

City of Isleton

DATE: April 18, 2024

City Council Planning Commission Staff Report

ITEM#: 4.A.1

GENERAL PLAN HOUSING ELEMENT SITE INVENTORY MAP

BACKGROUND: The Planning Commission and City Council approved/adopted the 6th Cycle, 2021-29 Housing Element, in October 2022. This document was then submitted to the California Department of Housing and Community Development (HCD) for final certification. On December 5, 2022, HCD notified the City via email that they would certify the Housing Element with a change to Action H-2.2 which requires ministerial review of housing projects located on target vacant land in the City. The City is mandated under State Housing Law to ensure that the City reserves adequate sites for the development of at least 8 affordable housing units in accordance with the State assigned Regional Housing Needs Allocation (RHNA). Attachment B to this report outlines all the public meetings the City had to address the site's inventory which was a basis for the current housing element document.

Affordable housing means a housing project where at least 20% of the dwelling units are reserved for lower income households. This does not mean the City has to develop these units; it just means the City needs to show that there is sufficient vacant land in the City to accommodate the development of at least 8 lower income housing units in the City.

For this joint meeting of the City Council and Planning Commission, a discussion will be led by Ethan Mobley, the City's Housing Element Consultant, to explain how a site inventory was conducted and what options the City has to demonstrate housing capacity compliance with RHNA. This will include a Power Point presentation. Attachment A of this report provides more details of this review.

RECOMMENDATION: Discuss options for the City.

Attachment A-City of Isleton Housing Element Sites Report
Attachment B-Current Housing Element Adoption Process History

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ATTACHMENT A CITY OF ISLETON HOUSING ELEMENT SITES REPORT

Section 5 of the Housing Element Background Report discusses Isleton's available residential land, calculates the residential unit development potential of this land, and reviews the adequacy of services to support future housing development. The residential holding capacity includes a summary of existing vacant sites, adequate above-moderate income sites as they contribute to meeting Isleton's Regional Housing Need Allocation (RHNA) goals. Links to Adopted Housing Element:

Policy Document:

https://cityofisleton.com/wp-content/uploads/2022/12/01-Isleton_Housing-Element_Policy-Doc_HCD-Cert-FINAL.pdf

Background Document:

https://cityofisleton.com/wp-content/uploads/2022/12/02-Isleton_Housing-Element_Background-Report_HCD-Cert-FINAL.pdf

Hard copies of these documents are available upon request of staff.

An adequate supply of residentially zoned land available for development is one of the most critical resources necessary to meet future housing demand and a critical component to a Housing Element. Without adequate vacant land, the City of Isleton cannot demonstrate how it will accommodate the RHNA to the State and the City would fall out of compliance with State Housing Law.

The State law governing the preparation of housing elements emphasizes the importance of an adequate land supply by requiring that each housing element contain "an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites" (Cal. Gov't. Code § 65583(a)(3)). In accordance with the requirements of Cal. Gov't Code § 65583.2(c), the City conducted an inventory of vacant land suitable for affordable housing within the City of Isleton.

Figures 1 through 4 presents maps of various vacant parcels and how, based on this methodology, the City may determine which sites might be selected for reserved capacity for lower income housing units. Although a certain site, or sites, may be selected for this type of housing, it does not mean that the City has targeted this site, or sites for the only location that the City would allow this type of housing. For example, the City might receive a development application for an affordable housing project elsewhere in the City (which based on State Housing Law) may not deny such application, regardless of where it might be located. Selection of a particular site for lower income housing is intended to demonstrate to the State, per Housing Law, that the City has capacity to develop a housing project at a greater housing density, that could then be used for demonstrating compliance with City's RHNA.

Current Methodology Used for the Housing Element Sites Inventory: The following methodology/criteria were used to map vacant residential sites that allow higher-density residential development:

Location: The assessment included all parcels within the city limits of Isleton.

Vacancy: Vacant parcels were initially selected based on the County Assessor’s Parcel Roll structure square footage attribution (see Exhibit #1 for map of vacant sites). See Exhibit #1 Vacant Parcels and Exhibit #2 for Ground Verified Residential Vacant.

