in the RHNA methodology. Although initial drafts of the RHNA methodology, based on early drafts of PBA, suggested Pleasanton's allocation would be around 4,900 units, policy changes made to PBA in the months before the draft was released significantly increased the estimated RHNA, which now stands at 5,965 units for Pleasanton.

Despite numerous comments from cities concerns about the methodology, including from the City of Pleasanton, the ABAG Executive Board adopted the methodology on January 14, 2021, and the final methodology report was submitted to HCD on February 11, 2021. On April 12, 2021, HCD issued a letter indicating the proposed methodology's conformance to a series of statutory objectives defined by State law. Starting in May, 2021, ABAG/MTC will begin the process to issue draft RHNA allocations and outline the timeframe for the mandated local jurisdiction review and appeal process, before the RHNA is finalized later this year.

Staff will continue to monitor these efforts and their outcomes; and will use the most recently published estimate as a “working” number through the initial phases of the Housing Element update. The final RHNA allocation will be issued in late 2021, providing sufficient time for the City to make any needed adjustments to the sites inventory or other components of the Housing Element.

Table 3, below, summarizes the current *estimated* RHNA, in comparison to the 4<sup>th</sup> and 5<sup>th</sup> Cycle allocations. As the estimate shows, the projection would be almost triple the number of units assigned in the prior cycle.<sup>4</sup> Compared to the 5<sup>th</sup> Cycle, Very-Low and Low-income allocations together increase by over 1,600 units, and the Above-Moderate income category by over 1,700 units.

**Table 3: Estimated 6<sup>th</sup> Cycle RHNA and Comparison to 5<sup>th</sup> Cycle**

	4th Cycle RHNA (2007-2014)	5th Cycle RHNA (2015-2023)	ESTIMATED 6th Cycle RHNA (2023-2031)	
Category	Units	Units	Units	Comparison to Cycle 5
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## DISCUSSION

### Housing Element Process and Schedule

The Housing Element update will be an 18-month project that will reflect a robust process with significant engagement with the public, key stakeholders, City Council and City commissions throughout, to ensure a community-wide conversation about housing policy, future housing sites, and strategies and actions to meet the City’s assigned RHNA. The public outreach process and framework is discussed in more detail further in the report.

A proposed outline schedule is shown in Table 4 below and illustrated in Exhibit C. Initial steps in the process, beginning this month and proceeding through the fall include a review of existing housing conditions, policies and programs for inclusion in the housing element. Critical to the process will be the sites inventory, whereby sites to accommodate the City’s RHNA allocation will be vetted and selected. This will incorporate two steps – first to develop criteria for selection, and then, based on those criteria, to develop a draft inventory of housing sites (including input from HCD) within 8-10 months of project initiation, that will be the basis of the required CEQA review beginning in late 2021. Following completion of the sites analysis, the public review draft of the housing element will be created, and taken through a review process that incorporates a required review by HCD, as well as input from City Commissions and the City Council.

<sup>4</sup> It should be noted that the 5<sup>th</sup> Cycle reflected relatively low RHNA allocations overall, reflective of the timing of the RHNA cycle at the end of the economic recession.

**Table 4: Project Schedule**

Task	Month
Introductory Kick-Off Meetings	April – May 2021
Housing Needs Assessment; Policies and Programs Review	May - September 2021
Initial Sites Inventory, Methodology and Criteria	July - September 2021
Preparation of Comprehensive CEQA Project Description, based on initial sites inventory	November 2021
Environmental Review Scoping and NOP	December 2021
CEQA Sites Inventory Selection Meetings	December 2021 – January 2022
Prepare Technical Studies; Draft Housing Element and EIR	December 2021 – May 2022
HCD 60-Day Review Period	June - July 2022
Meetings to Review PRD Housing Element	June - July 2022
Public Draft Program EIR (45-Day Review Period)	July-August 2022
Final Sites Inventory and Final Housing Element	August – October 2022
Public Hearings to adopt Housing Element and Final EIR	November 2022 – January 2023

#### Housing Element Public Participation Plan

City staff and LWC have prepared a draft Public Participation Plan (PPP) outlining key opportunities for public participation included in Exhibit A for reference. The draft PPP is being presented to the Housing and Planning Commissions, and then to City Council as an opportunity to provide input on and refine the proposed plan.

#### *Role of the Planning Commission, Housing Commission and City Council*

As part of the Housing Element update process, the City Council considered the overall scope of work for the Housing Element and directed that the Planning Commission would act as the lead advisory board to guide the detailed development of the Housing Element (versus a separately appointed task force), with input from the Housing Commission, and frequent consultation with the City Council. The Planning Commission will tackle the full range of policy and land use considerations for the Housing Element, including detailed focus on the sites inventory. The Housing Commission is expected to have its most significant role in the policy and program-related components of the Housing Element, including strategies to boost production of affordable housing, in particular; as well as supportive policies and programs to facilitate access to housing opportunities for those facing the most critical needs. Input from other Commissions, such as Human Services, will also be sought strategically in the process.

The City Council will be engaged frequently in the process to provide input on key policy questions, ensure the plan is proceeding according to expectations, and to provide any necessary course corrections. Typical discussion items would be presented to the Housing Commission first, then to the Planning Commission, and then presented to the City Council with a summary of the two Commissions discussions and recommendations.

The following Commission and City Council check-in points are proposed to provide opportunities for feedback throughout the process (see PPP included in Exhibit A for additional detail):

- Housing Needs Assessment Findings/Preliminary Report
- Draft Sites Inventory Methodology and Selection Criteria
- Final Sites Inventory Methodology and Selection Criteria
- Sites Inventory Selection
- Implementation Plan and Policies and Programs Review
- Public Review Draft Housing Element
- Public Hearings to adopt Housing Element

#### *Community Workshops and Stakeholder Meetings*

In addition to the above-mentioned public meetings/hearings with City Council and Commissions, the PPP identifies dedicated community meetings, held in a workshop format, to provide information and seek broad community input in the process. Three community-wide meetings are proposed.

