

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT
DIVISION OF HOUSING POLICY DEVELOPMENT

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February 24, 2009

Mr. David Chantarangsu
Assistant Director of Planning
City of Glendora
116 E. Foothill Blvd.
Glendora, CA 91741-3380

Dear Mr. Chantarangsu:

RE: Review of the City of Glendora's Draft Housing Element

Thank you for submitting Glendora's draft housing element received for review on December 16, 2008. The Department is required to review draft housing elements and report the findings to the locality pursuant to Government Code Section 65585(b). A telephone conversation on with you and Ms. Veronica Tam, the City's consultant, facilitated the review.

The Department commends the City for its efforts during the previous planning period to adopt the Route 66 Corridor Specific Plan allowing densities of up to 50 units per acre and encouraging mixed-uses. While the draft element addresses many statutory requirements, revisions will be necessary to comply with State housing element law (Article 10.6 of the Government Code). In particular, the element should include a complete analysis of identified sites and governmental constraints. The enclosed Appendix describes these and other revisions needed to comply with State housing element law.

Please note, pursuant to Government Code Section 65583(c)(7), the City must continue to make a committed effort to include residents and community stakeholders during the revision and adoption of the element and subsequent submittals should describe these efforts. The Department would be happy to arrange a meeting in either Glendora or Sacramento to provide any assistance needed to facilitate your efforts to bring the element into compliance. If you have any questions or would like assistance, please contact James Johnson, of our staff, at (916) 323-7271.

Sincerely,

Cathy E. Creswell
Deputy Director

Enclosure

cc: Veronica Tam, Consultant

APPENDIX CITY OF GLENDORA

The following changes would bring Glendora's housing element into compliance with Article 10.6 of the Government Code. Accompanying each recommended change, we cite the supporting section of the Government Code.

Housing element technical assistance information is available on the Department's website at www.hcd.ca.gov/hpd. Refer to the Division of Housing Policy Development and the section pertaining to State Housing Planning. Among other resources, the Housing Element section contains the Department's latest technical assistance tool *Building Blocks for Effective Housing Elements (Building Blocks)* available at www.hcd.ca.gov/hpd/housing_element2/index.php, the Government Code addressing State housing element law and other resources.

A. Housing Needs, Resources, and Constraints

1. *Include an analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition (Section 65583(a)(2)).*

The element should be revised to include information on rates of overpayment for lower-income households by tenure. For your information, Comprehensive Housing Affordability Strategy (CHAS) data from Census 2000 indicated 1,308 lower-income renter households (76 percent) and 1,325 owner lower-income households (61 percent) overpay.

2. *Include an inventory of land suitable for residential development, including vacant sites and sites having the potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites (Section 65583(a)(3)). The inventory of land suitable for residential development shall be used to identify sites that can be developed for housing within the planning period (Section 65583.2).*

Glendora has a regional housing need allocation (RHNA) of 745 housing units, of which 311 units are for lower-income households. To address this need, the element relies on vacant and underutilized sites, including sites within Specific Plans and Mixed-Use Overlay areas. To demonstrate the adequacy of these sites and strategies to accommodate the City's share of the RHNA, the element must be revised as follows:

Progress in Meeting the RHNA: The element indicates 368 units (page 52), of which 94 are indicated as being affordable to lower-income households, have been issued certificates of occupancy since the beginning of the planning period. The element indicates eight second units were credited as affordable based on comparable rents for efficiency units based on the affordability rates in Table 15 (page 23). Please note, however, to credit these eight units towards the City's RHNA, the element must include information on the actual rents (i.e., through a rent survey) used to determine affordability.

Realistic Capacity: For mixed-use sites, the residential capacity estimates should also account for the potential for non-residential uses and any performance standards mandating a specified portion of a mixed-use site as non-residential (i.e., first floor, front space as commercial).

Suitability of Non-Vacant/Underutilized Sites: The City is relying solely on underutilized sites to accommodate its remaining regional need for lower-income households. Accordingly, the element must demonstrate the suitability of non-vacant sites including an evaluation of the extent to which existing uses may impede additional residential development. This analysis could utilize interest from property owners, applications in the planning stage or recent redevelopment activity as well as current circumstances which may lead to redevelopment, such as discontinuing uses, to demonstrate their suitability in the planning period and describe any incentives that will be provided to encourage affordable residential development on the sites.

For example, numerous sites in the inventory are indicated in Appendix A as having existing single- or multi-family residential uses, including existing mobilehome parks, occupying the site – most of which appear through the aerial images provided to be occupied and in good condition. The element must clearly indicate how these sites can realistically provide redevelopment potential within the planning period to meet the City's remaining housing need for lower-income households. This analysis should include a description of structural conditions or other circumstances (i.e., age of structure, ownership, occupancy) demonstrating the redevelopment potential to more intense residential uses.

