

Attachment B: Suitability of Non-Vacant Sites

State law (Government Code §65583.2(b)(3) and 65583.2(g)) allows the vacant site inventory to include non-vacant and underutilized sites, and requires explanation of the methodology for determining the realistic buildout potential of these sites within the planning period. This methodology must consider: 1) the extent existing uses may constitute an impediment to additional residential development; 2) development trends; 3) market conditions; and 4) availability of regulatory and/or other incentives such as expedited permit processing, and fee waivers or deferrals.

Scope of the Problem – A Necessary Perspective

It should be noted that most sites in the vacant sites analysis are not encumbered by existing development. There are 44 identified fully vacant sites totaling 314 acres, representing a likely development potential of 1,649 housing units. This development potential equals 419% of the total identified housing construction need for the next six years. Even without the further development of non-vacant sites, existing vacant sites in Lindsay would provide sufficient land to meet foreseeable housing development needs.

Existing Uses

State Housing Element guidance requires: 1) the element to demonstrate that non-vacant and/or underutilized sites in the inventory can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period; and 2) the element to describe all existing uses and evaluate the extent these uses would constitute an impediment to new residential development.

Discussion

The vacant site inventory consists of vacant and non-vacant (partially developed sites). The non-vacant sites generally fall into three categories:

- a) Partially developed subdivision sites with *no* development impediments
- b) Partially developed non-subdivision sites with *minimal* development impediments
- c) Partially developed non-subdivision sites with *partial* development impediments

(a) Partially Developed Subdivision Sites – No Impediment to Development

- **Site 13** (APN 199-320...): The site is located between Ash and Maple Avenues, adjacent to Maple Valley Way in the partly developed Maple Valley Estates subdivision. There are eight developed lots and 36 undeveloped lots. There are absolutely no development limitations for these undeveloped lots, and they have full infrastructure installed ready for development. There are no structures, improvements or other issues on these vacant lots that are an impediment to long-term development. The site can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.

- **Site 24** (APN 201-210...): The site is located north of Hickory Street and west of Bellah Avenue in the partly developed Pelous Ranch subdivision. There are five developed lots and 34 undeveloped lots. There are absolutely no development limitations for these undeveloped lots, and they have full infrastructure installed ready for development. There are no structures, improvements or other issues on these vacant lots that are an impediment to long-term development. The site can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.
- **Site 26** (APN 201-230...): The site is located south of Monte Vista Street, between Parkside and Sequoia Avenues in the partly developed Mission Estates subdivision. There is one developed lots and 31 undeveloped lots. There are absolutely no development limitations for these undeveloped lots, and they have full infrastructure installed ready for development. There are no structures, improvements or other issues on these vacant lots that are an impediment to long-term development. The site can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.

(b) Partially Developed Non-Subdivision Sites – Minimal Impediment to Development

- **Site 9** (APN 199-220-002): The site is located at the southwest corner of Westwood and Apia. There is one single-family residence (constructed circa 1950) of approximately 2500 square feet located on its south half. This structure is in good structural condition. The remainder of the property is vacant. There are no access limitations on the site that would preclude its development. A single shared driveway for apartment development would be possible at the northeast corner of the site. The house site displaces approximately 50% of site development potential – or approximately 21 potential multifamily dwelling units. The age of the existing structure and its location (adjacent to SH 65, and another apartment complex located north of the site) render it unlikely to be an impediment to long-term development. The site can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.
- **Site 10** (APN 199-240-009): The site is located on the east side of Oak Avenue at the west terminus of Lea Way. There are two small single-family residences (constructed circa 1950) of approximately 1500 square feet located on its west half. The structures are in fair structural condition. The remainder of the property is vacant, formerly planted in citrus. There are no access limitations on the site that would preclude its development. Road access by either Oak Avenue or Lea Way is easily achievable. The house sites displace approximately 20% of site development potential – or approximately four potential single-family dwelling units. The age of the existing structures and the easy potential site aggregation of this site with site 11 render it unlikely to be an impediment to long-term development. The site can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.

- **Site 11** (APN 199-240-010): The site is located on the east side of Oak Avenue, immediately south of site 10. There is one small single-family residence (constructed circa 1950) of approximately 1500 square feet located on its northwest corner. This structure is in fair structural condition. The remainder of the property is vacant, formerly planted in citrus. There are no access limitations on the site that would preclude its development. Road access by either Oak Avenue is easily achievable. The house site displaces approximately 17% of site development potential (27,000 square feet) – or approximately 3 potential single-family dwelling units. The age of the existing structure and the easy potential site aggregation of this site with site 10 render it unlikely to be an impediment to long-term development. The site can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.
 - **Site 36** (APN 205-172-005): The site is located at the west side of Harvard Avenue, south of Honolulu Street. There is one single-family residence (constructed circa 1960) of approximately 2500 square feet located on its east half. This structure is in good structural condition. The remainder of the property is vacant, planted in citrus. There are no access limitations on the site that would preclude its development. The house site displaces approximately 13% of site development potential – or approximately two single-family dwelling units. The age of the existing structure and its location (adjacent to an arterial road) render it unlikely to be an impediment to long-term development. The site can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.
 - **Site 37** (APN 205-182-001): The site is located at the west side of Harvard Avenue, south of Honolulu Street. There is one single-family residence (constructed circa 1970) of approximately 1200 square feet located on its east half. This structure is in excellent structural condition. The remainder of the property is vacant, planted in citrus. There are no access limitations on the site that would preclude its development. The house site displaces approximately 11% of site development potential – or approximately one single-family dwelling unit. The age of the existing structure and its location (adjacent to an arterial road) render it unlikely to be an impediment to long-term development. The site can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.
- (c) *Partially Developed Non-Subdivision Sites – Partial Impediment to Development*
- **Site 23** (APN 201-180-013): The site is located north of Tulare Road, west of the SPPR railroad line. There is one large estate residence (constructed in 1919 of approximately 4800 square feet, with several accessory structures located on its northeast corner. These structures are in good structural condition. The remainder of the property is vacant, planted in citrus. The site has no direct road frontage, and must take access through contiguous site 22. This access limitation represents a possible development impediment.

