

# City of Hesperia

## STAFF REPORT



**DATE:** January 10, 2019

**TO:** Planning Commission

**FROM:** Chris Borchert, Acting Principal Planner

**BY:** Daniel Alcayaga, Senior Planner

**SUBJECT:** Specific Plan Amendment SPLA18-00001, Density Bonus Agreement DA18-00001 & Site Plan Review SPR18-00010; Applicant: Hickory Tree II, L.P; APN: 0408-183-12

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### RECOMMENDED ACTION

It is recommended that the Planning Commission approve Resolution Nos. PC-2019-01 & PC-2019-02 recommending that the City Council approve SPLA18-00001, DA18-00001 & SPR18-00010.

### BACKGROUND

**Proposal:** A Site Plan Review to construct a 50-unit multi-family development for seniors in conjunction with a Density Bonus Agreement and a Specific Plan Amendment from LDR to HDR located on 2.3 gross acres (Attachment 1).

**Location:** 250 feet south of Main Street, on the west side of Eleventh Avenue

**Current General Plan, Zoning and Land Uses:** The site is within the Low Density Residential (LDR) Zone of the Main Street and Freeway Corridor Specific Plan (Specific Plan). The surrounding land is designated as noted on Attachment 2. Two commercial buildings and a bank are located to the north of the project site. The land to south is vacant. There is a shopping center on the opposite side of Eleventh Avenue to the east. A church exists to the west (Attachment 3).

### ISSUES/ANALYSIS

**Project description:** There are a total of five multi-family residential buildings and a club house. The residential buildings will be two story, three of which will have 12 units, one building will have 8 units, and one building will have six units. The units will consist of 36, 1 Bedroom, 1 Bath units, and 14, 2 Bedroom, 2 Bath units. The project conforms to most development standards of the Specific Plan. The one-bedroom units will be 707 square feet and the two-bedroom units will be 1,171 square feet in size (Attachment 4). The development will be gated with a solid block wall along its perimeter and a six-foot high wrought iron fence along the front. Approximately 9,000 square feet of common open space is provided, which includes a pool and spa, a fire pit, a clubhouse, and a barbeque area. The developer owns the commercial property to the north. Fire access is being provided through this property. It will also serve as exit only access from the development. Likewise, the proposed building elevations comply with the architectural standards. The buildings are designed with contemporary architecture incorporating tile roofs, decorative trim, false vents and arches over windows (Attachment 5).

The development does not comply with two development standards, which are being offered as concessions to incentivize this deed restricted affordable and senior housing development. As part of concessions, the City will accept 69 parking spaces, instead of 79 parking spaces. The City will also accept a front yard setback of 15-feet, instead of a front yard setback of 25-feet. The development will include 50 spaces beneath carports with 3 handicapped parking spaces consistent with the parking regulations.

The area contains a mix of uses, including a church to the west, and commercial uses to the north and east. A high density residential development intended for seniors would fit nicely into this area. The project is located in a geographically opportune area, as it is in proximity to Civic Plaza Center and Main Street, so there are services and activities available to residents within walking distances. The development offers a new supply of housing for seniors, which is mandated by State Housing laws, and the development is the type of housing that the City's Housing Element would support. The amendment, density bonus, and development concessions are appropriate considerations to incentivize a project like this.

### **Density Bonus and Incentive Agreement and Covenant Restricting Use**

The Applicant is requesting a Specific Plan Amendment from Low Density Residential (LDR) to High Density Residential (HDR). The HDR Zone allows residential densities between 15 and 20 dwelling units per gross acre (du/ac). In conjunction with this Amendment, a Density Bonus and Incentive Agreement has been filed in conjunction with the Site Plan Review application to allow the density bonus, which affords 4 additional dwelling units. This development will yield a density of 21 du/ac with approval of a density bonus (Attachment 6). In return, the development will provide housing for seniors and 20% of the units will be affordable.

As mentioned above, the project exceeds the allowable density of the HDR Zone. The City's Density Bonus Program (Program) provides a tool to encourage development of affordable housing, consistent with state law and the adopted Housing Element. A density bonus allowing four units beyond the density restriction of the HDR Zone is proposed. In exchange for the density bonus, twenty percent of the development or 10 units will be restricted to Low-income Qualified Households. These units will count towards the City's RHNA for the 2014-2021 planning period and will contribute towards meeting the City's affordable housing goals. In exchange for the density bonus, this Program requires that the City offer design concessions. Therefore, it is recommended that this project not be required to meet the minimum parking and front setback regulations. The proposed density bonus requires that the low income units be deed-restricted for a period of 55 years.

