

Chapter 4: Adequate Sites Inventory and Analysis

Summary

State law requires the Housing Element to identify adequate sites for future housing development needs in the community. Government Code §65583(c)(1) states, in part:

“...Sites shall be identified as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobile homes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing.”

The State Department of Housing and Community Development publication Housing Element Questions and Answers states:

“The purpose of the sites inventory is to identify specific sites suitable for residential development in order to compare the locality’s new construction need by affordability category with its residential development (total supply) capacity. A thorough sites inventory will help the locality determine if additional governmental actions are needed to provide enough sites with appropriate zoning, development standards, and infrastructure capacity to accommodate its new construction need as required by Section 65583(c)(1).”

According to the Tulare County Regional Housing Needs Assessment, Lindsay will need 394 additional housing units through the year 2014. The following inventory found that existing residentially planned land within the city limits will easily accommodate these growth needs, providing sufficient land (over 300 lots, totaling 371 acres) which could accommodate construction of at least 1,900 additional housing units.

Sites Inventory

Attachment A provides an inventory of sites potentially available for future housing development within the existing Lindsay city limits. State law (Government Code §65593.2(a) and (b)), requires this sites inventory to include:

- Listing of properties by parcel number or unique reference
- Listing of properties by size
- Listing of properties by general plan designation and zoning
- For non-vacant sites, description of existing uses
- Map of sites

Analysis of Suitability and Availability

State law (Government Code §65583.2) requires this analysis to evaluate:

1. Environmental constraints
2. Infrastructure including planned water, sewer, and other dry utilities supply
3. Realistic development capacity calculation accounting for site improvements and land use controls
4. Analysis of non-vacant and underutilized lands
5. Identification of zoning appropriate for housing for lower-income households

Environmental Constraints

Approximately 137 acres of vacant and underdeveloped residentially planned land in Lindsay are located within flood hazard zones. These lands represent a potential development capacity for approximately 471 dwelling units, or about 24% of total residential development potential. Approximately 160 of these flood-prone potential units are located in recorded, undeveloped subdivisions. Development of such land would be subject to flood hazard review and mitigation (such as increased building pad elevations), thus likely increasing the cost of development. Approximately seven acres of vacant and underdeveloped land is located in an area of steep slope (Towt’s Hill), which renders the property unlikely to develop. Approximately 229 acres of vacant and underdeveloped lands have no known environmental constraints precluding development. This represents a raw development potential for approximately 1,510 dwelling units.

Infrastructure

Approximately 127 acres of vacant and underdeveloped residentially planned land in Lindsay is not directly served by one or more of the following primary infrastructure elements: water, sewer, or storm drainage. This land area has a likely development potential for approximately 510 dwelling units. However, subdivision maps are approved on half of these properties. In most cases, the infrastructure deficiency involves lack of direct proximate services which could normally be extendable to serve these sites. Generally, these sites would be developable without extraordinary infrastructure extensions.

Development Capacity Calculation

Based on known site development constraints such as zoning, infrastructure availability, and environmental constraints (topography and flood zones), the City has estimated the following residential development feasibility:

Residential Development Capacity Estimates

Development Potential			Existing Lots	Acres
Feasibility	Maximum Units	Likely Units		
Low	578	327	11	72
Medium	686	432	14	60
High	1932	1146	300	239
Total	3196	1905	325	371

Low feasibility means that the property has more than one infrastructure, zoning, or environmental constraint. Medium feasibility means that the property has one infrastructure, zoning, or environmental constraint. High feasibility means that the property has no significant infrastructure, zoning, or environmental constraints.

Analysis of Non-Vacant and Underutilized Lands

The sites inventory includes all non-vacant and underutilized lands of at least one acre within the city limits which have residential development potential under existing zoning designations.

Zoning Appropriate For Low-Income Housing

The base residential zoning districts in Lindsay are R-1-7 (single family residential, 7000 square foot minimum lot size) and R-M-3 (multi-family residential, 3000 square foot lot area per unit). These districts comprise most of Lindsay's residential areas, and could be appropriate for low-income housing (including very low and extremely low income). The adequate sites inventory indicates potential income categories for future housing development, based on adjacent development patterns (house and lot sizes). In sum, approximately 239 acres of vacant and underdeveloped residentially zoned lands in the city limits could be appropriate for low income housing development. This represents a likely development potential of 1,470 dwelling units.

State law (Government Code §65583.2(c)(3)(A)) requires the element to: *“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.”* Housing development of at least 20 units per acre (in accordance with Government Code §65583.2(c)(3)(B)) is feasible in two zoning districts: R-M.1.5 and and MXU.

R-M-1.5 (Office/ High-Density) Zoning District: This zoning district allows residential development of one unit per 1500 square feet of site area, or an equivalent maximum density of 29 units per acre. There are approximately 70 properties zoned R-M-1.5 in Lindsay, all of which are located adjacent to the CBD. These properties provide land use transition between intensive commercial uses in the CDB and lower density residential land uses. The typical property in this district is developed with a single-family house, multi-family unit (duplex, triplex, fourplex), office, or church use, on small in-fill sites averaging 7500 square feet in area. Over the past decade several of these sites have been redeveloped to higher density housing, typically replacing a single substandard single-family dwelling with a new duplex, triplex, or fourplex. There are very few vacant R-M-1.5 zoned properties, representing nominal future high-density development potential.