Zoning Districts. Residential unit capacities in the inventory are calculated by zoning district as shown in the table below. The income levels are assigned based on the residential density allowances. Where “Defer to GP” is listed, the densities and income levels are derived from the general plan designations for parcels within those zoning designations, outlined in Table 6-3. Zoning that defers to the general plan designations includes zoning that allows residential development but does not specify residential density allowances. The inventory includes parcels that have the zoning designations identified in Table 5-1. Sites identified in the site inventory are appropriate for development of affordable housing in Isleton, which is considered a suburban community with a default density of at least 20 dwelling units per acre.

Table 5-1: Zoning Densities & Income Levels

Code	Zone	Max per Acre Unit Density	Working Income Level
MXU	Mixed Use Development	22	Low Income
R-1-7	One Family Residential District 7,000 Square Foot Lot Minimum	1	Above Moderate Income
R-M-2	Multi Family Residential District 2,000 Square Foot Lot Minimum	22	Low Income
R-M-3	Multi Family Residential District 33,000 Square Foot Lot Minimum	15	Moderate Income
R-MH	Multi Family Residential District Mobile Home Park	8	Moderate Income
CC	Central Commercial District	-	<i>Defer to GP Mixed Use Density</i>
PDI	Planned Industrial	-	<i>Defer to GP Mixed Use Density</i>

General Plan Land Use Designations. This inventory summarizes all available sites with potential for residential development as assumed from their zoning and vacancy status. Where zoning does not specify residential density allowances, the general plan designations for residential density and income levels were used in unit capacity calculations as follows:

Table 5-2: General Plan Designations Densities & Income Levels

General Plan Land Use Designation	Preferred LU DU/Acre	Per Acre Density	Income Level
Low Density (LD)	9 DU/1 acres	9	Moderate Income
Low Density Reserve/Open Space Reserve (LDROSR)	9 DU/1 acres	9	Moderate Income
Medium Density (MD)	15 DU/1 acres	15	Moderate Income
Mobile Home (MH)	15 DU/1 acres	15	Low Income
Mixed Use (MXU)	15 DU/1 acres	15	Moderate Income
Planned Low Density (PDL D)	9 DU/1 acres	9	Moderate Income
Residential/Commercial (RC)	22 DU/1 acres	22	Low Income

In order to calculate the number of units that will accommodate its share of the regional housing need for lower-income households, a jurisdiction is required to either:

- Provide an analysis demonstrating how the adopted densities accommodate this need. The analysis shall include, but is not limited to, factors such as market demand, financial feasibility, or information based on development project experience within a zone or zones that provide housing for lower-income households.
- Use the “default density standards,” outlined in the Cal Gov’t. Code. that are deemed appropriate to accommodate housing for lower-income households given the type of the jurisdiction. Isleton is classified as a suburban jurisdiction because it is located within a Metropolitan Statistical Area (MSA) and has a population less than 25,000. The default density standard for a suburban jurisdiction is “sites allowing at least 20 units per acre.” Sites that meet this density standard are appropriate for accommodating Isleton’s share of the regional housing need for lower-income households. (Cal. Gov’t. Code § 65583.2(c)(3))

Tables 5-1 and 5-2 show the assumptions used to determine the inventoried income level based on density allowed by the zoning and General Plan land use designations for each site in the city. See Exhibit 3 for Vacant Residential Categorized by HCD Income Level/Densities Map

Mixed-use parcels are assumed at a 50 percent buildout because other uses may occur on various sites that would reduce available residential land. This is a conservative assumption, as much of the area zoned mixed use in Isleton has already been subdivided exclusively for residential with a much higher residential buildout percentages for each lot. See Figure 5-3. However, a different methodology may need to be developed if a different site is selected.

Table 5-4 portrays the vacant site inventory by income level. All units are included in the current site inventory and unit capacity summary calculations. Low-income sites identified were used in the previous (5th) housing element cycle. The City assumes that the sites were used in both the 4th and the 5th housing cycle. As a result, the City added Action-H.2.2 to the policy document to

rezone to allow lower income housing by right for sites identified in Appendix A, of the Background Report.