The house site and adjacent improvements displace approximately 12% of site development potential (0.8 acres) – or approximately three potential single-family dwelling units. Due to the size and value of the existing house, it is unlikely that the 0.8 acre house site would be redeveloped for a more intensive use. However, long-term development of the site would be feasible through site aggregation with site 22, taking access to Tulare Road. Therefore, the remaining six acres of the site have minimal impediments to long-term development, can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.

- **Site 34** (APN 205-030-001): The site is located at the east side of Westwood Avenue, north of Apia Street. There is one large single-family residence (constructed circa 1920) of approximately 5000 square feet located on its north half. This structure is in good structural condition. The remainder of the property is vacant. There are no access limitations on the site that would preclude its development. The house site displaces approximately 50% of site development potential – or approximately 13 potential multifamily dwelling units. Due to the size and value of the existing house, it is unlikely that the 1.2 acre house site would be redeveloped for a more intensive use. However, the remaining 1.2 acres of site are have no known impediments to long-term development, and can be realistically developed with residential uses or more intensive residential uses at densities appropriate to accommodate the regional housing need (by income) within the planning period.

Recent Development Trends

State Housing Element guidance suggests: 1) the inventory analysis should describe recent development and/or redevelopment trends in the community; and 2) the element should also include a description of the local government's track record and specific role in encouraging and facilitating redevelopment, adaptive reuse, or recycling to residential or more intense residential uses.

Discussion

Recent single-family residential development in Lindsay has generally taken two typical forms: 1) 7000-9000 square foot lot subdivisions of larger mostly vacant sites averaging 10 acres, rendering approximately 40 units per development; and 2) small parcel divisions of partially developed smaller sites (under five acres) rendering 2-4 units per acre. The City's specific role in such development has been limited, occasionally consisting of grant-funded infrastructure or first-time homebuyer assistance.

Recent multifamily residential development in Lindsay has generally taken the form of apartment development on vacant 5-10 acre sites, rendering 50 to 100 units per site. The City's specific role in such development has been limited to normal development review through the site plan review process and provision of state-mandated density bonus provisions. Incentives or other city development encouragement have not been necessary for such development in the past several years.

Where existing single-family structures occupy partially developed sites slated for further development, such structures are usually not retained unless they are of significant size or value and are located in established, very low density or rural residential areas. Generally, most recent residential development has resulted in the removal of existing smaller houses on partially developed sites. Where there are larger estate structures, site redevelopment has typically retained such structures on ½ to one acre lots, with the remainder of such sites being available for new development.

Market Conditions

State Housing Element guidance suggests the element should evaluate the impact of local market conditions on redevelopment or reuse strategies. Over the past decade, annual housing construction in Lindsay has required five to ten acres of land and has resulted in the development of approximately 40 new housing units per year. There has been sufficient available land and developer interest to sustain normal housing production rates.

City development experience over the past decade has shown that partially developed sites in existing use categories (a) and (b), above, typically require no extraordinary City intervention or incentives (such as planned unit development, density bonuses, regulation waivers, etc.) to facilitate residential development consistent with underlying zoning density provisions. In other words, the market has been able to absorb, process, and develop such properties and provide sufficient housing construction levels consistent with identified regional housing needs (with the notable exception of above-moderate income housing, as discussed in Chapter 3).

Development may be constrained by market housing values of the partially developed sites with high-value estate housing (sites 23 and 34). Simply put, the value of these existing houses far exceeds market land prices, thus creating a disincentive for further subdivision and redevelopment of the underlying land. The vacant sites analysis has been adjusted to account for likely reduced development potential for these sites.

Availability of Incentives

State Housing Element guidance suggests the element should describe existing or planned financial assistance or regulatory concessions or incentives to encourage and facilitate additional or more intense residential development on non-vacant and underutilized sites.

Discussion

Program 2 (“Assist Housing Development”) in Chapter 8 describes various financial incentives that may be available to assist with development of non-vacant and underutilized sites. This program identifies five potential funding sources that may be used for infrastructure assistance, and which may help offset development costs of non-vacant sites to the extent that they are financially viable for redevelopment. This program also identifies regulatory concessions (such as development agreements, planned unit developments, fee waivers, fast-track application review, and density bonuses) which are equally available for the development of non-vacant sites.