The process will also include focused stakeholder meetings, that will convene smaller groups of individuals representing particular housing-related interests or issues; for example, non-profits and community service providers; and market-rate and affordable homebuilders are two key stakeholder groups. A minimum of two such meetings are to be held and facilitated with consultant assistance, with additional meetings and interviews to be conducted by staff.

These meetings are intended to further engage a broader range of community members and stakeholders and offer an alternative meeting format. Stakeholder meetings and initial community meetings will be held early on in the project to allow for feedback and insight into the highest priority considerations for the Housing Element update. The City will then continue to communicate and engage with all participating community members and stakeholders throughout the update process including notification of all public meetings and hearings.

#### *Outreach and Communication Tools*

The Housing Element Update website will serve as the primary medium through which community members access information and project documents and learn about the Housing Element Update. The website will be user-friendly and updated regularly to include content that will reflect public engagement opportunities as they are scheduled and material available for public review. The website has been created with a project-specific URL to identify with the project: [PleasantonHousingElement.com](http://PleasantonHousingElement.com)

The website will allow a convenient access point for interested parties to sign up to be notified about future meetings and upcoming events and will be focused include a page dedicated to public engagement, project documents, and a “Frequently Asked Questions” site. In addition, the website will provide opportunities to connect through social media engagement, and opportunities for interactive involvement through on-line surveys and other tools. These will occur alongside more traditional methods of outreach such as press-releases, print media, and other publicity.

A more comprehensive list of additional outreach tools that the City anticipates is provided in the PPP, but some key elements include:

- Extensive use of social media, including regular updates via the City’s Twitter, Facebook and NextDoor accounts.
- Articles and advertisements in Pleasanton Weekly or other private print and virtual media as well as articles and advertisements in City-sponsored print media (e.g. Progress, Edge, activities guides by the Recreation Division.)
- Reports or presentations to additional commissions and committees outside of the Housing Commission and Planning Commission, as well as to groups such as the Board of Realtors, Chamber, etc.
- Presentations at the Senior Center.
- Booth and signs at community events, such as the Farmers Market.
- Business size cards or bookmarks for distribution at the Library, etc.
- Signs and electronic public displays at City Hall, the Public Library, and at the Senior Center.

Staff is seeking the Planning Commission’s input regarding any other refinements or additions to the Housing Elements Public Participation Plan.

#### Housing Element: Key Planning Considerations

The following outlines several items that are expected to be key factors for consideration in the Housing Element Update, for Commission input and comment.

#### *Sites Inventory*

To meet the new RHNA, it will be necessary for the City to identify and ultimately rezone a number of parcels throughout the city. Much of the City’s concern and challenge in prior years has been to identify sites for higher density housing to meet lower-income housing needs<sup>5</sup> – that will be the case this cycle as well. In addition, based on a preliminary analysis of the current inventory, staff believes that it will likely be necessary to identify sites, beyond those that are already zoned, to accommodate moderate and above-moderate units as well.

Thus, a key component of the update will be the creation of an updated sites inventory to demonstrate that the City is able to meet its RHNA. As noted, this will entail a multi-step process to: 1) inventory existing sites and evaluate the “gap” to be addressed through identification of new sites; 2) determine the criteria, preferences, and priorities in identifying sites (building upon the requirements of State law, and verification of Pleasanton-specific criteria) and allocating appropriate densities; and 3) identify, select and rank additional suitable sites for inclusion in the Housing Element. The sites selection process will conclude, towards the end of the Housing Element process, with a final review and refinement of the sites list to include those determined necessary to include in the Housing Element, and any related re-zoning action with or following adoption of the Housing Element.

Under current state law, a jurisdiction is not required to *build* the RHNA-assigned housing units. Rather, it is required to adopt a land use program – appropriate General Plan and Zoning – including identification of specific sites with available infrastructure and suitable physical conditions to accommodate these housing units under market-driven conditions. The process will include evaluation of new State legislation as summarized previously in this report, including considering site inventory selection criteria.

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<sup>5</sup> State law correlates density to affordability, with housing at certain “default densities” (for Pleasanton, upwards of 30 DUA) automatically allowed to be counted towards meeting lower-income RHNA.



Several variables will affect the amount of land that may need to be identified for re-zoning, including the number of sites eligible to be “carried over” from the prior inventory that were identified to accommodate the low- and very low-income units, assumed density for each site, assumed affordability levels, and potential constraints that might require adjustment to the capacity of certain sites, to a level that HCD would consider realistic. Specifically, “carryover” sites would be required to maintain their originally designated minimum densities, provide at a minimum, 20 percent of the units designated as affordable to lower income households, and to allow residential uses “by right<sup>6</sup>”.

Recent changes to state law have also made the analysis and requirements for identifying sites more challenging than in previous housing cycles, with an expansive list of criteria that must be used to demonstrate to HCD that sites, particularly non-vacant sites, are viable and suitable to be included in the inventory. New non-vacant sites must include descriptions that include the specific existing use on the site, such as an office building, restaurant, single family residence, nursery, etc. Additional details, such as whether the use is discontinued, land to value information, age and condition of the structure, known leases, developer or owner interest, whether the property is currently being marketed, degree of underutilization, etc., will also be required. Analysis to determine the development potential would then be required that includes development trends, market conditions, and availability of regulatory and/or other incentives. Such research and analysis for each new non-vacant site will be tedious and take substantial research and time.

Based on a review of these, and other criteria, staff believes that some of high-density sites in the current inventory will be *unable* to be carried over to the next cycle: however, every effort will be made to utilize these sites if possible.

A very preliminary analysis, based on the draft RHNA in the range of 6,000 units, suggests that 250 or more acres may need to be identified and/or re-zoned for housing this cycle, at various densities and affordability levels. This estimate assumes that approximately 1,000 units (in various income categories) could be “carried over” from the prior inventory<sup>7</sup>; and that the remainder would be accommodated on sites at various densities. While the number of acres required to be re-zoned could be higher or lower based on multiple factors, it is nonetheless likely to be significant. It is difficult to provide an exact comparison between the prior and current cycle; however, the total inventory for all sites included about 594 acres<sup>8</sup>; of this, 87 acres were included as High-Density Housing sites, yielding a total of 1,711 units.