Table 5-4: Vacant Site Inventory Totals

	Very Low Income	Low Income	Moderate Income	Above-Moderate Income	Total Units
RHNA 2021-2029 Housing Goal (units)	5	3	6	14	28
Total Residential Unit Capacity on Vacant Sites	49		21	0	70
Housing Capacity Deficit/Surplus	41		15	-14*	42

*Surplus of Moderate-income units can be used to meet a deficit for above moderate-income units. The surplus of moderate-income units (15) exceeds the deficit of 14 above-moderate units goal.

Exhibit 1: Vacant Parcels

VACANT PARCELS

based on assessor data



Exhibit 2: Ground Verified and Residential Vacant Map

VACANT PARCELS

verified vacancy & residential eligible land use

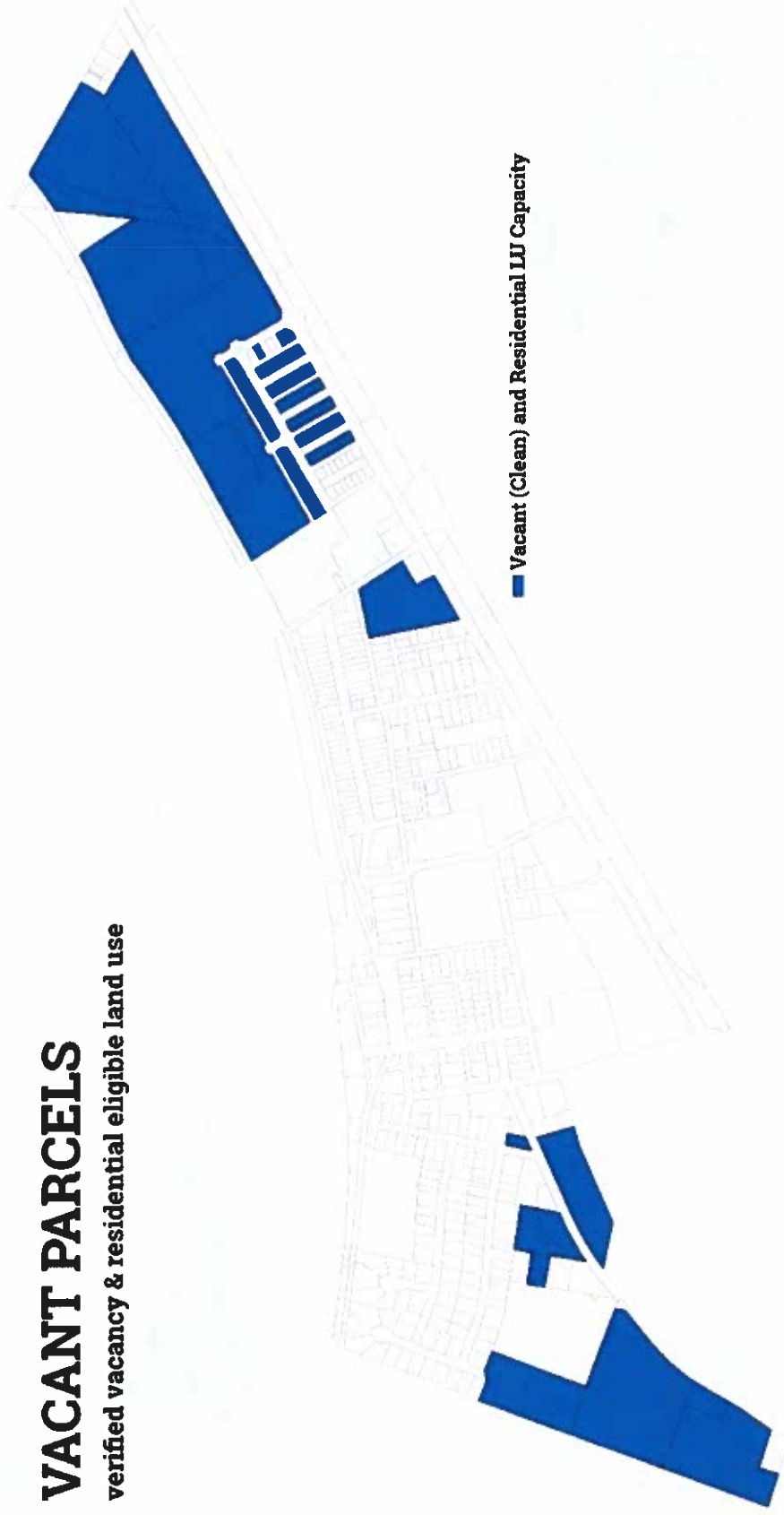
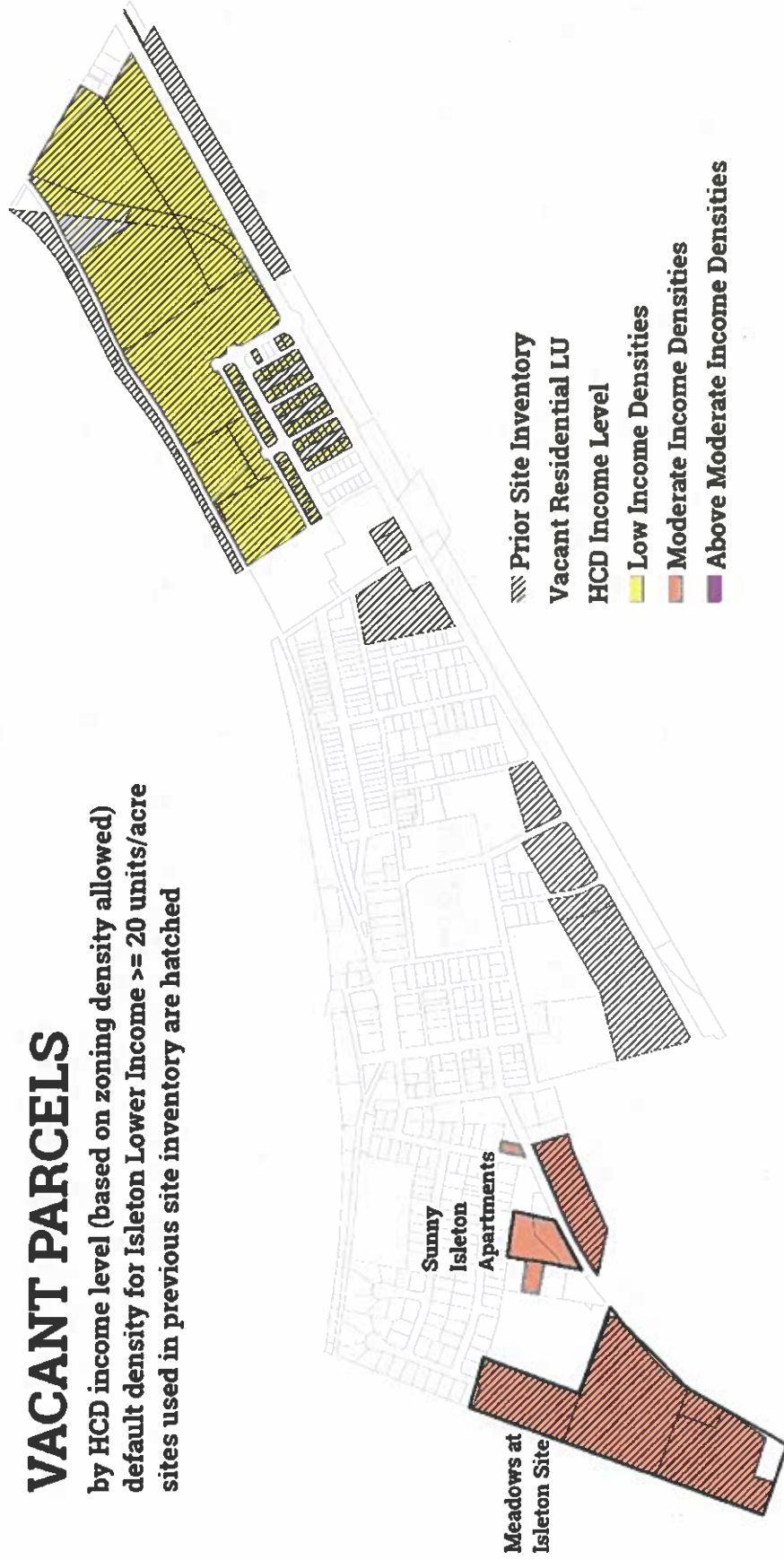