MXU Zoning District: This zoning district has no specific land use or development standard regulations and therefore permits flexible development. Development of these properties at densities exceeding 20 units per acre would not be constrained by the zoning ordinance. There are four existing vacant MXU zoned properties, totaling 23.6 acres with an estimated development potential of at least 283 housing units. The MXU district provides the best potential for high density residential development in excess of 20 units per acre for lower income housing development.

It should be noted that the R-M-2 zoning district allows residential development of one unit per 2500 square feet of site area, or an equivalent maximum density of up to only 17 units per acre. There are no properties currently zoned R-M-2 in Lindsay at this time. However, rezoning to this designation would be allowable for any property with a General Plan land use designation for medium density residential.

Zoning For a Variety of Housing Types

State law (Government Code §§65583(c)(1) and 65583.2(c)) requires the Housing Element to identify zoning appropriate for a variety of housing types, *“as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobile homes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing.”*

Multifamily Rental Housing

The sites inventory identifies 79 vacant and underdeveloped properties totaling 82 acres that could be developed for up to 864 multifamily rental housing under existing zoning in the R-M-3 and MXU zoning districts.

Housing For Agricultural Employees

Housing for agricultural employees is not specifically enumerated in the Lindsay zoning ordinance. Most agricultural employees living in Lindsay are non-seasonal, permanent residents (see Chapter 3). City ordinances do not regulate housing tenure (rental vs. ownership).

Emergency Shelters

Emergency shelters are not a specifically enumerated land use in the existing zoning ordinance. However, any land use may be permitted in the MXU zoning district. There are 24 acres of undeveloped/underdeveloped land in this zoning district, with a total development potential of over 283 dwelling units.

Transitional Housing

State law (Health and Safety Code §50675.2) defines "Transitional housing" as:

“...buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months.” This is a private operational matter not regulated under current city codes. The City does not participate in the regulation of rental housing operations. Strictly defined, “rental housing,” regardless of transitional status, is allowed in any zoning district which allows residential uses.

Supportive Housing

Supportive housing (as defined by Health and Safety Code §50675.14) is housing for low income persons with disabilities.

Such housing is linked to services that assist residents retain housing, improve health status, and maximize the ability to live and, when possible, work in the community. “Disabilities” specifically defined under state law include:

- Chronic health conditions
- Developmental disabilities
- HIV or AIDS
- Mental illness
- Substance abuse

Persons needing supportive housing may include adults, elderly persons, emancipated youth, families (with or without children), homeless people, individuals exiting from institutional settings, veterans, and young adults aging out of the foster care system. The following table indicates how existing zoning districts provide for supportive housing:

Supportive Housing Opportunity by Zoning District

Disability Category	Zoning District		
	R One-Family	RM Multi-Family	MXU
Mental illness	Permitted for state licensed facility for 6 or fewer persons. Conditional use for 7 or more persons.		Permitted, administrative approval, or conditional use
HIV or AIDS	Conditional use for 7 or more persons.		
Substance abuse	Permitted for alcoholic recovery facility for 6 or fewer persons. Conditional use for 7 or more persons.	Permitted for alcoholic recovery facility. Conditional use for 7 or more persons other than in alcoholic recovery.	
Chronic health conditions	Conditional use for 7 or more persons	Permitted subject to administrative approval	
Developmental disabilities	Permitted for state licensed facility for 6 or fewer persons. Conditional use for 7 or more persons.		

Generally, smaller supportive housing opportunities serving six or fewer persons would be permitted in all residential zoning districts. Facilities serving seven or more persons would be allowable in all residential zoning districts through the conditional use permit process to assure land use compatibility.

Single-Room Occupancy

Single-room occupancy (SRO) units are not a specifically enumerated land use in the zoning ordinance. SROs that include a kitchen would meet the definition of a multi-family dwelling and would be permitted in RM zoning districts. There is 58 acres of undeveloped/underdeveloped land in this zoning district, with a total development potential of 581 dwelling units.

Factory-Built Housing

Manufactured homes are permitted subject to administrative approval in all residential zoning districts. The administrative approval process determines project compliance with development standards applicable to such uses, including permanent foundations, roof overhangs, and covered parking.

Mobile Homes

Mobile homes are permitted subject to administrative approval in all residential zoning districts. The administrative approval process determines project compliance with development standards applicable to such uses, including permanent foundations, roof overhangs, and covered parking.

Second Units

Second dwelling units are permitted subject to administrative approval in all residential zoning districts. The administrative approval process determines project compliance with the following clearly identified development standards:

- 800 square foot / 2 bedroom size limitation
- One off-street parking space
- Architectural compatibility with the primary unit
- Separate utility service connections
- Owner occupancy required for either the principal or second unit

These standards were adopted in 2004, pursuant to state law changes requiring greater zoning permissiveness for such units. The City ordinance attempts to strike a balance between legitimate housing market needs, land use compatibility, and carrying capacity.

Adequate Site Alternatives

State housing law (Government Code §65583.1) allows a Housing Element to identify adequate sites by a variety of voluntary measures, such as:

- Redesignating property to a more intense land use category
- Increasing the density allowed within one or more categories
- Identifying sites for second units

The City finds that these voluntary measures are not necessary at this time to meet future housing needs, due to the ample supply of vacant and undeveloped lands inside the existing city limits which can easily accommodate residential development in support of the Tulare County Regional Housing Needs Assessment.