### *No Net Loss Provisions*

Another major factor to be considered in the inventory, is the effect of the more stringent “no net loss” provisions that were adopted by the State in 2017, via Senate Bill 166 (SB 166).

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<sup>6</sup> By right means the jurisdiction shall not require: 1.) A conditional use permit. 2.) A planned unit development permit. 3.) Other discretionary, local-government review or approval that would constitute a “project” as defined in Section 21100 of the Public Resources Code (California Environmental Quality Act “CEQA”).

<sup>7</sup> “Carryover” units may include those counted on sites already zoned for housing, or that have planning approvals in place, but the units have not actually yet been constructed.

<sup>8</sup> This acreage is quite substantial, in part because the Housing Element’s inventory lists the acreage of the entire parcel identified, when in many cases only a portion would include the housing development. For example: the Stoneridge Mall property is listed as a 74.6-acre site, where only 10 acres of the parcel was actually zoned/designated for housing. The Lund Ranch property encompassed 123 acres, with much of that area ultimately dedicated as open space, and a much smaller area ultimately developed as single-family housing.

Under the prior version of the law, also known as the Housing Accountability Act (HAA), cities were prohibited from downzoning sites or approving projects at less density than identified in their Housing Element, but there were no regulations regarding approving projects at different affordability levels than identified in the site inventory. Under SB 166, if the approval of a development project results in fewer units by income category, the jurisdiction must identify additional sites to accommodate the RHNA obligation lost as a result of the approval (including re-zoning of sites if insufficient capacity exists in the inventory).

In the last cycle, the City's inventory identified sites yielding a total number of housing units above that strictly needed to meet the RHNA<sup>9</sup>. This approach was strategic, to provide a buffer in the event some sites did not remain viable over the course of the Housing Element period. As an important related note, as allowed by the State's "default density" provisions, most of the high-density housing sites were counted as producing exclusively very low- and low-income units. Given that actual projects constructed typically provide only a portion of their units at below-market rates, if the City pursues a similar zoning strategy in this next cycle, it may be advisable to develop a secondary list of sites that would be eligible for re-zoning if and when necessary, to meet future no net loss requirements.

In addition to new housing legislation that has been passed over the past few years that has impacted Housing Element updates and local planning law, the State is continuing to look at new housing legislation that could yet further affect the site inventory analysis and assumptions about production in the next cycle.

#### *Other Strategic Considerations*

Given these challenges, some of the key strategic and policy considerations that will need to be part of the Housing Element sites analysis and selection process, include:

- Housing Densities: The minimum density considered by the State to produce low- and very low-income units (in communities such as Pleasanton) is 30 DUA. In the prior Housing Element, the majority of high-density sites were zoned at this density, with a few sites at 40 DUA. In this cycle, it may be beneficial to consider zoning more sites at, or even above, 40 DUA. As has been seen with recent developments in Pleasanton, projects built at 30 DUA or less will generally be surface-parked; whereas projects at and above 40 DUA can support integrated, structured parking, leaving more of the site available for on-site open space and amenities.

Sites zoned at higher densities would yield more units, thus requiring less land to be rezoned and may offer more favorable site design outcomes. Accordingly, the City may wish to consider zoning selected sites (for example, sites located within a half mile of BART) at densities above 40 DUA, assuming the projects could be designed in a manner that met community standards and expectations, and impacts appropriately mitigated.

- Secondary/Contingency List: Given the provisions of SB 166, the City may wish to consider creating a secondary or contingency list of sites to be considered for re-zoning, if and when needed, to address No Net Loss provisions.

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<sup>9</sup> The total RHNA was 2,067 units, whereas the inventory listed sites available to provide 3,243 units, a buffer of 1,176 units.

- Zoning “Buffer”: It may also be beneficial for the Sites Inventory to include a “buffer,” similar to or larger than that included in the 2015 Housing Element, to account for the fact that not all sites may remain viable throughout the Housing Element period, and thus providing some flexibility in meeting RHNA goals and no net loss requirements. (This strategy could also help to address the “No Net Loss” issue as well, instead of or in addition to the secondary list of sites discussed above).
- Density and Site Development Assumptions: The 2015 Housing Element took the general approach that lower-income units would be accommodated on higher-density sites (e.g. as apartments and condominiums) and that moderate and above-moderate income units would be accommodated on low- and medium density sites (e.g. as detached and attached single-family units like townhomes). In this cycle, and particularly given the likely need to identify sites for moderate- and above-moderate housing, the Housing Element could consider alternative approaches, such as allocating a share of the moderate- and above-moderate need to higher density sites and in multi-family developments.<sup>10</sup>
- Distribution of Sites and Units: In the current and prior Housing Element, a policy guideline for selection of sites was to try and distribute sites, particularly higher density sites, throughout the community. In recent discussions with City Council regarding the Housing Element, there remains a commitment to this approach, to avoid overconcentrating larger projects and potential impacts within only certain parts of the city.
- Promoting Affordability: As discussed, while market-rate housing has been built at levels over and above the RHNA targets, it has been much more challenging to produce below-market-rate (BMR) and affordable housing. The Housing Element process will need to consider creative strategies to encourage more affordable housing production, looking at partnerships, regulatory changes, and zoning strategies that could yield a higher proportion of BMR units as a percentage of total housing production. A consideration here will be feasibility and ensuring that such strategies could not be interpreted by HCD as unduly constraining overall housing production.

## **NEXT STEPS**

After conclusion of this initial kick-off meeting with the Planning Commission and kick-off meetings with the Housing Commission and City Council, staff and LWC will start work on organizing and scheduling the first community meeting and initial stakeholder meetings in early summer. Information gained at these initial meetings will help frame the future goals and policies discussion for the Housing Element and provide insight from local service providers and housing developers into the challenges and hurdles for providing Pleasanton’s fair share of housing. In addition, the community meetings will help provide insight from the community about what types of housing programs and assistance is needed and how to best serve the

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<sup>10</sup> Note that legislation recently approved (AB 725 (Wicks)) and will require a portion of moderate- and above-moderate RHNA to be accommodated on multi-family sites.

community as a whole. As described, discussion of the sites selection criteria and inventory will begin in mid-to-late summer and is expected to conclude by the end of the year.