Exhibit 3: Vacant Residential Categorized by HCD Income Level/Densities Map

VACANT PARCELS

by HCD income level (based on zoning density allowed)
default density for Isleton Lower Income >= 20 units/acre
sites used in previous site inventory are hatched



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ATTACHMENT B
HISTORY - HCD SUBMITTALS AND CITY COUNCIL / PLANNING COMMISSION
REVIEWS

Timelines for City review and approval of the Housing Element and selection of sites inventory are as follows:

- The Planning Commission and City Council conducted a joint discussion regarding housing on March 4th 2021.
- The City of Isleton Planning Commission reviewed the Housing Element and Background Report to HCD at its May 4, 2021 meeting. Including the site inventory and Appendix A.
- The City of Isleton City Council approved submittal of the Housing Element and background report to HCD on May 11, 2021. Including the site inventory and Appendix A.
- The City submitted the Housing Element and background report to HCD for review on May 14, 2021. Including the site inventory and Appendix A.
- The City incorporated comments from HCD and the new Fair Housing Assessment section of the background report, and provided another round of public comment from July 30, 2021-September 2, 2021. Including the site inventory and Appendix A.
- The city council adopted the Housing Element on September 2, 2021, upon completion of all HCD and environmental requirements. Including the site inventory and Appendix A.
- The Planning Commission and City Council approved/adopted the 6th Cycle, 2021-29 Housing Element, in October, 2022. Including the site inventory and Appendix A.

The City submitted the Housing Element and Background Report to HCD for final certification. On December 5, 2022, HCD notified the City via email that they would certify the Housing Element with a change to Action H-2.2 which requires ministerial review of housing projects located on target vacant land in the City (refer to the attached email correspondence and letter from HCD-Attachments 2 and 3). The Housing Element documents (Policy and Background Reports) have been updated to incorporate this added Action.

Public Review

As part of the Housing Element Update process, the City implemented the State's public participation requirements, set forth in Cal. Gov't. Code § 65583(c)(7), that jurisdictions "...shall make a diligent effort to achieve participation of all economic segments of the community in the development of the housing element."

The City encouraged all members of the community to participate in the preparation of the Housing Element through a combination of general public notices (e.g., flyers, website posts,

social media posts, and email listserv) and direct contacts with community organizations inviting them to attend the public workshop and the opportunity to review and comment on the document.

Public comment was invited before and during the May 4, 2021 City Council meeting. The public had approximately one month to comment, from April 15, 2021 to May 14, 2021. Including the site inventory and Appendix A.

On Friday, May 14, 2021, the City hosted a General Plan Open House, which included activities to solicit public input on Housing Element policies and priorities. Approximately 20 people attended this workshop, which was held out-of-doors in front of City Hall to allow for adequate ventilation and social distancing during the COVID-19 pandemic. The top-voted Housing Element policy was to “maintain and approve the quality of the existing housing stock and the neighborhoods in which it is located.” The second highest priority was to “promote resilient infrastructure and energy conservation to maintain housing affordability in Isleton.” These policies are accordingly emphasized and were carefully reviewed to reflect community input.

At the City Council Meeting, one member of the public requested additional policies promoting accessory dwelling unit (ADU) construction in Isleton.

The City reviewed the proposed ADU policies and strengthened them in some instances, such as adding Action-H-3.9. This change was available in the August public review described below. No further comments were received.

The Element was available for public comment from July 30, 2021-September 2, 2021. Including the site inventory and Appendix A.

Public comment was also taken prior to and during the September 2, 2021 City Council Meeting, before adoption of the element. Including the site inventory and Appendix A.

No public comments were received. Including comments on the inventory sites.