In addition, the element includes some general information on the suitability of sites stating only parcels that “exhibit the most feasible redevelopment potential in the near term due to existing conditions and specific plan objectives” are included. The element, however, provides no information on the methodology used to determine suitability of these sites.

Lot Consolidation Opportunities: Appendix A includes a listing of sites, the majority of which are comprised of multiple parcels. The element indicates the City incentivizes lot consolidation through increased allowable densities of up to an additional 15 units per acre, increasing the maximum allowable density to 45 units per acre within the Route 66 Corridor Specific Plan Area. The element, however, should indicate whether identified parcels are under common ownership or how sites were otherwise determined to be candidates for lot consolidation and a description of how the City facilitates the process.

Suitability and Availability of Infrastructure: The element must identify whether existing or planned total water and sewer capacity is available to accommodate Glendora's share of the regional housing need.

Sites with Zoning for a Variety of Housing Types: The housing element must demonstrate the availability of sites, with appropriate zoning, that will *encourage and facilitate* a variety of housing types. An adequate analysis should, at a minimum, identify whether and how zoning districts explicitly allow the uses, analyze whether zoning, development standards and permit procedures encourage and facilitate these housing types. If the analysis does not demonstrate adequate zoning for these housing types, the element must include implementation actions to provide appropriate zoning.

Emergency Shelters: Program 12 states the City will permit emergency shelters by-right through an administrative procedure in an appropriate overlay zone. The element, however, must provide information to demonstrate the appropriateness of the overlay zone, including identifying sufficient capacity, to accommodate the City's need for emergency shelters. While the element notes the overlay will be along transportation corridors, it should describe the amount of acreage to be included in the overlay. For example, the element must demonstrate sufficient opportunities for at least one new emergency shelter in the planning period, within the overlay area.

As you know, Chapter 633, States 2007 (SB 2), amended State law to allow for and encourage multi-jurisdiction coordination by allowing local governments to implement multi-jurisdictional agreements with a maximum of two adjacent jurisdictions. Please note, however, if the City is pursuing a multi-jurisdictional agreement, the element must demonstrate a commitment by the participating jurisdictions to develop at least one year-round shelter within two years of the housing element planning period (by June 30, 2010). In addition, the element must describe the following:

- How will the joint facility address Glendora's need for homeless shelters?
- Detail Glendora's contribution, both in the development and ongoing management, of the emergency shelter.
- Estimate the amount and source of funding to be contributed.
- Demonstrate that the jurisdictions have or will adopt an agreement allocating a portion of the new shelter capacity to each jurisdiction as a credit against its identified need.

Transitional Housing and Supportive Housing: Program 12 indicates the City will permit transitional and supportive housing by-right in zones where multifamily housing is permitted. The element, however, indicates if developed as group quarters, transitional and supportive housing developments will be treated as residential care facilities subject to a conditional use permit (CUP) if serving greater than seven individuals. Please note, pursuant to Section 65583(a)(5), transitional and supportive housing must only be subject to the same permitting processes as other residential uses of the same type housing in the same zone regardless of the number of people without undue special regulatory requirements. The element should demonstrate zoning consistent with these requirements or revise programs as appropriate.

3. *Analyze potential and actual governmental constraints upon the maintenance, improvement, and development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. The analysis shall also demonstrate local efforts to remove governmental constraints that hinder the locality from meeting its share of the regional housing need in accordance with Section 65584 (Section 65583(a)(5)).*

Land-Use Controls: Given the reliance on specific plan areas to address the City's remaining regional need for lower-income households, the element must describe development standards and processing requirements in these areas. While the element includes information on the Route 66 Corridor Specific Plan area (Table 28, page 39), it should also include information on the Barranca Gateway and Town Center-Mixed Use sub-districts. In addition, the element indicates a requirement for one garaged and one

uncovered parking space per unit, regardless of unit size, for multifamily developments. The element should analyze the impacts of the City's multifamily parking requirements on the supply and affordability of housing. While the element indicates incentives and reduced parking requirements for mixed-use projects (page 39), it should describe any incentives for multifamily projects affordable to lower-income households or housing for persons with disabilities.

Permit Processing: While the element briefly describes Glendora's permit process (pages 46-47), it must thoroughly describe and analyze the City's permit processing and approval procedures by zone and housing type. To address this requirement, the element should discuss typical processing procedures and times for single-family, multifamily, and mixed-use projects including type of permit, level of review, including any discretionary approval procedures (i.e., CUP and design review requirements). For example, the element states (page 47) "development plans are reviewed by the City to ensure orderly development, aesthetic design, safe and harmonious places." The element also states the reviewing body looks at several characteristics of the development including whether the use will "adversely affect the character and integrity of the area, the utility and values of the in the area." These standards must be further described and analyzed for their potential impact on approval certainty, timing, and cost. For additional information, refer to the sample analysis in the *Building Blocks*' technical assistance tool at http://www.hcd.ca.gov/hpd/housing_element2/CON_permits.php.