## **CONCLUSION**

Staff is recommending that the Commission receive the introductory report and presentation on the 2023-2031 (6<sup>TH</sup> RHNA Cycle) Housing Element Update and 6th cycle Regional Housing Needs Allocation process. In particular, the Commission is requested to review and provide input on:

- The Draft Public Participation Plan.
- Key planning and strategic considerations for the update, including any items that should be modified or added to in the initial staff-identified list, above.

## **PUBLIC NOTICE**

Notice of this item was published in the Pleasanton Weekly. In addition, email notification was sent to all interested parties who have signed up on the Housing Element website ([pleasantonhousingelement.com](http://pleasantonhousingelement.com))

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**Reviewed/Approved By:**

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# City of Pleasanton

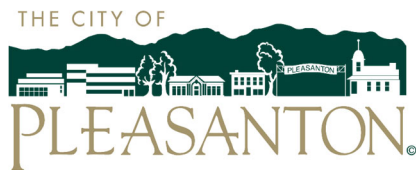
## Housing Element Update (6<sup>th</sup> Cycle)

### Public Participation Plan

***DRAFT***

April 28, 2021

Prepared for:



Prepared by:



# Introduction

Effective public outreach in any planning process promotes awareness and understanding, creates confidence in the given project, and ensures community interests and needs are appropriately addressed throughout the process. An interactive relationship among City staff, supporting experts, decision-makers, interested parties, the community, and Lisa Wise Consulting, Inc. (LWC) helps lead to overall project success.

The Public Participation Plan (PPP) describes public outreach events and tools that may be used during the Housing Element Update process. The PPP provides the opportunity for the City and LWC to collaborate and strategize on public engagement.

Outreach will be provided in a manner consistent with State requirements and is intended to engage a variety of community stakeholders, including representatives from all economic segments of the community. As such, both traditional forms of outreach (e.g., print media) and electronic methods (via social media and other similar forums) are included.

Outreach is also intended to provide timely and adequate opportunities for public information dissemination and engagement and allow for effective and constructive public participation. Compliance with social distancing restrictions in the context of the current COVID-19 crisis is also reflected in this PPP. However, recognizing that the region and the State are starting to transition to allow more in-person events and meetings, this PPP is intended to allow for flexibility and incorporate both hybrid and entirely in-person meetings should health regulations and advice allow.

## PPP Components

The PPP components are organized into Public Outreach Events (e.g., Commission and Council meetings, community meetings, etc.), and Public Outreach Tools (e.g., project website, social media, online surveys, etc.). The purpose and objective, approach, timing, and roles of each component of the PPP are described below. A draft stakeholder list of organizations to include in targeted outreach for the Housing Element Update is included as an appendix.

## Public Outreach Events

### *Commission and Council Kickoff Meetings*

#### Purpose and Objective

Involving elected and appointed officials early in the Housing Element update process will facilitate information dissemination and raise awareness of the project. The purpose of the kickoff meetings is to introduce LWC to the Commissions and Council, provide background information for the Housing Element update, and offer an opportunity for early input.

#### Approach

The kickoff meetings consist of one Housing Commission, one Planning Commission, and one City Council meeting. These will occur during regularly scheduled Commission and Council meetings. The Commission meetings are scheduled to occur ahead of the Council meeting.

The presentation is anticipated to cover similar content for all three meetings and is anticipated to include the following:

- An overview of the Housing Element update process and remaining steps in the RHNA process
- A review of key changes in State law as it relates to housing elements
- An outline of the Housing Element update scope of work
- Review of the draft Public Participation Plan
- A review of any known or initial key issues for the process
- An opportunity to solicit input on considerations and issues to be addressed through the Housing Element update process
- 

The Council presentation will include the items above but will also feature a summary of feedback from the Housing Commission and Planning Commission kickoff meetings.

#### Timing

These meetings are anticipated to occur in May 2021.

#### Roles

- LWC will prepare a presentation and present at these meetings. LWC will also answer questions as determined by the City and LWC. LWC's attendance will be virtual.
- City will lead and facilitate these meetings. City will prepare and distribute meeting notifications, agendas, and agenda packets. City will set up and administer the Zoom link, including phone participants. City will offer interpretation services according to City protocol.

## *Community Meetings*

### *Purpose and Objective*

The purpose of community meetings is to engage a broader range of community members and stakeholders in the Housing Element update. Community meetings will offer an alternative meeting format that is solely focused on the Housing Element update and scheduled outside of formal Commission and Council meetings.

### *Approach*

Three community meetings are anticipated, with the first being a kickoff/introductory meeting. The second community meeting is anticipated to focus on the Preliminary Report, which will summarize the technical analysis and issues evaluation that will support development of Housing Element policies and programs, and/or sites inventory methodology/selection. The third community meeting is anticipated to discuss the Public Review Draft Housing Element. These meetings will facilitate public feedback with questions to prompt input, such as questions related to housing needs and types in the city, housing programs and services, and housing challenges and opportunities.

During these meetings, LWC or the City could facilitate virtual breakout rooms if appropriate depending on the group size and content discussed. Breakout rooms could be organized by topic or simply be smaller groups discussing the same topics. LWC or the City would have a facilitator and a notetaker in each virtual breakout room. Breakout rooms should be available for non-English speakers as necessary. Depending on attendance by elected and appointed officials, the City and LWC would need to coordinate on procedures to comply with the Brown Act.

### *Timing*

- The first community meeting (kickoff/introductory) is anticipated to occur in June 2021.
- The second community meeting (e.g., Preliminary Report and/or sites inventory methodology/selection) is anticipated to occur in winter 2021-2022.
- The third community meeting (Public Review Draft Housing Element) is anticipated to occur in June/July 2022.