### **Housing Goals**

The City of Hesperia and its Housing Authority are obligated under the State's Planning and Zoning Law to address the current and future housing needs of Hesperia residents. These are reflected in the City's General Plan Housing Element. The Regional Housing Needs Assessment (RHNA) provides the number of units required to meet future housing needs. These housing numbers are broken down into different income categories based on household income. According to the Southern California Association of Governments which prepares the RHNA, Hesperia needs to plan for 986 units of housing affordable by very low, low and moderate income families, and 729 units of housing affordable to families above moderate incomes. The City's RHNA for the 2014-2021 planning period also calls for construction of 389 units for persons within the very low and 274 for persons within the low income level. 189 very

low income and 232 low income units were constructed within the 2008-2014 planning period. To date, there have been 96 affordable housing units constructed within the current planning period. While the recession has slowed the projected growth rate under which the RHNA was based, the City is still required to make strides in creation of affordable housing, consistent with the goals of the General Plan.

**Drainage:** All drainage created on-site will be detained/retained in an underground retention system beneath the parking lot. The site is not affected by upstream drainage. As a result, this project will not be significantly affected by off-site storm water flow nor will it impact properties downstream.

**Water and Sewer:** The project will connect to an existing 12-inch water line in Eleventh Avenue. The project will extend an 8" minimum sewer main along Eleventh Avenue from Main Street to the southerly property line of the project

**Traffic/Street Improvements:** The Institute of Transportation Engineers' (ITE) Trip Generation Manual estimates that 50 residential units would generate approximately 186 daily vehicle trips. This is based upon 3.71 vehicular trips per dwelling unit. As compared, the LDR Zone would support a maximum of 18 units. The ITE Trip Generation Manual estimates that 18 residential units would generate approximately 172 daily vehicle trips. This is based upon 9.57 vehicular trips per dwelling unit. The Specific Plan Amendment and Density Bonus Agreement will result in an increase in 13 more trip ends than the number of trip ends currently allowed by the LDR Zone. The trip generation for senior housing is substantially lower when compared to market rate housing because seniors tend to drive less or have less vehicles as a whole.

The proposed development fronts upon Eleventh Avenue, which will be constructed as a rural collector street. As part of development of this project, this street will be constructed to City standards, including curb, gutter, and sidewalk across the project frontages and pavement tapers beyond the frontage. The City has established a Traffic Impact Mitigation Fee Program to fund the construction of traffic improvements to maintain adequate levels of service standards. The developer is required to pay all applicable City development impact fees towards these improvements.

**Environmental:** Approval of this development requires adoption of a mitigated negative declaration pursuant to the California Environmental Quality Act (CEQA). The mitigated negative declaration and initial study (Attachment 7) prepared for the development conclude that there are no significant adverse impacts resulting from the project. A biological assessment was required. The biological assessment shows that the site does not contain habitat for the desert tortoise nor any other threatened or endangered species. However, a pre-construction survey for the burrowing owl will be conducted prior to issuance of a grading permit. There are no protected plants on the property. The cultural report states that the property does not contain any historical or paleontological resources. Local Native American tribes were notified consistent with AB 52 and SB 18. No tribe elected consultation for this project pursuant to CEQA.

**Conclusion:** The project conforms to the policies of the City's General Plan, specifically affordable housing goals. The City's Density Bonus Program allows the project to vary from development standards. Therefore, the Site Plan Review and Density Bonus Agreement is consistent with the General Plan and meets all applicable development standards.

## **FISCAL IMPACT**

Development will be subject to payment of all development impact fees adopted by the City.

**ALTERNATIVE(S)**

1. Provide alternative direction to staff.

**ATTACHMENT(S)**

1. Site Plan
2. General Plan Land Use Map
3. Aerial Photo
4. Floor Plans
5. Building Elevations
6. Density Bonus and Incentive Agreement
7. Initial Study and Mitigated Negative Declaration ND18-06
8. Resolution No. 2019-01, Exhibit "A"
9. Resolution No. 2019-02, with list of conditions