City of Isleton

DATE: April 18, 2024

City Council Planning Commission Staff Report

ITEM#: 4A,2

ROLE OF THE PLANNING COMMISSION

SUMMARY: The function and role of the Planning Commission is presented for this joint meeting of the City Council and Planning Commission.

DISCUSSION:

Planning Commission Overarching Role

The Planning Commission serves at the pleasure of, is a technical advisory to, and appointed by the City Council. Although many local agencies in California do not have planning commissions (due to their small size, lack of resources to provide planning services, and a desire to have the Council take a more active role in planning) most have planning commissions. The planning commission plays a central role in the planning process in three important ways:

1. The Planning Commission acts as an advisory board to the City Council in planning and development matters. California Gove Code Section 65000 et seq.
2. The Planning Commission assures that all land use decisions, including individual projects, are consistent with the policies and plans adopted by the City Council.

Planning Commission Enabling Laws and Duties

1. State law is the foundation for local planning in California. The California Government Code (Sections 65000 et seq.) contains many of the laws pertaining to the regulation of land uses by local governments including: the general, specific plans, subdivisions, and zoning.
2. City Municipal Code Chapter 2.28020 establishes the Isleton Planning Commission with powers to:
 - a. hold hearings and issue recommendations on all zoning matters;
 - b. conduct such other hearings as are provided by law and in accordance with its own rules and regulations;
 - c. report its decisions and recommendations in writing to the city council;
 - d. recommend the adoption or amendment of the general plan governing land use and development by the city;
 - e. recommend the adoption or amendment of any specific plans governing land use and development in certain areas within the city limits or within the city's sphere of influence
 - f. recommend to the council the adoption of any ordinances, resolutions, agreements, or

- programs concerning planning matters;
- g. exercise any other powers and to fulfill any other duties assigned to the commission by the laws of the state and the ordinances of the city, including but not limited to State Government Code section 65100 et seq and City Ordinance No 2012-03.

Levels of Planning

Local governmental agencies typically break down planning functions into long-range and current planning. Long-range includes preparing the General Plan; a long-term vision of community development that includes goals and policies for the future. This may include implementing programs such as preparation of the Zoning Code, Specific Plans, and other measures that facilitate the long-range vision of the City. Current planning typically includes creating and administering programs to implement the General Plan, such as review of development permits and subdivisions. The following describes these two planning approaches and how they are integrated into the City of Isleton.

Long-Range Planning

1. General Plan-Assist in developing the focus of and policies in the general plan. Participate in public meetings and support the engagement of all segments of the community on the plan's content and goals. Hold hearings on the plan's adoption (advisory to the City Council).
2. Report on Capital Improvements Plans. Annually review the jurisdiction's capital improvements program and the public works projects of other local agencies for consistency with the general plan.

Current Planning

1. Zoning and Subdivision Maps. Review, hold hearings on and act upon zoning ordinances, maps, conditional use permits and variances. Similarly consider subdivision applications. Review individual projects for consistency with the general plan, any applicable specific plans, the zoning ordinance and other land use policies and regulations.

California has over 500 local government agencies (Cities/Counties) in California that are subject to State planning and zoning laws, each having a general plan and zoning code. Legislative land use authority is always subject to final determination by the City Council, such as general plans and zoning codes. Other land use authority can be assigned to others such as staff and/or the Planning Commission, depending on importance, such as subdivisions, conditional use permits, variances, and design review.

General Plan, the vision statement of community development, is implemented by the zoning code and then further facilitated with actions on land use permits. Land use permit authority is unique to each agency with some assign authority over various land use permits to staff, to the Planning Commission, and/or City Council. Some agencies find that the City Council has ultimate authority for land use permits and, therefore, takes on the responsibilities of the Planning Commission. Most larger jurisdictions, allocate authority to staff and/or the Planning

Commission, to separate political decisions (City Council) from day-to-day operations of the City (staff and the Planning Commission).

Discussion with the City Council and the Planning Commission on the way these permits are handled could be valuable for the purpose of updating the Zoning Code which is anticipated later this year. For example, land use permitting can be strengthened and the process made more efficient, less costly, and more predictable if some permitting is simplified and redundancies removed.

Prepared by GPrice, Contract Planner
Reviewed by CBergson City Manager