### *Roles*

- LWC will prepare agendas and presentations and present at these meetings. LWC will also answer questions as determined by the City and LWC. LWC will prepare meeting summaries. LWC's attendance will be virtual at two of community meetings and in-person at one of the community meetings, provided adequate COVID-19 protocols are in place.
- City will lead and facilitate these meetings. City will prepare and distribute meeting notifications. City will set up and administer the Zoom link, including phone participants. City will offer interpretation services according to City protocol. City would administer the assignment of attendees into virtual breakout rooms.



## *Stakeholder Group Meetings*

### *Purpose and Objective*

Stakeholder group meetings are intended to give LWC and the City greater insight into the highest priority considerations for the Housing Element update from the perspective of various stakeholders. This enables the City and LWC to better understand local challenges and opportunities that may not be effectively gathered in a larger group setting. The group meetings also serve to raise awareness for the project, building trust in the community for the overall process. In addition to stakeholder group meetings, the City anticipates conducting additional outreach such as additional stakeholder group meetings, phone interviews or other focused outreach efforts with key stakeholders.

### *Approach*

LWC will conduct two stakeholder group meetings with organizations representing different socio-economic members of the community to identify housing needs. A draft stakeholder list is included as an appendix to this PPP. As noted, additional stakeholder meetings or outreach may be appropriate and will be conducted by City staff.

LWC will provide discussion questions to the City for review prior to the group meetings. Questions will be open-ended, allowing respondents to drive the discussion, and focused on identifying key housing-related needs, opportunities, and constraints.

Confidentiality will be observed to the maximum extent possible to build trust, protect stakeholders from real or perceived harm, and garner more accurate responses. Results from the stakeholder group meetings will only be reported in aggregate form, and names of stakeholders will not be reported.

During these meetings, LWC or the City could facilitate virtual breakout rooms if appropriate depending on the group size and content discussed. Breakout rooms could be organized by topic or simply be smaller groups discussing the same topics. LWC or the City would have a facilitator and a notetaker in each virtual breakout room. Breakout rooms should be available for non-English speakers as necessary. Depending on attendance by elected and appointed officials, the City and LWC would need to coordinate on procedures to comply with the Brown Act.

### *Timing*

Stakeholder meetings are anticipated to occur in July/August 2021. The City will continue to communicate and engage with all participating stakeholders throughout the update process including notification of all public meetings and hearings.

### *Roles*

- LWC will prepare agendas and discussion questions for two stakeholder meetings, and will facilitate these meetings. LWC will also prepare meeting summaries. LWC's attendance will be virtual.
- City will coordinate with LWC to finalize the stakeholder list. City will contact stakeholders to invite their participation in the stakeholder group meetings. City will follow up with

stakeholders and send reminders ahead of the meeting(s). City will set up and administer the Zoom link, including phone participants. City will conduct additional, focused stakeholder outreach (e.g., individual phone interviews, possible additional meeting(s) of affiliated groups, etc.) throughout the process. City would administer the assignment of attendees into virtual breakout rooms.

## *Commission and Council Meetings/Hearings*

### *Purpose and Objective*

Involving elected and appointed officials throughout the Housing Element update process will facilitate information dissemination and raise awareness of the project. The purpose of the Commission and Council meetings/hearings is to provide opportunities for feedback from elected and appointed officials and the public throughout the process.

### *Approach and Timing*

LWC will work closely with City staff to prepare for and attend at total of seven Commission and Council meetings/hearings and will provide support and preparation assistance to City staff for up to 15 additional public meetings. Meetings/hearings that will be held will include (at least) the following:

- Housing Needs Assessment Findings/Preliminary Report
  - One with the Housing Commission
  - One with the Planning Commission
  - One with the City Council

The Housing Needs Assessment Findings/Preliminary Report meetings are anticipated to occur in September 2021.

- Draft Sites Inventory Methodology and Selection Criteria
  - One with the Housing Commission
  - One with the Planning Commission
  - One with the City Council

The Draft Sites Inventory Methodology and Selection Criteria meetings are anticipated to occur in October 2021.

- Final Sites Inventory Methodology and Selection Criteria
  - One with the Planning Commission
  - One with the City Council

The Final Sites Inventory Methodology and Selection Criteria meetings are anticipated to occur in October/November 2021.

- Sites Inventory Selection
  - One with the Housing Commission
  - Up to three with the Planning Commission
  - Two with the City Council

The Sites Inventory Selection meetings are anticipated to occur in November/December 2021.

- Implementation Plan and Policies and Programs Review
  - One with the Housing Commission
  - Two with the Planning Commission
  - One with the City Council

The Implementation Plan and Policies and Programs Review meetings are anticipated to occur in April 2022.

- Public Review Draft Housing Element
  - One with the Housing Commission
  - Two with the Planning Commission
  - One with the City Council

The Public Review Draft Housing Element meetings are anticipated to occur in June/July 2022.

- Public Hearings to adopt Housing Element
  - One with the Housing Commission
  - One with the Planning Commission
  - One with the City Council

The Public Hearings to adopt Housing Element are anticipated to occur in November/December 2022.

### Roles

- LWC will prepare presentations and present at these meetings if necessary. LWC will also answer questions as determined by the City and LWC. LWC's attendance will be virtual at four of meetings and in-person at three of the meetings, provided adequate COVID-19 protocols are in place.
- City will lead and facilitate these meetings. City will prepare and distribute meeting notifications, agendas, and agenda packets. City will set up and administer the Zoom link, including phone participants. City will offer interpretation services according to City protocol.

## Public Outreach Tools

### *Housing Element Update Website*

#### Purpose and Objective

The Housing Element Update website will serve as the primary medium through which community members access information and learn about the Housing Element Update.

#### Approach

The website will be user-friendly and updated regularly. Updates to website content will reflect public engagement opportunities as they are scheduled and material available for public review. The website software used will be Squarespace, which includes features such as mobile-optimized, translatable, and user-friendly interface with social media and comment boxes. LWC will create the website based on a website outline and style guide approved by the City. The page

will allow interested parties to sign up to be notified about future meetings and upcoming events and will be focused on six main pages: Home page, About page, Get Involved page, Project Documents page; FAQ page, and Contact Information page.