4. *Analyze the opportunities for energy conservation with respect to residential development (Section 65583(a)(8)).*

The element briefly discusses the City's rehabilitation programs and participation in local utility programs. However, given the importance of promoting strategies to address climate change and energy conservation, the City should consider adding programs to promote and encourage energy conservation. For example, a program could include a specific schedule of actions to establish incentives to encourage green building techniques by a date certain, create a marketing plan, and include incentives to build housing that exceeds Title 24 requirements and promotion of energy audits.

In addition, while the element discusses opportunities within the Route 66 Corridor Special Plan for compact, mixed-use development, it could be revised to link these efforts to the City's strategies to address climate change objectives.

Additional information on potential programs to address energy conservation objectives is available in the *Building Blocks*' technical assistance tool at http://www.hcd.ca.gov/hpd/housing_element2/SIA_conservation.php and the Department's *Green Building and Sustainability Resources* bibliography at http://www.hcd.ca.gov/hpd/green_build.pdf.

B. Housing Programs

1. *Identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing, factory-built housing, mobilehomes, and emergency shelters and transitional housing. Where the inventory of sites, pursuant to paragraph (3) of subdivision (a), does not identify adequate sites to accommodate the need for groups of all household income levels pursuant to Section 65584, the program shall provide for sufficient sites with zoning that permits owner-occupied and rental multifamily residential use by right, including density and development standards that could accommodate and facilitate the feasibility of housing for very low- and low-income households (Section 65583(c)(1)).*

As noted in finding B2, the element does not include a complete site analysis and therefore, the adequacy of sites and zoning have not been established. Based on the results of a complete sites inventory and analysis, the City may need to add or strengthen programs to address a shortfall of sites or zoning available to encourage a variety of housing types. The element should also be revised as follows:

The element includes Program 11 to facilitate lot consolidation and mixed-use development through the provision of increased allowable densities. As the City is relying solely on underutilized sites and the potential for mixed-use development to accommodate the City's remaining RHNA for lower-income households on sites within the Route 66 Specific Plan area, this program should be revised to include a commitment by the City to work with local housing developers to encourage and facilitate new projects with housing affordable to moderate- and lower-income households.

Program 12: As stated previously, the proposed zoning ordinance amendments must establish a review and approval process that ensures transitional and supportive housing is treated as a residential use and subject to the same permitting processes as other housing in the subject zone and without undue special regulatory requirements. In addition, the element should identify which zones will allow single-room occupancy units, describe the anticipated permit processing procedures and demonstrate any new development standards will encourage and facilitate this housing type.

2. *The housing element shall contain programs which assist in the development of adequate housing to meet the needs of extremely low-, low- and moderate-income households (Section 65583(c)(2)).*

The element must be revised to include specific actions the City will take to encourage the development of housing affordable to lower- and moderate-income households over and above encouraging the use of density bonuses. For example, the element includes Policy 2.3 stating the City will use density bonus and other incentives to facilitate development of new housing for extremely low-, very low- and low-income households. The element should, however, describe these incentives and include programmatic

actions describing the steps the City will take to encourage the development community to apply for density bonuses and other incentives. If promotional or educational materials are needed to increase the effectiveness of these incentives, the element should include a timeline for making the materials available.

In addition, these programs should be revised as follows:

Program 6: The program should reflect specific dates by which the City will: 1) evaluate program feasibility; 2) make necessary modifications; and, 3) develop marketing materials to advertise the program to ensure program success.

Program 7: If the City intends to apply for HOME funds, the element should be revised to include specific application dates and responsible entities.

The element should also be revised to include a program action to update the City's zoning code for compliance with recent statutory changes to State density bonus law.

3. *The housing element shall contain programs which "address, and where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing" (Section 65583(c)(3)).*

As noted in finding 3-1, the element requires a more detailed analysis of potential governmental constraints. Depending upon the results of that analysis, the City may need to strengthen or add programs and address and remove or mitigate any identified constraints.

4. *The housing program shall promote equal housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin color, familial status or disability (Section 65583(c)(5)).*

Program 14: The program indicates the City participates in the Inland Fair Housing and Mediation Board to provide fair housing services to residents. However, the element should be revised to describe the City's role in promoting fair housing programs and describe how the City disseminates information and referral resources to residents.