### Timing

The website landing page, [PleasantonHousingElement.com](https://PleasantonHousingElement.com) was published in April 2021. The complete website is anticipated to be published publicly in early May 2021 ahead of initial kick-off meetings.

### Roles

- LWC will create and maintain the website for the duration of the Housing Element Update project. LWC will coordinate with the City on taking the website offline at the conclusion of the project.
- The City will assist with website maintenance and provide input on website content throughout the project.

## *Social Media*

### Purpose and Objective

Social media will serve as an additional channel for promoting public engagement events and notifying the public when material is available for review. The intent is to reach a wider audience and increase participation in the development of the updated Housing Element.

### Approach

City managed social media accounts (e.g., Twitter, Facebook, Nextdoor, etc.) will be used for social media postings. The City's Public Information Officer will control all postings and social media activity on the City's accounts.

### Timing

Social media posts will be used throughout the project but will primarily be used to promote public engagement events (when scheduled and a reminder ahead of the event) and to provide notification when materials are available for public review.

### Roles

- LWC will prepare content for up to 10 social media posts. City will prepare any additional needed content.
- City will review and upload final posts on City's social media accounts. City will manage any comments or responses to social media posts.

## *Press Releases*

### *Purpose and Objective*

Press releases will serve as an additional method for communicating information about key events or milestones during the project. The intent is to reach a wider audience and increase participation in the development of the updated Housing Element.

### *Approach*

Press releases will be issued according to standard City protocol utilizing text prepared by LWC and approved by the City. Text will be inserted into the City's format by the City's Public Information Officer. Text for up to six press releases will be prepared by LWC to be reviewed and approved by the City.

### *Timing*

Press releases will be used throughout the project but will primarily be used to notify the community about key events or project milestones.

### *Roles*

- LWC will prepare content for up to six press releases. City will prepare any additional press releases as needed.
- City will review and finalize press releases according to the City's format and protocol. City will disseminate press releases.

## *Online Surveys*

### *Purpose and Objective*

Online surveys provide convenient and interactive access to engage in a planning project. The purpose of one or more online surveys would be to reach a wider audience and increase participation in the development of the updated Housing Element.

### *Approach*

LWC would collaborate with the City on intent and content for online surveys. The surveys would ask neutral, informative questions, would not exceed 20 questions, and would be designed to gain the most targeted information possible without over burdening respondents respective of time and level of detail. The surveys would end with an open-ended question, "Do you have anything else to add?" and space to provide a narrative response, which enables respondents to provide information that they believe was not queried in the survey or they feel is particularly important.

Online surveys would be administered and analyzed through SurveyMonkey. Access to surveys would be advertised on the Housing Element Update website, social media, and utilizing mailers and/or other tools. The same confidentiality protocol for the stakeholder group meetings would be observed for the online survey.

### Timing

An online survey can be used anytime throughout the process. However, it is anticipated the online survey will be conducted earlier in the project timeline (tentatively Summer/Fall 2021) so feedback can be incorporated in the Draft Housing Element.

### Roles

- The City would collaborate with LWC on preparing online survey questions and would finalize and publish the online survey questions. The City would analyze the results and prepare a slide deck or memo summarizing the results.
- City would translate the survey questions into appropriate languages and translate any written responses into English if necessary.

### *Informational Video*

#### Purpose and Objective

Short informational videos provide a user-friendly option for people to learn about the project. Video links can be posted on social media and the Housing Element Update website. The purpose would be to inform a larger number of people about the project and key issues associated with the project.

#### Approach

An informational video could help respond to critical concerns or issues otherwise addressed in a frequently asked questions (FAQ) on the website or could help bolster community awareness of ways they can participate in the process. The length should be less than three minutes.

#### Timing

An informational video can be used throughout the process to advertise FAQ's, the project website, community meetings, and specific Commission or Council meetings.

#### Roles

An informational video could be created and edited by the City in consultation with LWC, to include appropriate topics and content as needed throughout the process and uploaded onto the website.

## *Mailers*

### *Purpose and Objective*

Mailers can reach a large portion of residents through general physical address mailings, utility bill inserts, or postal mailers to multi-family housing sites. The purpose would be to reach a wider audience and increase participation in the development of the updated Housing Element.

### *Approach*

Mailers, including utility billing envelopes, can be advantageous to initiate public interest and awareness in a project, to promote online surveys, and inform the community about how to get more information (e.g., URL and QR code for the website). Content and layout for mailers would be prepared by the City with printing and distribution conducted by the City.

### *Timing*

Mailers should go out earlier in the project timeline once the website is up to publicize the website and update process as well and/or when online survey(s) would be available.

### *Roles*

- The City would prepare mailer content and layout (print ready).
- City would print and distribute mailers.

## *Flyers*

### *Purpose and Objective*

Flyers can reach residents that may not be otherwise informed of community meetings or other public meetings. The purpose of flyers would be to reach a wider audience and increase participation in the development of the updated Housing Element.

### *Approach*

Flyers can be posted at physical locations that may better reach certain community members. Some typical flyer posting locations are grocery stores, apartment rental agencies, employment service offices, laundromats, transit stations or bus stops, and community bulletin boards. Flyers will also be posted at City Hall and handed out at special events such as the Farmers Market and Weekends on Main.

### *Timing*

Flyers can be used throughout the process to advertise the project website, community meetings, and specific Commission or Council meetings.

### *Roles*

- The City would prepare flyer content and layout (print ready).
- City would print, and physically post flyers.

## *Signs and Banners*

### *Purpose and Objective*

Signs and Banners can reach residents that may not be otherwise informed of community meetings or other public meetings. The purpose of signs and banners would be to reach a wider audience and increase participation in the development of the updated Housing Element.

### *Approach*

Signs can be posted at physical locations that may better reach certain community members. The City has several approved locations for banners, including the downtown Pleasanton arch, and as part of monument signs at sites such as the Library and several City parks.

### *Timing*

Signs and Banners can be used throughout the process to advertise the project website, community meetings, and specific Commission or Council meetings.

### *Roles*

- The City would prepare sign and banner content and layout (print ready).
- City would print and physically hang signs and banners.

## *Other Outreach*

### *Purpose and Objective*

Throughout the project, a variety of additional outreach tools will be utilized by the City as needed in order to reach additional audiences and populations that may have been missed.

### *Approach*

Additional outreach tools that may be used include but are not limited to the following:

- Articles and advertisements in Pleasanton Weekly or other private print and virtual media as well as articles and advertisements in City-sponsored print media, including: *Progress*, *Edge*, Activities guides by the Recreation Division, Gingerbread Preschool newsletter, and Adobe newsletter.
- Reports to additional commissions and committees outside of the Housing Commission and Planning Commission.
- Presentations or sharing at the Senior Center.
- Booth and signs at the Farmers Market / Weekends on Main.
- Business size cards with project information for City Building Division inspectors to provide to homeowners.
- Bookmarks with project information placed at the Information Desk at the library.



- Inclusion of project information on electronic public displays at City Hall, the Public Library, and at the Senior Center.
- Integrate information into Mayors' Report broadcast on TV 30
- Broadcast on TV 30 as a public service announcement.

### Timing

Additional outreach efforts can be made throughout the project as needed.

### Roles

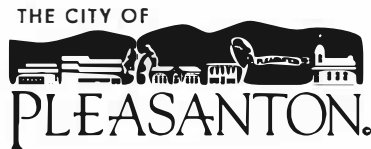
- The City would consult with LWC on general content and which populations and groups that need additional outreach but be responsible for preparing any additional content.

# Appendix

## Draft Stakeholder List

LWC will work with City staff to develop a list of organizations to include in targeted outreach for the Housing Element Update. A preliminary list is included below, and will be expanded as needed during the course of the project:

- Affordable housing developers (e.g., Eden Housing, Beacon Communities, BRIDGE Housing, Mercy Housing, MidPen Housing, Habitat for Humanity East Bay, SAHA, etc.)
- Market-rate housing developers
- ECHO Housing
- CityServe of the Tri Valley
- Sunflower Hill
- Community Resources for Independent Living (CRIL)
- East Bay Innovations
- Regional Center of the East Bay (RCEB)
- Kaleidoscope Community Adult Program
- Keystone Adult Learning Center
- Resources Education Activities Community and Housing for Special Adults of the Tri-Valley (REACH)
- Bay Area Community Services (BACS)
- Senior Support Program of the Tri-Valley
- Pleasanton Unified School District
- Downtown Associations (PDA, PHA, etc.)
- Religious and cultural organizations
- Chamber of Commerce
- Local realtors
- Major employers
- Property owners



## CITY COUNCIL AGENDA REPORT

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March 2, 2021  
Community Development  
Planning Division

**TITLE: APPROVE THE ANNUAL PROGRESS REPORT ON IMPLEMENTATION OF THE GENERAL PLAN HOUSING ELEMENT AND GROWTH MANAGEMENT REPORT FOR CALENDAR YEAR 2020 AND AUTHORIZE SUBMITTAL TO THE CALIFORNIA DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT AND THE GOVERNOR'S OFFICE OF PLANNING AND RESEARCH**

### **SUMMARY**

An Annual Progress Report (APR) on the status of the Pleasanton General Plan Housing Element has been prepared for the 2020 calendar year, per State law. The report must be approved by the local legislative body through a resolution and submitted to the State Department of Housing and Community Development (HCD) and the Governor's Office of Planning and Research (OPR) by April 1<sup>st</sup> of each year to show the status of implementation of the Housing Element goals, policies, and programs. In addition, a report on efforts to meet goals of the Growth Management Ordinance is also included. This annual report will be the sixth submitted for the current (2015-2023) Housing Element cycle.

### **RECOMMENDATION**

Staff recommends the City Council adopt the resolution accompanying this report that approves the 2020 Housing Element Annual Progress Report and authorizes submittal of the report to the HCD and OPR.

### **FINANCIAL STATEMENT**

No financial impact.

## **BACKGROUND**

Section 65400 of the California Government Code requires the City to file an annual report with the State Department of Housing and Community Development (HCD) addressing the status of the General Plan Housing Element and progress made toward implementing its goals and policies. The General Plan Housing Element for the 2015-2023 planning period was adopted by the City Council on January 6, 2015. This annual report will be the sixth submitted for this Housing Element cycle.

## **DISCUSSION**

The Housing Element Annual Progress Report – 2020 is attached for City Council review (Attachment 1). HCD has specific reporting requirements for the Annual Progress Report, including information contained in a series of standardized spreadsheet tables (completed tables are attached to this report). State housing legislation approved in 2017, requiring more detailed reporting and additional data to be submitted as part of the APR, is now in effect and reflected in this Housing Element APR. Some of the new standardized tables required by HCD, particularly Table A2, are difficult to reproduce in a viewer friendly manner. Staff has attempted to make the tables as clear as possible and a link to pdf copies is available upon request or on the City's website.

In the past, HCD only required reporting on the number of housing unit permits issued each reporting year. HCD now requires reporting on the number of completed entitlements, housing unit permits issued, and housing permits finalized during the year, including the type of units (single-family, multifamily, etc.), and their affordability categories (very low-, low-, moderate- and above moderate-income). Table B of Attachment 1, shown on the next page, is a summary that tracks building permits issued for each year of the Housing Element's Regional Housing Needs Allocation (RHNA) period (2015-2023). In 2020, entitlements were given for nine new residential housing units, building permits were issued for 45 new residential housing units, and 114 residential units under construction were finalized.

The 45 building permits issued in 2020 is a notable decrease from the number issued in 2018 (98) and 2019 (127), and a substantial decrease from the peak of housing construction in 2015 and 2016 when more than 1,200 new units came on-line. Following the peak, there was a steep drop-off once several of the higher density Housing Element opportunity sites were developed, and the number of permits issued had largely stabilized, to around 100 per year. Although the majority of active, larger-scale housing projects in the City are near completion, contributing to the slow-down, the decrease this year may also be attributed to COVID restrictions and the County Shelter-in-Place Order (SIPO), which caused building permits in March through May to only be issued for essential work and limiting the amount of construction during that time.

Based on the existing market demand and approvals/entitlements issued in the past years, staff expects the City will issue a similar number (around 50 permits) in 2021 as in 2020. Projects expected to begin construction include the Lund Ranch and Austin-Meadowlark subdivisions, as well as a smaller number of new single-family homes and Accessory Dwelling Units.

Tables 1 and 2 summarize RHNA progress in the current and prior cycles (Table B in the APR). The City has produced a total of 353 affordable units so far within our current eight-year cycle (2015-2023) compared to a total of 207 affordable units in the entire eight-year cycle between 2007-2014.

**Table 1: – Current Cycle (2014-2022) RHNA Progress**

Regional Housing Needs Allocation Progress										
Permitted Units Issued by Affordability										
		1	2						3	4
Income Level		RHNA Allocation by Income Level	2015	2016	2017	2018	2019	2020	Total Units to Date (all years)	Total Remaining RHNA by Income Level
Very Low	Deed Restricted	716	54	128	0	25	23	0	230	486
	Non-Deed Restricted		0	0	0	0	0	0		
Low	Deed Restricted	391	16	21	6	28	6	0	78	313
	Non-Deed Restricted		0	0	1	0	0	0		
Moderate	Deed Restricted	407	0	0	0	0	0	0	45	362
	Non-Deed Restricted		2	10	6	7	11	9		
Above Moderate		553	819	228	102	38	87	38	1310	0
Total RHNA		2067								
Total Units			891	387	115	98	127	45	1663	1161

**Table 2: Prior Cycle (2007-2014) RHNA Progress**

Table B												
Regional Housing Needs Allocation Progress												
Permitted Units Issued by Affordability												
		1	2								3	4
Income Level		RHNA Allocation by Income Level	2007	2008	2009	2010	2011	2012	2013	2014	Total Units to Date (all years)	Total Remaining RHNA by Income Level
Very Low	Deed Restricted	1,076	0	0	0	0	0	0	35	38	97	979
	Non-Deed Restricted		0	0	0	0	0	21	3	0		
Low	Deed Restricted	1,599	0	0	0	5	0	0	0	0	30	1569
	Non-Deed Restricted		0	0	0	0	0	21	3	1		
Moderate	Deed Restricted	720	0	0	0	0	0	0	0	0	80	640
	Non-Deed Restricted		5	2	1	35	0	24	12	1		
Above Moderate		753	29	21	13	30	41	401	259	283	1077	0
Total RHNA		4,148										
Total Units			34	23	14	70	41	467	312	323	1284	3188

**GROWTH MANAGEMENT REPORT**

A Growth Management Report was presented to the City Council on October 15, 2013, determining the annual unit allocation commencing July 1, 2014, through June 30, 2022 – this annual allocation is 235 units, consistent with the City’s RHNA (Regional Housing Need Allocation). On February 3, 2015, the City Council further amended Pleasanton

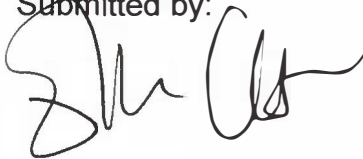
Municipal Code Chapter 17.36 to ensure the Growth Management Ordinance does not include constraints that would prevent the City from meeting its share of the regional housing need for all income levels during the Housing Element planning period and stated the City's intention to have the City Manager regularly report on efforts to meet goals of the Growth Management Ordinance.

In 2020, the City approved a total of five (5) new Growth Management Allocations for five single-family home units. It should be noted an additional four (4) Accessory Dwelling Units were also approved in 2020 – these units are exempt from the Growth Management Allocation requirements.

### **ENVIRONMENTAL ASSESSMENT**

This is an informational report and not a project as defined by CEQA Guidelines Section 15378. Therefore, no environmental assessment is required.

Submitted by:



Ellen Clark  
Director of Community  
Development

Approved by:



Nelson Fialho  
City Manager

Attachments:

1. Resolution, Approving and Authorizing Submittal of the City of Pleasanton Housing Element Annual Progress Report – 2020

**RESOLUTION NO. 21-\_\_\_\_\_**

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF PLEASANTON APPROVING THE ANNUAL PROGRESS REPORT ON IMPLEMENTATION OF THE GENERAL PLAN HOUSING ELEMENT FOR THE CALENDAR YEAR 2020 AND AUTHORIZING SUBMITTAL TO THE CALIFORNIA DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT AND THE CALIFORNIA GOVERNOR'S OFFICE OF PLANNING AND RESEARCH**

**WHEREAS**, California Government Code Section 65400 requires cities to prepare an annual report on the status of, and progress on the implementation of, the General Plan Housing Element, and to submit that report to various State agencies by April 1; and

**WHEREAS**, a Housing Element Annual Progress Report for the 2019 calendar year has been prepared; and

**WHEREAS**, on March 2, 2021 the City Council of the City of Pleasanton reviewed the report.

**NOW, THEREFORE BE IT RESOLVED THAT THE CITY COUNCIL OF THE CITY OF PLEASANTON DOES RESOLVE, DECLARE, DETERMINE AND ORDER THE FOLLOWING:**

**SECTION 1.** The report accurately reflects the City's progress in implementing the General Plan Housing Element.

**SECTION 2.** The City Council authorizes submittal of the attached Pleasanton Housing Element Annual Progress Report – 2020, shown in Exhibit A, attached hereto and made part of this case by reference, to the California Department of Housing and Community Development, and the Governor's Office of Planning and Research, as required by statute.

**PASSED, APPROVED AND ADOPTED** by the City Council of Pleasanton at a regular meeting held on March 2, 2021.

I, Karen Diaz, City Clerk of the City of Pleasanton, California, certify that the foregoing resolution was adopted by the City Council at a regular meeting held on the 2<sup>nd</sup> day of March 2021, by the following vote:

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

\_\_\_\_\_  
Karen Diaz, City Clerk

Dated: \_\_\_\_\_

APPROVED AS TO FORM:

\_\_\_\_\_  
Daniel G. Sodergren, City Attorney

